



Contribution Analysis Norwegian Embassy Support to Indigenous Peoples in Brazil 2002 -2013



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to Indigenous Peoples in Brazil 2002 -2013



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List of acronyms

ABS	Access and Benefit Sharing
AGU	Attorney General of the Union (Advocacia Geral da União)
ATER	I Conferência Nacional de Assistência Técnica e Rural
ATL	Acampamento Terra Livre
BNDES	Banco Nacional de Desenvolvimento Econômico e Social
CAOI	Coordinadora Andina de Organizações Indígenas
CBD	Convention on Biological Diversity,
CESE	Coordenadoria Ecumênica de Serviço
CFSC	Comitê Facilitador da Sociedade Civil
CGMT	Coordenação Geral de Monitoramento Territorial, FUNAI
CIR	Raposa Serra do Sol, Conselho Indígena de Roraima
CNP	Comissão Nacional Permanente da APIB
CNPI	Conselho Nacional de Política Indigenista
COIAB	Coordenação das Organizações Indígenas da Amazônia Brasileira
COICA	Coordinadora de las Organizaciones Indígenas de la Cuenca Amazónica
COP 11	Conference of the Parties CBD, Hyderabad, Oct. 2010
COP 15	Conference of the Parties 15, UN Climate Change Conference, Copenhagen 2009
FNLI	Fórum Nacional de Lideranças Indígenas
FOIRN	Federação das Organizações Indígenas do Rio Negro
FST	Fórum Social Temático
FUNAI	Fundação Nacional do Índio
GATI	Projeto de Gestão Ambiental de Terras Indígenas
IDB/BID	Inter-American Development Bank
IIRSA	Iniciativa para a Integração da Infraestrutura Regional Sul-Americana
ILO	International Labour Office
IPO	Indigenous Peoples Organisation
IPR	Indigenous Peoples Rights
MFA	Norwegian Ministry of Foreign Affairs
MMA	Ministério do Meio Ambiente
NISPB	Norwegian Indigenous Support Programme Brazil
Norad	Norwegian Agency for Development Cooperation
NPIP	Norwegian Programme for Indigenous Peoples
OHCHR	UN Office of the High Commissioner for Human Rights
OTCA	Organização do Tratado de Cooperação Amazônica
PAC	Programa de Aceleração do Crescimento (Growth Acceleration Program)
PANTHER	Participation, Accountability, Non-Discrimination, Transparency, Human Dignity, Empowerment and Rule of Law
PEC	Proposed Amendment to the Constitution (Proposta de Emenda à Constituição)
PGTA	Planos de Gestão Territorial e Ambiental
PNASI	Política Nacional de Atenção à Saúde Indígena
PNGATI	Política Nacional de Gestão Ambiental e Territorial em Terras Indígenas
POA	Plano Orçamentário
PPA	Plano Plurianual
RAISG	Red Amazônica de Información Socioambiental Georeferenciada
REDD+	Reducing Emissions from Deforestation and Forest Degradation +
SESAI	Secretaria Especial de Saúde Indígena
SPI	Serviço de Proteção aos Índios (1910-1967)
STF	Supreme Federal Court (Supremo Tribunal Federal)
TI	Terra Indígena (Indigenous Land or Indigenous Territory)

ToR	Terms of Reference
UNCSD	Conferência das Nações Unidas sobre Desenvolvimento Sustentável, RIO +20
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
UNFCCC	United Nations Framework Convention on Climate Change

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Introductory statement

The Norwegian support to indigenous peoples in Brazil, commonly known as the Norwegian Indigenous Support Programme in Brazil (NISPB) is, by all accounts, a significant contribution to the establishment and consolidation of a constitutionally guaranteed indigenous rights framework in Brazil, recognizing the existence of Brazil's indigenous populations and the indigenous movement on a par with the Sámi movement of Norway. All actors interviewed in this study, including government officials, civil society representatives and indigenous leaders, emphasised the fact that the long-term commitment and institutional support extended over the last 30 years by the Norwegian Indigenous Peoples' Programme in Brazil has been vital in bringing this process about. This recognition extends from the director of the National Indian Foundation (FUNAI) through pro-indigenous civil society organisations and NGO activists to indigenous leaders. The programme's achievements have accomplished in humble ways and with relatively small means.

The Norwegian Indigenous Peoples' Programme has contributed to the struggle for the survival of indigenous peoples in Brazil and should be recognized as such both in Norway and internationally. Given its almost self-effacing posture, the programme has gone largely unnoticed in its homeland and beyond.

The programme's success proves that even limited financial contributions can make a big difference when wisely targeted. The Norwegian Indigenous Peoples' Programme is not development aid in the conventional sense. It is an expression of commitment based on a fundamental belief in the values of democracy and equality, with a particular pledge to secure indigenous peoples' rights and livelihoods.

The government:

"I really think that this help has been extremely important; for the indigenous movement, for the pro-indigenous NGOs, and for our country and public policies, and also for the democratic government. We just have to congratulate you in this, it is a very important programme, an example to follow."

Marta Maria do Amaral Azevedo, President of FUNAI, March 2013

The NGO:

"The presence of the Norwegian support through this long period of struggle has been decisive for where we are today"

Márcio Santilli, ISA, March 2013

Former Federal Deputy (1983-87), former President of FUNAI (1995-96)

The indigenous organisation:

"We can say that, without the support of the embassy, the Brazilian indigenous movement would not have reached such a level of organisation as it has demonstrated over the last ten years. During this period, it has been able to create a network of regional organisations and a national organisation, thus being able to articulate a single voice for more than two hundred ethnic groups in Brazil and fueling the debate on indigenous issues."

ARPIN-SUL, March 2013

1. Executive Summary

The purpose of this study is twofold: (a) to acquire knowledge and draw lessons about the nature, organisation and achievements of the Norwegian Indigenous Support Programme in Brazil (NISPB), and (b) to inform future strategies, policies and interventions in this area of development cooperation.

The study covers the project period from 2002-2012/2013 and focuses on the current 18 projects that have been supported through 17 civil society partner organisations. The overall methodological framework is a human rights approach known as PANTHER, an acronym for the human rights principles **P**articipation, **A**ccountability, **N**on-Discrimination, **T**ransparency, **H**uman Dignity, **E**mpowerment and **R**ule of Law.

1.1. Main findings and conclusions

1.1.1. Overall performance

The objective of Norwegian support has been the creation and strengthening of indigenous and pro-indigenous organisations that have voice and agency and are able to participate in decision making processes related to indigenous peoples' rights.

The NISPB's long-term commitment over a 30-year period to provide institutional support to different types of organisations who could advance indigenous peoples' rights, is one of the main reasons behind the existence of a diverse and vibrant indigenous rights movement in Brazil and the myriad of more broad based non-governmental organisations (NGOs) and indigenous peoples' organisations (IPOs) in dynamic interplay. Interviewed partners agreed on this, and many of them stated that, had it not been for the Embassy support to the programme, they would not exist today. The director of National Indian Foundation (FUNAI) is explicit in her praise of the Norwegian support, recognizing its fundamental importance for the indigenous rights movement in Brazil and for the general democratic development of the country.

In this overall perspective, the NISPB programme has fulfilled general objectives of providing institutional support. Moreover, it has sought to:

- Move from support to pro-indigenous organisations to indigenous organisations
- Move from support to inside the Amazon to outside the Amazon
- Ensure participation of women in the indigenous organisations

Support to pro-indigenous organisations has focused on capacity building, transfer of knowledge and support to:

- Pro-indigenous organisations within Brazil
- Regional initiatives
- Networking and creating synergy with Norwegian NGOs (NCA and NRF)
- Collaboration with Sami people

The focus of the support corresponds with national and international indigenous rights policies and with the Norwegian strategies related to indigenous peoples and to Brazil.

Women's issues and gender relations are gradually being addressed more by indigenous organisations at all levels, and the Programme is very conscious of the importance of supporting these trends. Questions may be raised however, with regard to the gender aspect and how the indigenous communities approach this.

1.1.2. Main contextual challenges

The main contextual challenges currently are considered to be the following:

- a. Roll-back of indigenous rights and public policies, and pressure from anti-indigenous lobbies. An increasing anti-indigenous discourse in Brazilian politics.
- b. Inconsistencies between federal legislation and regional and municipal policies and management
- c. Large-scale regional infrastructure and energy development (Initiative for the Integration of Regional Infrastructure in South America (IIRSA), Growth Acceleration Program (PAC), dams, roads etc.)
- d. Extractive industries and agribusiness interests and projects

1.1.3. Need for continuous support

The support from the Norwegian Programme to Indigenous Peoples' Rights in Brazil seems justified and necessary, in the light of the listed challenges. Thirty years of support for indigenous peoples' rights have not yet achieved fulfilment of rights of indigenous peoples in a cultural and social context and in accordance with their own priorities. Apart from the structural and bureaucratic limitations of FUNAI, which is rightfully the federal agency defending indigenous peoples' interests, the programme also struggles with deficient budgets. The NISPB is establishing a baseline of institutional support to a number of key organisations in the indigenous human rights scenario in Brazil, and it would be important to consolidate the achievements and Norwegian investment over the coming years.

1.1.4. Gradual transfer of support from NGOs to IPOs not achieved

Support has been provided to two types of organisations, –non-governmental organisations who work on indigenous people's rights as part of a larger mandate - and indigenous people's organisations whose core activities are carried out for and by indigenous peoples themselves. In terms of number of projects supported 2001-2014, there is a 50/50 distribution of projects of each kind supported (NGOs and IPOs). In terms of amounts disbursed to each category, the difference is 65 per cent (114 mill. NOK) in support of NGOs and 35 per cent (62 mill. NOK) on IPOs over the same period. Looking at the distribution of support between the organisations within each category, it is more uneven. Among the NGOs, two organisations out of twelve received 51 per cent (33+18) of the support, while the IPOs had a more even distribution ranging from <1 per cent to 19 per cent.

To capture changing tendencies in transfer of funds from the NGO category to IPOs, the distribution 2001-2014 was compared with the funding allocations 2012-2015, revealing a reverse tendency of a 5 per cent increase in funds going to the NGOs (NGOs 65 per cent/ IPOs 35 per cent). This tendency is also discernible in the number of organisations supported 2001-2012 compared to the number planned for 2013 and onwards. In the NGO category, 12 organisations were supported during 2001-2012, of which eight were still parts of the portfolio. In the IPO category, 14 received support 2001-2012, but only five were still part of the portfolio 2013 and beyond. Of these five, two are possibly being phased out, reducing the number of IPOs in the portfolio to three.

It can be concluded that the objective of gradually transferring more support from the NGO category to the IPO category has not been achieved and, in fact, that the tendency is the reverse.

1.1.5. Sustainability of partner organisations

The institutional support of the partner organisations, whether pro-indigenous NGOs or IPOs, has been fundamental to their performance. Although institutional support may create dependency on continued funding, all organisations seems absolutely aware of the danger of depending on a single or few funding sources and all seem to be following a strategy of diversification. The institutional support has thus also become a prerequisite for diversifying funding and support partners. In this respect, the NGOs seem to be the

most resilient, all of them receiving support and cooperation from a wide array of international foundations and funding organisations. This is also the case for the larger regional indigenous organisations in the Amazon basin, such as Raposa Serra do Sol, Conselho Indígena de Roraima (CIR), Federação das Organizações Indígenas do Rio Negro (FOIRN) and Hutukara. Some of these organisations have also received training in strategic planning, management and a logical framework analysis directly from the Programme, which has reportedly helped them in scaling up and improving their partner search and fundraising abilities. It can thus be concluded that the sustainability issue is definitely on the agenda, and NGOs and larger regional IPOs seem to be doing well.

There are however, smaller and weaker IPOs, mainly at the regional and local level, that have not been successful in achieving sustainability in institutional support and core funding. A number of these IPOs seem to be among those that will be phased out by the Programme. It is crucial that the weakest segments of the IPOs are not abandoned due to managerial inefficiency but that real solutions to these deficiencies are identified and support given to overcome these shortcomings, in order to build a stronger IP movement, which is the ultimate goal of the NISPB.

1.1.6. Geographical distribution of supported projects

The spread of the activities supported is nationwide and covers almost all regions of Brazil. The Programme's priority is to increase support to indigenous organisations and NGO partners outside the Amazon region (*Amazônia Legal*) and it has succeeded in supporting regional organisations both in the south and in the northeast, and in the habitats of the Cerrado and the Mata Atlântica, although the majority of the projects are still in the Amazon region. However, in terms of the support beyond 2014, no IPOs outside the Amazonia is directly benefitting.

Today, 36 per cent of the indigenous population of Brazil are living in urban- or peri-urban settings and 47 per cent of the total indigenous population registered are living outside the Amazon region and habitat. Only a fraction of the international support to indigenous peoples of Brazil goes to these non-Amazonian peoples. Of these groups, the Guarani is the single most numerous and most vulnerable group, often living in extreme poverty, and with the highest suicide rates in Brazil. They are suffering widespread ethno-racist discrimination and cultural stigmatization, as observed during the field visits. The main problem for the Guarani is the need for land and territories, living on miniscule and crowded plots, often with no formal demarcation or title.

The NISPB supports two pro-indigenous NGOs working with the Guarani, channelling support to the multiregional Guarani organisation, CGY, working for the demarcation and legalization of Guarani territories and land claims. The programme has decided to scale up its support to the Guarani and other groups outside the Amazon.

1.1.7. Gender and women's rights as cross-cutting issues

Gender issues and women's interests have not been given high priority by the pro-indigenous NGOs in Brazil in their project support to indigenous peoples, communities and organisations. The same was the case, until recently, for public policies related to indigenous peoples. This situation is however, gradually changing. In the *II National Policy Plan for Women* (2008), the particular problems of indigenous women were mentioned and, in 2012, the Special Women's Secretariat of the Federal Government commenced a process entitled "Dialogue with Indigenous Women", with regular meetings and seminars. Many indigenous organisations now have a special unit for women's issues and interests. These units or secretariats are gaining increasing importance in the political process of consolidating indigenous rights and policies in Brazil. Several of the partners visited were beginning to use a gender sensitive approach in various issues, including territorial management and sustainable development. Claims that the traditional indigenous cultures are reluctant to adopt a gender-specific approach were disproved during the case studies in the field, where both women and men expressed an interest in a holistic gender approach to various development issues in the communities. It seemed like the NGOs were more conformist in their attitudes to gender and women's issues than the IPOs. Another aspect of this is the lack of disaggregated data relating to women, men and children,

another important challenge to future activities and support. Support to indigenous women's participation in the dialogue process seems crucial and, in general, more discussion on women and gender in project development seems warranted.

1.1.8. Cooperation with Norwegian NGOs in Brazil

Two Norwegian NGOs are working in Brazil with projects and partners that overlap with the Programme. These are the Rainforest Foundation Norway (RFN) and Norwegian Church Aid (NCA). Additionally, the small Norwegian NGO FIAN Norway (FoodFirst Information and Action Network) is working with information campaigns in Norway in favour of the Guarani. Only NCA has representatives in Brazil.

The NGO project coordinators and the embassy have shared information at various occasions. There has been no formal collaboration or coordination between the three and the embassy in the planning or implementation of projects. During interviews in Oslo, all the Norwegian organisations expressed an interest in further collaboration with the NISPB.

The consultants believe that this situation, and reflections on the status of the NISBP and other Norwegian contributors to the indigenous peoples' rights (IPR) work in Brazil, offers a unique opportunity to think creatively as to how the different programmes and organisations could support each other in the future. In this context, it was suggested that more emphasis should be placed on cultural cooperation and exchange between Brazil and Norway, a cultural exchange in which the Sámi and IPOs of Brazil could interact.

1.1.9. The Amazon Fund

There were great expectations of the Amazon Fund and the role it could play in supporting civil society organisations and, particularly, IPOs in Brazil. These expectations have not been fulfilled. The Fund's performance has been subject to extensive criticism from civil society organisations in Brazil, as the procedures for applying for projects and the processing time seem excessive. Few NGO projects have been accepted, as only larger projects will receive support, meaning that most civil society organisations and IPOs will not be able to benefit unless they form larger project consortia and have a very clear environmental focus. Numerous partner organisations and the two large Norwegian NGOs, the Rainforest Foundation and Norwegian Church Aid, state that the Amazon Fund is structurally unsuitable for providing support to civil society organisations working with indigenous groups and organisations in Brazil.

The conclusion is that the Amazon Fund is incompatible as a funding source for the activities of the NISPB, and for the majority of the partners in the present portfolio. Expectations of cooperation between the Fund and the NISPB are unrealistic under the current framework of the Fund.

1.1.10. Embassy management of the Programme

The embassy team has managed the programme portfolio well, and the consultants have heard nothing but positive comments from partners about the flexible and dynamic administration.

Nonetheless, the NISPB does not have an overall programmatic or explicit strategy for its operations, apart from general guidelines, an action plan for the indigenous support and recommendations from former reviews. Similarly, the Programme is not operating systematically according to results based management procedures, including the use of a logical framework or other process planning and monitoring tools. Consequently, results monitoring is difficult on a programmatic level. In particular, the lack of a baseline study establishing a point zero for progress and results monitoring makes it difficult to track long-term results and impacts, including ability to track the institutional memory of project management and results over time. This could have been of interest and importance for the history of the indigenous movement in Brazil and Latin America, and for Brazilian history as such.

1.2. Main Recommendations

1.2.1. General recommendations on the Norwegian Indigenous Support Programme Brazil (NISPB)

- a. It is the general recommendation that the NISPB continues its rights-based support to the indigenous peoples of Brazil. The support may never have been more opportune than it is now, with indigenous peoples' rights in Brazil under increasing pressure from a variety of sectors, but also with a constitutional guarantee of indigenous rights. Consequently, it seems pertinent to continue the support in order to consolidate the gains of 30 years of support, which otherwise may be lost.
- b. The 30-year anniversary of the Programme may be a good opportunity for the Norwegian government to pledge their continuing support to the public, civil society, the indigenous peoples and the Brazilian authorities (e.g. FUNAI).

1.2.2. Recommendations on increasing the support to IPOs

It is recommended that

- a. the Programme, informed by the present study, elaborates a new strategy for gradually and consistently transferring support from the NGO category to the IPO category over time with clear benchmarks and a timeframe.
- b. a thorough study of the performance problems of the IPOs on all levels be carried out in order to identify, chart, analyse and classify the problems, the interrelatedness and the dynamics.
- c. based on the results of such a study, a strategy of how to help the organisations overcome some of the problems should be drawn up. A strategy for strengthening the IPOs, should not only focus at the local level, but also at the regional and national levels.

1.2.3. Recommendations on reinforcement of weak segments of the IPOs

It is recommended that priority be given to reinforcing the weaker segments of the IPOs, particularly at the regional level, and that a strategy is drafted on how this can be done, based on a thorough analysis of the causes of deficient performance and results.

1.2.4. Recommendations on the regional distribution of project support

It is recommended that

- a. the Programme gives high priority to supporting projects and organisations outside the Amazon region.
- b. the Guarani situation is given particular attention in the non-Amazonian regions, and that support to land demarcations and legalizations of territories is given precedence, and that a special budget line for support to the Guarani is established.

1.2.5. Recommendations on the gender aspect

It is recommended that

- a. the NISPB sets aside funds for supporting indigenous women's participation in the *Dialogues* process with FUNAI and the Special Secretary for Women's Policies.

- b. the Programme establishes closer contact with women in the indigenous partner organisations, with the aim of developing specific indicators for enhancing and monitoring the programme's social and community outreach.
- c. a gender network is established among interested partner organisations, pro-indigenous and indigenous alike, reinforcing the process of establishing indicators and strategies for specific support to indigenous women.

1.2.6. Recommendations on cultural exchange and cooperation

It is recommended that

- a. cultural events, exchange and cooperation is given higher priority in the future. The potential for cooperation and exchange on indigenous art, literature and cultural performances between Brazil and Norway is great, and the Sámi movement has already established contact with indigenous partners in Brazil via the Programme.
- b. the embassy looks into the possibilities of receiving support for such cultural activities through the existing budget line for cultural cooperation in the Ministry of Foreign Affairs in Norway.

1.2.7. Recommendations on the management of the Programme

It is recommended that

- a. the planning and management system is scrutinised, made explicit and specified in written guidelines.
- b. a system or database for recording and monitoring progress is established and maintained in the future.
- c. the embassy establishes a baseline for the Programme, and that the study necessary for achieving this is considered outsourced.
- d. a simple but effective results/output monitoring system, with relevant indicators and benchmarks is developed.

1.2.8. Recommendations on the future framework of the NISPB

It is recommended that

- a. the Norwegian Indigenous Support Programme in Brazil reorganize itself into a coherent and integrated programmatic approach, with an accompanying results framework and monitoring system.
- b. a new programme be structured along thematic project lines of support. These should correspond to relevant issues in the context of Brazilian indigenous rights and public policy.
- c. to consolidate the NISPB's strategic position at the Norwegian Embassy in Brasilia, and to further the impact of its project support, it is recommended that the Programme enter into a special cooperation agreement with FUNAI. The cooperation should only encompass selected project lines in which cooperation with FUNAI would create a synergetic effect.

1.2.9. Recommendation on the 30-year anniversary celebrations

- a. It is recommended that the 30-year anniversary of the Embassy-based Programme be used as an opportunity for making the NISPB visible both in Brazil and Norway, through a series of events highlighting the development of indigenous rights in Brazil and the Norwegian contribution over time. A special

anniversary programme, with events in both Norway and Brazil, is suggested. It is also suggested that such a programme should have a strong cultural profile.

b. To organize such bi-national events, it is proposed that an “Anniversary consortium” be established between the embassy, the Norwegian NGOs (RFN, NCA and FIAN) and, possibly, the Riddu Riddu festival in order to organize and implement these events in Norway. In Brazil, other partner organisations could also be involved.

2. Context analysis of the Programme

2.1. History and background of Norwegian support

The Indigenous Peoples' Support Programme in Brazil was originally part of a larger Norad-supported programme of support to indigenous and pro-indigenous organisations in Latin America called the "Norwegian Program for Indigenous Peoples" (Npip), established in 1983. The programme covered projects in five countries: Chile, Peru, Guatemala, Brazil and Paraguay. Its early development has its roots in the Alta Case 1980-81, an historical conflict over the damming of the Alta-Kautokeino Watercourse in the heartland of the Sámi people in northern Norway, and the most controversial hydroelectric power development in Norwegian history, which eventually led to important indigenous rights improvements for the Sámi in Norway.¹

In 1991, the Npip was transferred from Norad to an independent outside research institution initiated by the Norwegian Labour Movement, FAFO - the Institute for Applied Social Science (now Fafo Institute for Applied International Studies). In 1998, the contract with FAFO was up for renewal and a large and thorough evaluation of the entire Norwegian Program for Indigenous Peoples (Npip) was undertaken by the Canadian North-South Institute. The result was an extensive evaluation report (100 pp.) published by the Norwegian Ministry of Foreign Affairs (MFA 1998). Unfortunately, the present review team was not aware of its existence until reference were made to it during an interview a few days before departing from Brazil. It has therefore not been reviewed in this study, although it could have formed an interesting baseline for comparison.

After the 1998 evaluation, the contract with FAFO was not renewed (although a renewal was recommended in the evaluation report) and the Norwegian government decided to transfer the Programme back to Norad as of 01.01.2000. (Stortingsmelding nr 21 (1999-2000) Ch. 5.6.4 g "Urfolk") The following year Norad decided to close the Programme and rather divide it into country programmes and outsource responsibility for the continuing project activities to embassies and NGOs. The reasons for this decision are not known to the consultants. From 2002 on, the programme was handled by the Embassy. This study encompasses this last 10-year period.

With the break-up of the Npip and the outsourcing to country level, there was no longer an overall programme for indigenous peoples, nor a general strategic plan. We note that there was a lack of a national strategy for Norwegian international support to indigenous peoples. What we do have is a set of guidelines for Norwegian support to indigenous peoples produced by Norad in 2004 (*Retningslinjer for norsk innsats for å styrke arbeidet med urfolk i utviklingssamarbeidet. En rettighetsbasert tilnærming*). This was based on a follow-up report on IP support in international cooperation from 1999. The main normative basis for the guidelines is ILO Convention 169.

The Norwegian Embassy programme officer for the new NISPB in Brazil developed a specific action plan for the indigenous support programme in Brazil in 2005: *Arrangements and Action Plan for the Indigenous Support Programme in Brazil* (Bengtson 2005), including a precise analysis of the IPR situation in Brazil at that time. A short review of the programme was undertaken by Norad in 2008 (*Report from Norad's mission in Brazil regarding Indigenous Peoples' issues* by Turid J. Arnegaard, Norad and Kristian Bengtson, NISPB, March/April 2008).

¹ The Alta-Kautokeino hydroelectric project met fierce opposition from the Sámi and from broad sectors of Norwegian society. Although the dam was built (operational from 1987), the strong social mobilization the case engendered, placed a focus on the Sámi and indigenous rights in Norway and beyond, leading to important victories for the Sámi, such as the Sámi Act of 1987 and the establishment of the Sámi Parliament (Sámediggi) in Norway in 1989, amendments to the Norwegian constitution in 1988, and the adoption of the Finnmark Act in 2005.

2.2. Introduction to the mapping of programme portfolio

The mapping exercise is intended to give an overview of the organisations supported in the period 2002-2012 and a short assessment of the relevance and direction of project activities in relation to overall Norwegian strategies and policies for indigenous peoples and for Brazil. The data at hand for this study were the project application documents for the last three-year funding period, project reports from 2011 and old project descriptions from the start-up period. Despite the time span covered by this documentation, there is no objective way of reconstructing a baseline or a point zero on the basis of these documents alone. It would be possible to reconstruct the outset situational scenario of the programme context in retrospect, using a wide range of supplementary sources but this would require extra time and a study of its own. Such a reconstructed baseline study is not considered worth the effort. It is more relevant to look forward and establish a new baseline or point zero to inform a future monitoring system for the Programme. The monitoring issue will be discussed in more detail in the final chapters. The results of the mapping exercise have been plotted into a table matrix (an Excel spreadsheet) giving an overview of the project portfolio. (*Annex 2: Mapping matrix.*)

2.3. The Auto-evaluation survey

Given the limitations of the stated documentation at hand, the consultants - in cooperation with the embassy - designed a short auto-survey for all programme partners to complete, comprising the following questions:

1. What are the three (3) major outcomes/impacts of the projects supported by the IPP from 2002-2012 (or from the start date if later)?
2. To what extent has Norwegian support been decisive for the outcomes, and what other factors and agents may also have had an impact?
3. What do you consider are the three (3) major challenges facing the indigenous peoples of Brazil in the next five-year period (2014-2018)?

The auto-survey was received with enthusiasm by a majority of partner organisations, most of them returning their answers within the requested deadline. The only two organisations that did not respond were FOIRN, and APOINME - Articulação dos Povos e Organizações Indígenas do Nordeste, Minas Gerais e Espírito Santo.

The combination of project documentation, the auto-survey, the embassy project grading template and supplementary interviews with programme officers and partners made it possible to map the programme portfolio and identify some thematic tendencies in the portfolio corresponding to changes and developments in indigenous public policy in Brazil.

“The Norwegian programme began operating in a time of military dictatorship, characterized by no constitutional rights, genocide, no indigenous organisations and a complete lack of information. The historical development from that situation to what we have today 30 years later represents a giant leap forward”.

“The knowledge of indigenous peoples in the Brazilian state and in the national society at that time was ridiculous. They did not know where their lands were, who the peoples were, they did not know where they lived, the constitution only acknowledged some transitional rights, and no land rights either, apart from small plots allocated here and there. There was an aggressive and very painful process of colonization of these peoples, pushing highways through the Amazon, beginning a colonization that brought death and suffering to the indigenous peoples.”

Márcio Santilli, ISA, March 2013

2.4. Historical context

2.4.1. Stages of development

The historical profile of 30 years of struggle and support can be categorised within the following four analytical stages of “rediscovery” and resurrection of the indigenous peoples in Brazil:²

1. The incipient period - making the indigenous people visible and drawing attention.

The period started more than 40 years ago, during the military dictatorship (1964-1985), when young students and intellectuals began to raise their voices against the situation of the indigenous peoples in Brazil. FUNAI was founded in 1967 to replace the Indian Protection Service (SPI), which was closed after an internal report documented a terrible litany of persecution and exploitation on the part of SPI officials. The worst period of human rights abuses in Brazil was in the period of explosive economic growth - the so-called Brazilian Miracle³ in the beginning of the 1970s, under the presidency of General Emilio G. Médici. Large infrastructure projects such as the Trans-Amazonian Highway and the building of the Itaipu Dam were undertaken. The first initiatives to make the indigenous peoples visible in Brazil were implemented, letting the world know about the unfolding disaster in the country. This is when the Indigenous Peoples’ Programme (Npip) began its support to the incipient movement in Brazil.

2. Re-establishing democracy - and a national indigenous rights framework

After the retreat of the military government and the first democratic elections for decades, a new constitution was written from scratch by a Constituent Assembly elected in 1986. This was the chance for the “indigenistas” to influence the process of writing a new Brazilian constitution and the time to create new civil society pro-indigenous organisations. The challenge was to break the governing paradigm and discourse predicting that the Indians were disappearing and the few left were assimilated. The pro-indigenous activists and their associations succeeded in getting indigenous peoples’ rights inscribed in the new constitution of 1988. The constitution recognized that the indigenous peoples of Brazil were the aboriginal inhabitants of the country, and thus had exclusive rights to territories and indigenous ways of living. Many new pro-indigenous NGOs and indigenous organisations were founded during this period, working for pro-indigenous legislation and getting it implemented. The Programme supported these processes.

3. Land and territory - demarcation and legalization

² Thanks to Beto Ricardo and André Villas Boas from ISA for a long and interesting discussion on the periodization of the history of indigenous rights and struggles in Brazil.

³ See Shelton H. Davis: *Victims of the Miracle: Development and the Indians of Brazil*, pp.205, Cambridge University Press, 1977.

The next phase after reinserting the indigenous population into the Brazilian national narrative and creating legal guarantees for their rights, territories and continuous existence was to implement these rights, and particularly fight for the demarcation, legalization and ratification of the indigenous territories (Terras Indígenas) as guaranteed in the new constitution. The pro-indigenous organisations, in partnership with the many new indigenous organisations this territorial reconstruction gave rise to, made a momentous effort to carry this through and make it part of the mapping of the new Brazil. This is the period in which the current IP support programme, the NISPB, began operating from the Embassy, giving crucial institutional support to the new indigenous organisations and to the support NGOs with the technical, legal and academic skills necessary to keep the territorial demarcation and legalization process on track.

4. Territorial consolidation, management and defending the gains.

The fourth phase is where we are now. The challenges at the beginning of the period were to continue the demarcation and legalization processes and, along the way, to support the indigenous peoples and their organisations to develop ways of managing the new territories, protecting their environments and natural resources, creating new economies and incomes for the indigenous populations. On top of this, the whole complex of climate change, PES, REDD and other international initiatives to protect the forest and curb global warming calls for new responses from the indigenous peoples. From the issue of territorial consolidation, their needs have developed into a general quest for the construction of sustainable indigenous livelihoods in the new indigenous lands and territories. The legalized indigenous territories and lands in Brazil now cover 13 per cent of the national territory, and there are still many land claims pending. The census shows a fast-growing indigenous population, and they are back on the map and part of the national political agenda. This has obviously caused reactions from agri-business, mining interests, logging companies and the farmers' lobby, which are steadily increasing the pressure on Congress and in the media to roll back the indigenous rights process in Brazil, particularly weakening the rights to territories and autonomy. This is where the continuous support of the NISPB is crucial, as the risk of losing the territories and rights that have been gained, as well as the indigenous autonomy, is a big one if the gains are not defended and consolidated. The scenario sketched out here is clearly reflected in the answers to the questionnaire, and is summarised in the mapping matrix.

2.4.2. The present scenario

As can be seen in the column "Major challenges" of the mapping matrix, there is a general concern among all organisations, both indigenous and NGOs, at the increasing political pressure being exerted by different interest groups, including the Ruralist bench in the Congress, to roll back and weaken indigenous rights legislation in Brazil. It is an indisputable threat to the gains of the last 30 years of struggle for the indigenous peoples' rights, as well as a threat to the environment and democracy in general. To understand this situation and what the partner organisations supported by the Programme are facing, the legal context is relevant to consider.

The 1988 Brazilian Constitution is one of the few national legal instruments in the world that recognizes indigenous land rights based on self-determination. According to Article 231, "Indigenous Peoples must have their social organisation, customs, languages, creeds and traditions recognized, as well as their original rights to the lands they traditionally occupy."⁴ This traditional occupation is reinforced by indigenous governance systems and it is the responsibility of the Union (represented by the Executive power) to demarcate indigenous lands and to ensure that the right to self-determination is guaranteed through the same demarcation, and in other contexts outside the Indigenous Territory. In this sense, there is an innovative aspect, namely, that indigenous customary law has the force of law in Brazil as their natural rights precede and guide the constitutional right to land demarcation.

However, indigenous peoples' right to the use of the land, the usufruct, is granted only by the Union. Threats and disputes caused by such subtleties has made the application of indigenous rights increasingly difficult the recent years. Planned constitutional amendments or draft legislation specifying limits on indigenous peoples' use of the

⁴ For the full text of Articles 231 and 232 in the Constitution, access the English version at http://bd.camara.gov.br/bd/bitstream/handle/bdcamara/1344/constituicao_ingles_3ed.pdf.

natural resources, citing the need for economic development, illustrate the current legal threats and difficulties impinging on indigenous rights. As stated by the partners, the major challenges are:

a. Draft Constitutional Amendment No. 215 (PEC 215/2000): Argues that approval of indigenous land demarcation as well as the power to ratify the demarcations already underway must lie with the National Congress (Senate and House of Representatives) and not solely with the Executive (exercised by the President of the Federative Republic). The approval of PEC 215 (as well as PEC 038/99) is pending in the Senate and its approval would endanger indigenous territories that are already demarcated but not legalized (“homologated”), and possibly prevent any possible future land demarcations. The risk is great since Congress is mostly composed of representatives of economic sectors that are powerful sponsors of the current development model and therefore against more ITs in Brazil.

b. Legislation Mining Bill 1610/1996: The parliamentarian-mining lobby also aims to approve this bill, which deals with mining on indigenous lands. PL 1610/1996 would create the conditions for an uncontrolled large-scale mining rush on indigenous territories. It would increase the pressure on indigenous peoples living in voluntary isolation or those that still have little contact, and would leave their fate to the principles of national security. It would also reject or limit any rights to consultation and the principles of Free, Prior and Informed Consent, as stipulated in the Constitution, ILO Convention 169 and the UNDRIP.

c. Office of the Solicitor-General of the Union Ordinance 303 (Portaria 303 Advocacia Geral da União): This regulation aims to “normalize” the direct and indirect actions of the judicial bodies of the Federal Public Administration regarding institutional safeguards related to indigenous lands. Given the interests of landowners and agribusiness, the Ordinance actually seeks to extend conditions that have been decided by the Federal Supreme Tribunal (STF) in the Lawsuit Raposa Serra do Sol (Petition 3,888-Roraima/STF) to all indigenous territories. The government has drafted the Ordinance even though the Federal Supreme Tribunal decision on the declared Raposa Serra do Sol embargos has not yet become final, and these constraints may change or even be removed by the Supreme Court. Ordinance 303 affirms that indigenous lands can be occupied by military units, stations and other military interventions, road networks, hydroelectric dams and mining for strategic purposes, without consulting the indigenous communities or FUNAI. (For a detailed review of the legal aspects of these cases, see Annex 7: Indigenous Rights at the Edge and Annex 8: Human Rights Complaint Document submitted to the United Nations OHCHR by APIB.)

2.5. Analysis of portfolio and projects

2.5.1. From land rights to territorial management

During the 12 years of operation of the present Programme, from 2001-2013, the attention and focus has gradually moved from the third stage - concentrating on issues of implementing land rights, demarcation of territories and legalization and ratification (“homologation”) - as described above, to gradually focusing on territorial management, environmental sustainability, indigenous livelihoods and generally supporting the indigenous population to cope with the reality of constructing a life in a circumscribed and reserved area, with a number of restrictions and new conditions. Not only do the indigenous people have to cope with the numerous challenges of a collective lifestyle under these constrained conditions. They have also had and still have to defend their territories and, in many cases also fight for pending territorial legalizations and extensions.

Constant invasions and infringements on the part of extractive interests form a latent stress factor and cause numerous problems and internal conflicts. In such a situation, it is more important than ever to have strong indigenous organisations with the capacity to confront these situations and who have the trust and support of their people. This scenario also raises the question of how to construct a sustainable and viable economy within a confined indigenous territory.

The pro-indigenous support NGOs (“indigenist” organisations) must be able to offer “technical” skills that match this new situation. There is a gradual move from social science skills and associated discourses to an increasing focus on the natural sciences. However, the natural science skills in focus have a more integrated and holistic

approach than conventional environmentalism used to follow. This move is reflected in the term “socioambiental” - socio-environmental - invented by ISA for their name when they were founded.

Just as a “map is not the territory”, an historical analysis is not the social reality but an abstraction of complex socio-political dynamics that may have different empirical manifestations in different regions at different times. The purpose of the analytical categories is to see and understand some historical tendencies. When comparing the historical outline presented in the present scenarios in different regions, some anachronistic traits stand out. The situation of indigenous land rights outside the Amazon region in the semi-humid south, in parts of the Atlantic forest, the Cerrado and Pampas, and in the north-east, is still at a stage of development that is comparable to the initial part of the third stage, where recognition, demarcation and legalization of indigenous land and territories were the focus of the indigenous organisations and the pro-indigenous support NGOs. The challenge is thus to catch up this historical delay, which is much more difficult now than it was 10 or 15 years ago, as the political tides have changed and IPOs are struggling against the currents of anti-indigenous rights discourses.

2.5.2. Climate change and forest protection

The trend towards weighting natural science skills has been further accentuated by the entire climate change paradigm and its international and global ramifications. Indigenous peoples’ rights are a core dilemma in programs such as REDD+ and others within the international discourse on the protection of tropical forests when curbing CO₂ emissions. In the project portfolio, only one of the organisations supported has played a focused and proactive role in building capacity and supporting IPs’ political representation in national and international fora dealing with REDD+ and other similar measures to curb deforestation, and hence GHG emissions. This is the research institution, IPAM, which is an advanced academic unit specializing in applied participatory research on climate change measures and forest ecosystems management. Some of the NGOs and IPOs supported have recently entered the sphere of REDD+ discussions, CBD policies and Koyoto protocol spin-offs such as the Nagoya Protocol’s “Access and Benefit Sharing” (ABS.)⁵ Organisations such as INBRAPI participated actively in the CBD COP11 conference in Hyderabad, October 2012. As the indigenous peoples of Brazil control quite large areas of the tropical forest habitats, both climate change policies and biodiversity protection are issues in which IPs are playing a central role as implementing agents of these policies. With regard to REDD+ and the UNFCCC, Brazil has still not approved and presented a national strategy for implementing REDD+, which has made it difficult to establish concrete climate change and forest protection projects within TIs; however, the strategy is in the pipeline. Likewise expectations of Payment for Ecosystems Services are increasing among IPOs. Although it is only recently that IPOs have taken an active role in these fields, and these issues are still weak in the indigenous movement in Brazil, they are definitely fast rising issues that will take up much more space in future IPO activities in Brazil. The NISPB support has contributed to this emerging start-up and a growing involvement of IPOs and NGOs in climate change and forest protection is to be expected.

2.5.3. Strengthening IPOs participatory capacity

In processes of territorial management, forest protection and climate change policies, it is important that fragile and young indigenous organisations are not being over-run by resourceful and well-organized support NGOs, staffed with well-educated middle class specialists. All pro-indigenous support organisations interviewed were aware of the dilemma, and are trying to tackle it. However, many of the indigenous organisations are weak, with limited capacity, and dependent on support from the Programme. The indigenous movement in Brazil urgently needs reinforcing, not only at the local level but also at the regional and national level. The urgency is accentuated by the increasing anti-indigenous rhetoric in Congress and beyond, orchestrated by strong corporate interest groups as sketched in the threats scenario. This not only refers to their institutional and administrative capacity but also to their capacity to deal with complicated technical issues, such as climate change policies and CO₂ certification, to dialogue and negotiate with actors with conflicting interests, and to participate in the international network of IPOs and indigenous caucuses.

⁵ *The Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization to the Convention on Biological Diversity.*

2.5.4. Programme portfolio's development

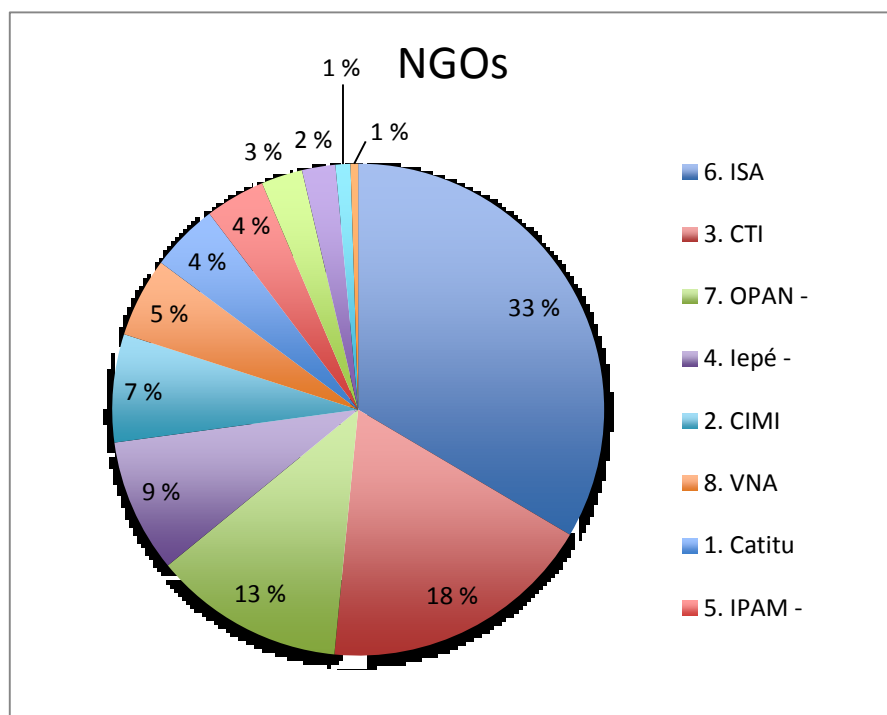
Even if the Programme recognizes that the support NGOs are important technical and political actors in the struggle to implement indigenous rights in Brazil, one of the Programme's priorities has been the gradual and cautious transfer of support from the pro-indigenous NGOs ("Indigenist") to the indigenous peoples' organisations (IPOs). In the mapping matrix, we have therefore listed the NGOs and the IPOs separately. If we look at the total number of organisations of each type supported over the period 2001-2014, they are almost equally distributed 50/50, with 12 NGOs and 14 IPOs receiving support.⁶ If we look at the amounts spent (NOK) in the two categories, however, there is a marked difference, with 114 million allocated to NGOs and 62 million to IPOs from 2001-2014, meaning that the support NGOs received 65 per cent of the funding, while the indigenous peoples' organisations received 35 per cent. If we look at the distribution between the organisations in each category, the breakdown is more unequal. One NGO alone receives 33 per cent and two organisations receive 51 per cent of the budget. When it comes to the IPOs, it is more evenly distributed and graded, from the top 19 per cent and downwards. See Chart 1:

⁶ One of the IPOs received only 50,000 in support for a specific activity; however, this still counts as support to an IPO. Also, in the case of the CTI, around half of their support from 2008 and onwards has been earmarked for supporting the Guarani organisation Commission Guarani Yvy Rupa - CGY, through CTI. However, as it is still administered by CTI, it has been registered as NGO support.

Chart 1: Distribution of support funding 2001-2014

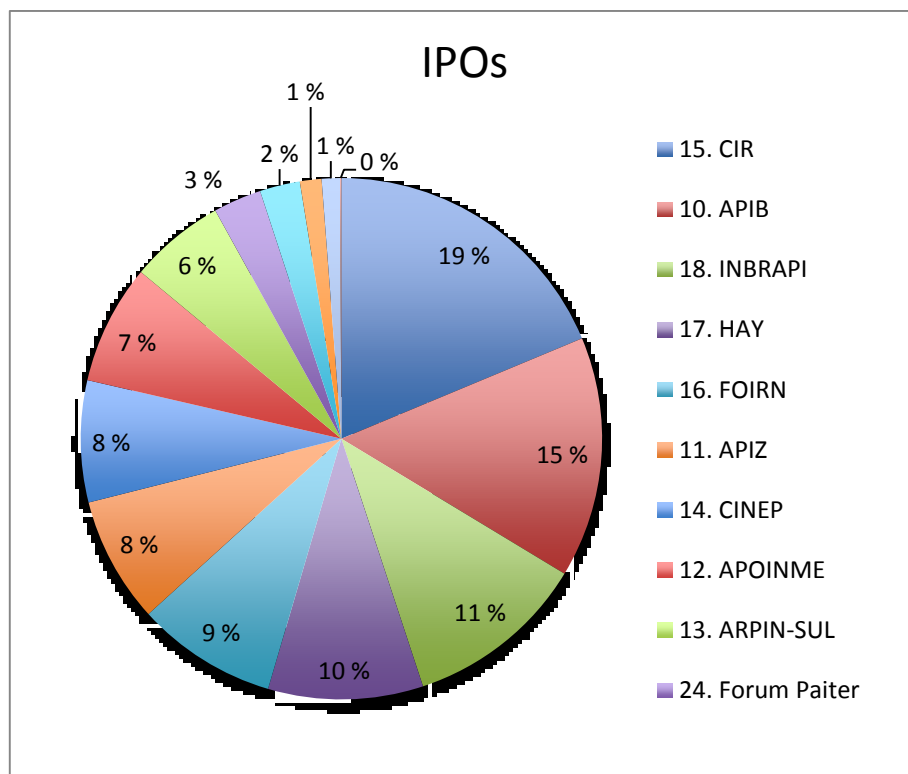
Pro-Indigenous Organisations

No.	Name	Amount
1	6. ISA	38,203,940
2	3. CTI	20,590,000
3	7. OPAN -	14,300,000
4	4. Iepé -	10,015,000
5	2. CIMI	8,100,000
6	8. VNA	5,968,260
7	1. Catitu	5,100,000
8	5. IPAM -	4,500,000
9	21. CI-Brazil	3,100,000
10	23. FDDI	2,500,000
11	25. PACA	1,122,000
12	20. CCPY	567,000
	Total NOK	114,066,200



Indigenous Organisations

No	Name	Amount
1	15. CIR	11,588,437
2	10. APIB	9,257,135
3	18. INBRAPI	6,980,000
4	17. HAY	5,950,000
5	16. FOIRN	5,400,000
6	11. APIZ	4,835,340
7	14. CINEP	4,672,192
8	12. APOINME	4,600,000
9	13. ARPIN-SUL	3,670,000
10	24. Forum Paiter	1,850,000
11	22. COIAB	1,545,000
12	27. Uni-Tefé	830,000
13	19. AMARN	700,600
14	26. As.Pandarej	50,000
	Total NOK	61,928,704



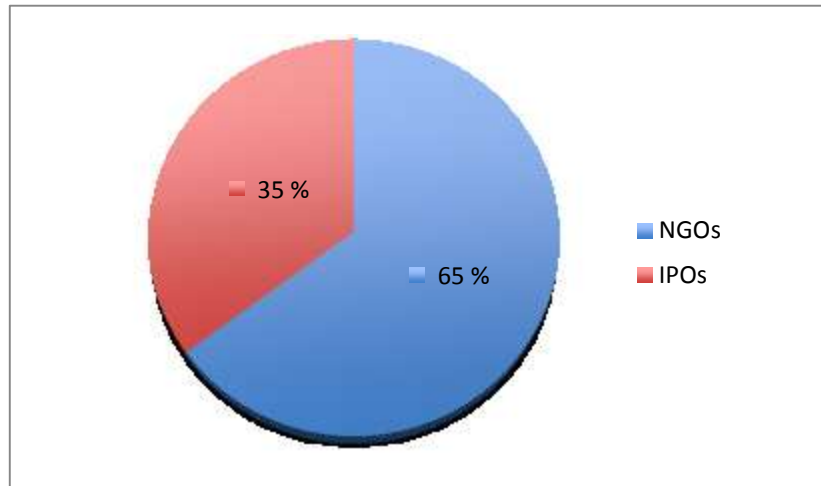
Numbering refers to numbers in the Mapping matrix Annex 2.

To capture the trends in the total distribution of support between NGOs and IPOs, the entire period 2001-2014 is compared with what has been allocated in 2012-2015. The comparison indicates a 5 per cent shift in favour of NGOs:

Chart 2: Distribution of total support NGOs vs. IPOs

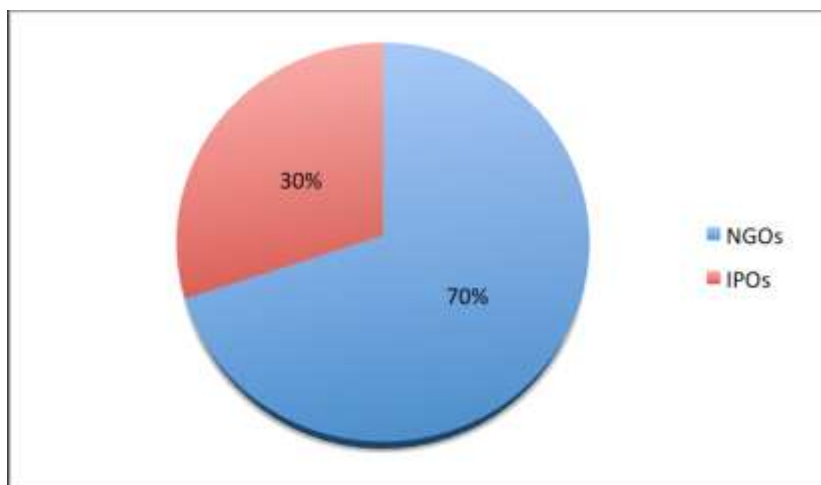
2001-2014

Type of Org.	Total funding NOK
NGOs	114,066,200
IPOs	61,928,704



2012-2015*

Type of Org	Total funding NOK
NGOs	50,600,000
IPOs	21,780,000



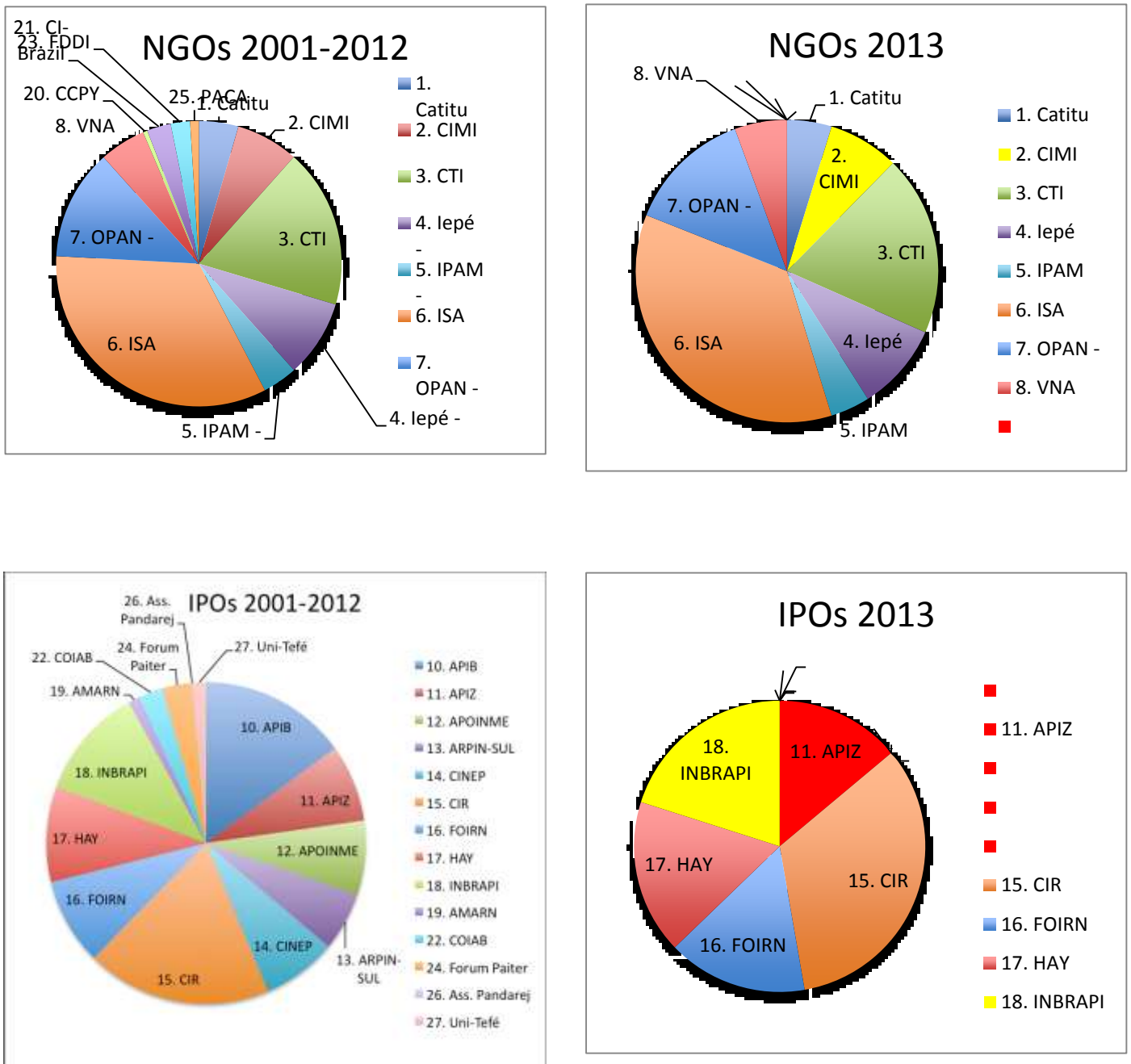
* Note:

2011-2013:

- 3. CTI
- 16. FOIRN
- 17. HAY
- 18. INBRAPI

The figures for these organisations cover the period 2011-2013 as no information was available on the funds allocated for 2014-2015. The actual amount for the period 2012-2015 for these organisations might thus be slightly higher, following the general trend of increased support size. However, it is not felt that this alters the general tendency expressed in the chart.

Chart 3: Number of NGOs and IPOs supported 2001-2012 vs. 2013



The tendency towards decrease funding (relatively) going to IPOs, even though it is not a large per centage, is surprising given that the NISPB has prioritized a gradual transfer of funding from NGOs to IPOs. The 5 per cent shift from IPOs to NGOs stands in contrast to this objective.

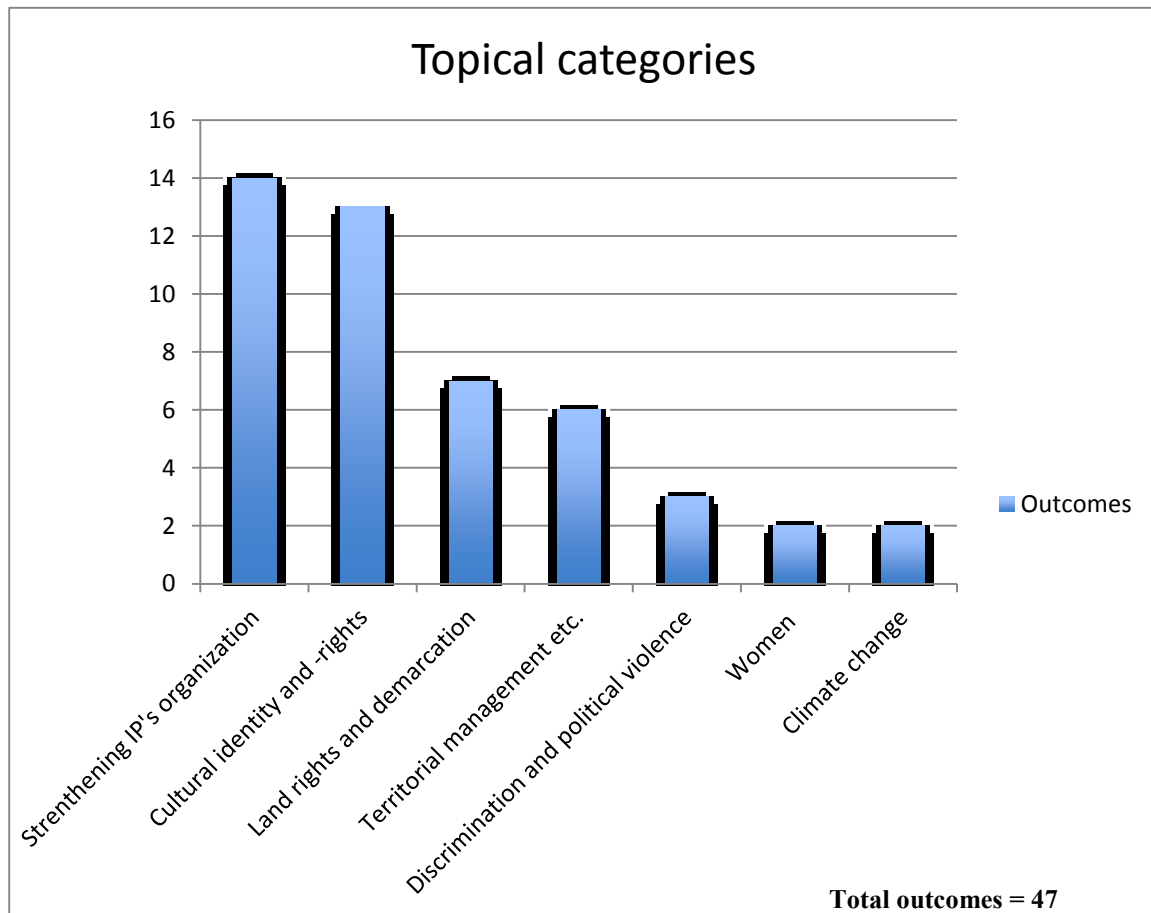
To qualify this tendency, the number of organisations in each category supported over the period 2001-2012 is compared with the number of organisations supported in each category in 2013. The result was even more pronounced in favour of NGOs. Of the 12 pro-indigenous NGOs supported during 2001-2012, eight were still being supported in 2013, with only one flagged as being under observation. With regard to IPOs, of the 14 organisations supported during 2001-2012, only five were still being supported in 2013. Of these, one is under observation and one is to be discontinued from 2014, leaving the programme with only four or maybe three IPOs from 2013 on. (See Chart 3)

Even with a well-founded selection of project partners, the *de facto* result runs counter to the decision to y move from NGOs to IPOs.

2.5.5. Composition and thematic distribution of support

The decision to reduce the total number of organisations supported follows a recommendation in the 2008 Strategic Review. This review stated that there were too many projects in the portfolio for one single programme officer to manage, and suggested that either human resources should be expanded or smaller projects phased out. The latter recommendation was followed, and it seems reasonable to concentrate on fewer and larger projects. This has not affected the composition of the portfolio, which covers a wide range of relevant issues, well in line with priorities of the Arrangements and Action Plan (2005), Norwegian policies for indigenous peoples, ILO Convention 169 and the UNDRIP. Only one major theme in the portfolio, Health, has generally been given low priority. This can be explained by the institutional development of the Brazilian public health service system for indigenous peoples. This is an issue we will not discuss further here merely noting the trend among NGOs to opt out of health projects due to supposed government funding of indigenous health services and a certain reluctance on the part of government health institutions to involve civil society organisations in their work. One exception is OPAN (supported by the Programme), which has been active in strengthening indigenous leadership in the DSEIs (Special Indigenous Health Districts) in Mato Grosso.

The auto-survey and interviews, including with e q FUNAI's director, have all made it clear that the Programme's institutional support has made it possible for the indigenous organisations in particular to participate in the processes of developing and consolidating Brazilian public policies on indigenous rights in a number of important democratic contexts such as the PNGATI, the CNPI, CGMT/FUNAI, the SESAI/PNASI and the Truth Commission, as well as in international IPR contexts. In order to systematize the outcomes of project commitments over such a wide range of issues and themes, the major outcomes were categorized according to five topical categories summarizing the PANTHER indicators + two extra categories were added to depict the hitherto low interest in "gender and women" and "climate change" related projects . The result of this exercise is expressed in the following graphic presentation (Chart 4).

Chart 4: Thematic distribution of outcomes**Note on the categorization:**

The outcomes categorized are based on the auto-survey, in which each organisation's three most important outcomes from 2002-2012 were listed (3.4 and *Annex 5*). In the case of the two organisations that did not answer the auto-survey, the project documentation was used to identify major outcomes. The topical categories include the five topical categories (4 + 1) summarizing the PANTHER indicators, as discussed in Annex 1. The fifth and additional issue is "strengthening indigenous organisations" and their national and international network and capacity to participate in national policy processes and international events involving indigenous peoples' representation. This does not refer to enhancing the institutional management capacity of the organisations as such but to their capacity to participate in public policy processes and to organize the ever-changing indigenous movement of Brazil at regional, national and international levels. In the outcomes classification process, we had outcomes related to legal rights and public policy. These are summarised under the category "Discrimination and violence". Two other categories have additionally been added, Women's participation and organisation, and Climate change. "Women and gender" was given special attention in the study, for which reason it is important to identify related outcomes, and "climate change", as explained in 3.6.2 because of the growing interest in and importance of REDD+ and ABS initiatives. All the outcomes listed may be apparent on any level of intervention, stretching from the local project to the national level of public policy, and international human and indigenous rights policy. The identified outcomes are summarised as the main outcomes resulting from a 10-year period, and are by no means exhaustive, and a number of specific project results with a wider coverage are also present in the portfolio, although they are not considered as major outputs in the auto-survey.

The summarised distribution of outcomes in Chart 4 shows a reasonable thematic spread. It is noteworthy that general efforts to strengthen the indigenous organisations and their capacity to organize and create IPO networks, thus strengthening indigenous participation in national policy development, have a high priority, and this is in line with the Action Plan and other strategic policy guidelines mentioned above. At the other end of the continuum, we can see that only a few partners have prioritized women's issues and gender. No partner has a well-defined gender strategy, which is not the same as a focus on women's rights. However, several have specific components focusing on women's political spaces, although only two outcomes within this category have been listed in the auto-survey. When it comes to climate change, environmental policies and biodiversity, only two explicit outcomes are listed in the auto-survey. This does not mean that these themes are not considered relevant for the organisations but that most of the activities covering these aspects are attached to Territorial Management projects for specific TIs, and participation in higher level policy development has hitherto had a lower priority. Our case studies and interviews do however document the fact that participation in national and international policy development, such as REDD+, is on the rise.

2.5.6. Geographical concentration

It has not been possible to make a statistical and graphic representation of the geographical distribution of activities. Several partner organisations operate in various regions and geographical biomes in Brazil, and as these activities are targeted through the institution's support, it would require a very thorough and detailed mapping process of each partner organisation to produce such statistical data. However, from an overall viewpoint, the Programme has a wide geographical spread, and covers almost all regions of Brazil, as given in the mapping matrix (*Annex 5*). One of the NISPB's priorities has been to increase the support to indigenous organisations and NGO partners outside the Amazon. If the Amazon region is understood as the *Amazônia Legal* then the Programme has supported several organisations and partners operating outside the Amazonian habitat, both in the south and in the northeast, although the majority of projects have been inside the Amazon region. It is, however, a geographical area with great variation. In the parts of Mato Grosso defined as being inside the Amazon biome, for example, large swathes have been transformed into agricultural lands with no resemblance to Amazon rainforest. The natural habitats still present there are closer to the Cerrado type of vegetation than the Amazon rainforest, and must be regarded as a transitional area between the two biomes. This applies to the areas of activities of both OPAN and APIZ, to name but two. Another example could be CIR and their TI Raposa Serra do Sol in the State of Roraima, also regarded as part of the Greater Amazon biome but which is a relatively dry area, heavily deforested, and surrounded by large-scale agriculture such as rice growing. The geographical variability is therefore high and the portfolio has covered this well and also stretches beyond the *Amazônia Legal* or Greater Amazon, supporting partners with activities in the Atlantic Forest habitat and in the Cerrado.

The discussion on the historical development and the current anachronistic situation outside the Amazon, particularly in relation to the Guarani land situation, has also been a focus for the NISPB. Through its support to NGOs such as CTI and CIMI, the Programme has supported the struggle for Guarani land rights and other IP rights, and also through its support to regional indigenous organisations outside the Amazon. Strengthening regional IPOs has been another Programme priority. However, when looking at the future composition, the reduction in the total number of IPOs supported will affect this geographical distribution, as no regional IPO operating outside the Greater Amazon will be supported from 2014 - as things stand. Even so, the regional and geographical distribution is widespread. The only indigenous populations that are not receiving support through the Programme are small isolated groups, mostly present in heavily forested Amazon border regions close to Bolivia and Peru in the states of Rondônia, Acre and Amazonas. It seems reasonable to limit the number of partners supported, and to give higher priority to regions outside the Amazon, albeit not at the expense of regional IPOs.

3. Case Studies

The following four case studies have been selected from the total project portfolio of 18 projects:

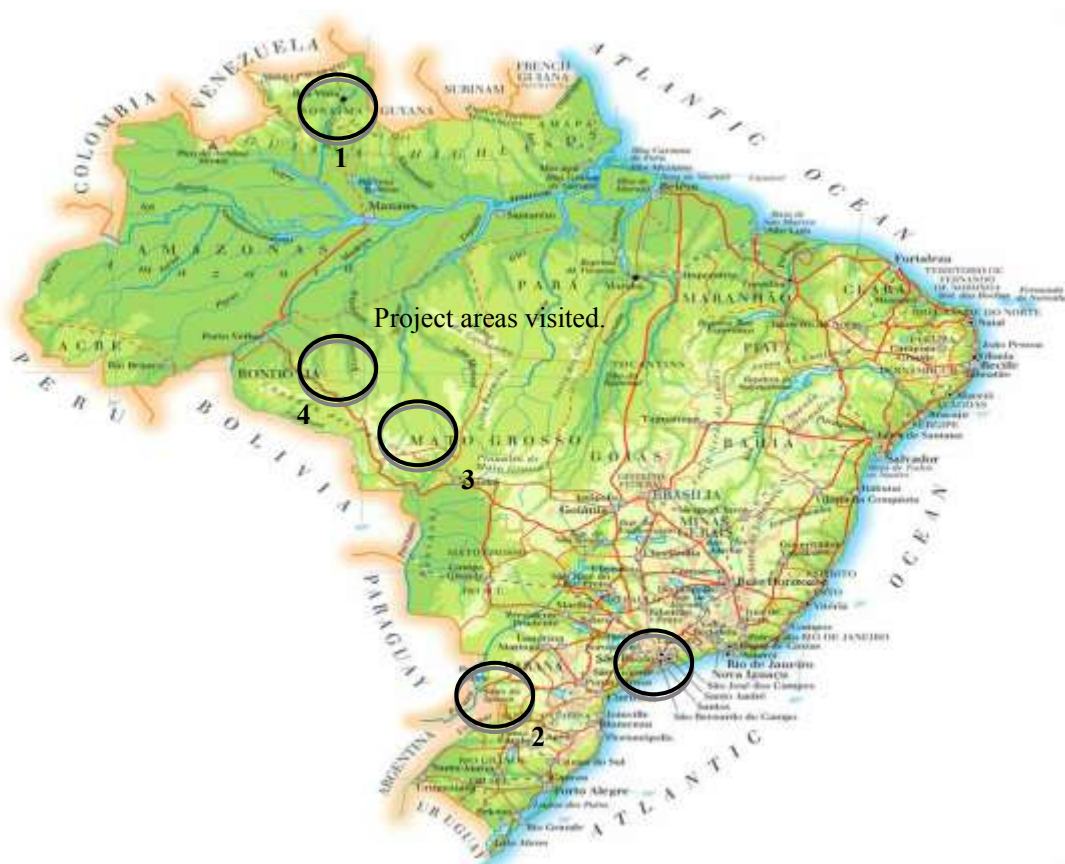
Case 1: TI Raposa Serra do Sol and Conselho Indigena de Roraima (CIR), in the State of Roraima (IPO). Part of the Amazônia Legal

Case 2: The Guarani Nhandeva and Mbya, in the States of São Paulo and Paraná, and CTI and Comissão Yvy Rupa organisations. (NGO & IPO) Outside the Amazônia Legal

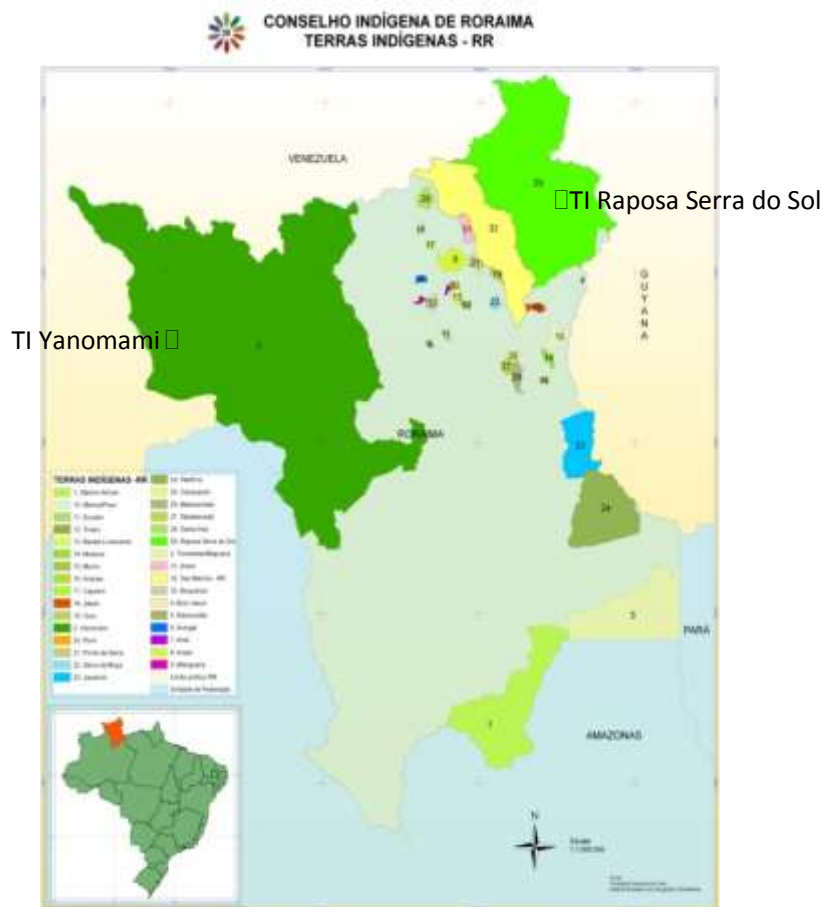
Case 3: OPAN (*Operação Amazônia Nativa*) and the challenges of territorial management in enhancing the indigenous territorial rights of the TI Myky and TI Manoki in the Cerrado, State of Mato Grosso. (NGO). Part of the Amazônia Legal, but mainly deforested agricultural landscape.

Case 4: APIZ (*Associação do Povo Indigena Zoró*) and the frontier of cattle ranching and logging at the TI Zoró in Northwest Mato Grosso and the state of Rondônia. (IPO) Transitional area between the Cerrado and the Amazon.

Map 1: Areas of case studies



Raposa Serra do Sol, Conselho Indígena de Roraima (CIR)



3.1.1. History and Context

The history of the identification and demarcation of the TI Raposa Serra do Sol (RSS) goes hand in hand with the history of the Indigenous Council of Roraima (CIR). The TI Raposa Serra do Sol was chosen as a case study because the relationship between the TI and CIR is emblematic with regard to human rights violations and the indigenous struggle for justice in the Brazilian context. However, CIR represents more than the indigenous peoples inside Raposa Serra do Sol. It is a regional organisation representing indigenous peoples and organisations in the whole State of Roraima, including the Yanomami and Yek'wana organisation *Hutukara*, also a partner of the NISPB. Our focus here, however, is on CIR's institutional arrangements and strengthening in relation to the situation in Raposa Serra do Sol which, although demarcated, has not had its territorial integrity completely secured due to several Supreme Court provisos from 2009. Nonetheless, CIR now faces the challenge of moving on from the demarcation struggle and establishing the basis for consolidating the territory and its sustainable use under different terms, in order to guarantee indigenous autonomy in the region.

CIR was formally created in August 1990 but, since the 1970s, indigenous leaders (*Tuxauas*) had been discussing its conformation in assemblies inside Raposa Serra do Sol. The idea when forming the council was to bring together indigenous peoples from different territories in Roraima in order to produce a centralized political position on strategies aimed at occupying and guaranteeing the land in a highly discriminatory environment, aggravated by poor land regularization for small producers and settlers. In

addition to this, there is a high concentration of land in the hands of big farmers and companies that occupy plots they were assigned in the past via government colonization programmes. These expanding agribusiness activities, as in the case of rice production and, increasingly, sugar cane for ethanol production, put constant pressure on the indigenous territory and peoples.

With the homologation⁷ of the continuous demarcation of the Raposa Serra do Sol (RSS) Indigenous Territory, it became the largest continuous territory on a Brazilian border, with different ethnic groups, totalling 1,743,089 hectares. In RSS, there are Macuxi, Wapichana, Ingariko, Taurepang and Patamona people, who make up a population of some 20,000 persons. Currently, CIR is divided into eight ethno-regions and it has 33 Indigenous Territories under its jurisdiction.

At the national level, the political scenario stabilized after the homologation, even in the face of the military's discourse about threats to national sovereignty due to RSS's location on two national borders. However, there was an escalation in political violence at the local level, as many of the expelled landowners did not accept the decision and continued to harass, persecute and threaten the indigenous people. In addition to this, many indigenous persons involved in the political struggle were criminalized and ended up having poor access to justice. Fortunately, with the institutionalization of CIR, its legal department is now capable of dealing with the problem of a criminalization of its leaders and activists. On top of this, the legal department also monitors changes in legislation related to mining and the threats represented by the impact of national infrastructure projects such as roads and Small Hydroelectric Plants (Pequenas Centrais Hidreletricas - PCH). This work has been fundamental in making CIR an independent organisation, capable of entering into partnerships with social agents that have helped its construction, such as the Consolatta Catholic Mission and the Diocese of Roraima (local representation of the Vatican and bishops of Brazil).

3.1.2. Situation and Findings

a. Education, territory and sustainable management

One of the key players in the construction of a representative indigenous organisation, identity building and educating a new generation of young indigenous leaders and community agents is the Centro Indígena de Formação e Cultura Raposa Serra do Sol (CIFCRSS), the Indigenous Polytechnic Educational Centre, located in the community of Surumu, inside the territory. The centre is owned by CIR, and runs a community-based pedagogical project which played an important role during the land struggle, as the locus where technical, legal and strategic resources were articulated during the land claim and demarcation process. Its strategic role in the land demarcation process and focus on sustainable production and development at the community level frustrated non-indigenous landowners, who lost their cheap labour and land grabbing potential. This resulted in a violent assault against the centre in 2005, during which students were taken hostage and suffered aggression from armed men hired by a specific rice farmer of the region. During the assault, several of the buildings and educational facilities were destroyed and set on fire. The assailants are known and charges have been filed; however, the case is still pending in the federal court in Brazilia, and no one has been indicted, prosecuted, or sentenced as yet. The centre educates indigenous youth from all over Roraima in the areas of *Environmental Management and Community Cattle Rearing*, combining local and traditional knowledge with modern sustainable techniques for the indigenous peoples living in the Roraima Savannahs. As the area of the Indigenous Territories corresponds to more than 46 per cent of the State of Roraima (10,344,320 ha approximately), CIFCRSS's role is particularly relevant in terms of filling the gaps left by the inefficient implementation of national agrarian policies in homologated Indigenous Territories.

⁷ Homologation is the legal term that means the last stage in the legalization of any juridical process. In the case of indigenous land, it means that all processes such as identification and demarcation have been sanctioned by the Presidency and that the President has publicly recognized the demand for the Indigenous Territory as patrimony of the Union. A notary then homologates the official document and the record of it becomes the proof *entitled* by the Presidential power and *engendered* by indigenous recognized natural right. The homologation was sanctioned in 2005, with a Supreme Court decision to maintain it in 2009. With the 2009 decision, rice growers and non-indigenous peoples were forced to withdraw from the territory.

The experiences of the Educational Centre now form part of the Ministry of Agrarian Development's portfolio.

b. Women and environmental management

CIR has also put effort into mobilizing and involving indigenous women in the planning and preparation of Territorial and Environmental Plans for the communities. A number of workshops have been held in CIR's Regional Centres targeting women in management planning. The Maturuca Centre inside the RSS was one of the places where these workshops were held, and where women focused on the challenge of thinking about climate and environmental change from their point of view and cultural context. The result was an Environmental Climate Change Calendar as envisaged by women. The methodology for constructing this was to develop indicators and approaches for women by women, and the Calendar is something that programme officers can use when developing a specific gender framework for the NISPB.

c. Political Violence and Institutional Discrimination

The small indigenous communities of Willimon and Lage are located next to Uiramuta municipality, created in the late 1990s on the outskirts of the TI. This neighbourhood has caused the indigenous communities all sorts of problems, especially when it comes to the impacts of urbanization and changes in social service benefits. The latter relates to the fact that it is the municipality that is in charge of public budgets related to health and education, putting control of the budget in the hands of non-indigenous farmers who were excluded from the indigenous territory when it was legalized. The municipality was created in the time between the identification and homologation of the indigenous territory, thus acquiring a favourable position in terms of its administrative control of public institutions and administration of the region. The educational and health budgets have thus become political tools in the hands of those opposed to indigenous autonomy.

Due to their location very close to the Guyana border, another problem for the indigenous communities of Lage and Willimon is the intense militarization of the area, with military settlements and outposts interfering with community autonomy under the pretext of protecting national sovereignty. Community representatives have complained that the troops are not in the least bit sensitive to indigenous ways of living, constantly criminalizing the locals as being disruptive to border security, while at the same time doing very little to control the trafficking of drugs from Guyana. It was emphasized that the outposts have a negative impact on young indigenous women, who often end up having relationships with the soldiers, resulting in undesired pregnancies and prostitution.

d. Organisational capacity: facing infrastructure and extractivism

A new problem facing CIR are the plans to build smaller hydroelectric plants (PCH) inside the RSS. The first project has already been planned on the Cotingo River, affecting the community of Tamandua. If the project goes ahead, many of the plots used by the community to grow food will be flooded. The community is organizing to put pressure on the government of Roraima, which is in favour of the project – to ensure that the right to a consultation process as guaranteed in ILO 169 will be respected. The productive lands close to the rivers are important to the peoples of the Serras Region, and unoccupied land, although part of their demarcated and legally guaranteed territory, is still an object of development projects, such as hydroelectric dams, and of illegal occupation. The strategy of the CIR and the indigenous dwellers in the case of Tamandua is to promote the resettlement of indigenous families that have moved away due to lack of opportunities, and support projects of so-called “green occupation”, preparing new areas for growing food in order to guarantee the right to traditional occupation and prevent the small dam from being built.

CIR is going to face another great challenge in the coming years: the possibility of legal mining in the Indigenous Territories. It has always been a problem in the State of Roraima and it has been no different in Raposa Serra do Sol, especially in communities on the borders. The situation of the Yanomami territory has always been the worst but the number of requests for surveying and extracting metals in the region is escalating, now reaching more than 200. The follow-up and advocacy on Draft Legislative Bill 1610/1996 on approving and regulating mining in the TIs is becoming fundamental. However, CIR has a strong position, which is to discuss the issue under the legal auspices of the still not voted PL 258 on the new Indian Statute which will, among other things, regulate economic relations between indigenous peoples and the wider society.

3.1.3. Lessons learned

a. Education as a catalyst of rights-based development

The case of the Indigenous Educational Centre in the TI Raposa Serra do Sol shows the crucial importance of education, not only as general process of social training but, in this case, as an important catalyst of indigenous organisation and rights-based development. Not only through its curricula development but also due to the physical existence of a training centre and infrastructure, allowing indigenous youth spread far and wide to gather and support each other in identity building and in acknowledging their legally guaranteed rights as indigenous peoples. The NISPB has supported the CIFCRSS and the land demarcation process since 2003, through the institutional support to CIR, and is a conspicuous example of what support to rights-based development means. The CIR leadership clearly highlighted the crucial importance of continued Norwegian support in this long process of securing indigenous land rights and territorial demarcation and following up the establishment of sustainable livelihoods in the new indigenous territories.

b. Institutional support to strengthening organisational and legal capacity

Infrastructure development, in the case of the hydroelectric plants, and extractive ventures in the case of the threats from mining interests, are now also complex problems that CIR is capable of dealing with, not least because of its well-developed legal department but also because of a general organisational structure that favours functional decision-making and mobilization among the various member indigenous organisations scattered throughout the State of Roraima. The institutional support from the Norwegian Embassy's programme has been paramount in this, representing 48 per cent of CIR's external funding in 2012. CIR stressed that, with the support and training workshops provided by the Programme, they are learning to manage the institution according to a Logical Framework Analysis and strategic planning tools, helping them to scale up and find complementary sponsors, as in the partnership initiated in 2007 with CAFOD (Catholic aid agency for England and Wales).

3.2. Commission Guarani Yvy Rupa & the CTI: Struggling for land and recognition

3.2.1. History and Context

The Guarani are said to be the first group that was contacted in Brazil at the time of the European conquest. A look at their history gives some understanding of how land is still an evident problem in Brazil. The current situation of indigenous groups in the south and southeast of the country is a result of colonial land policies that converted latifundia into settlements for small and medium-sized producers. This transformation turned communal land into private property and fences were erected that hindered the Guarani's migratory way of living. With the 1988 Constitution, the limitations became legally clearer: the rights of indigenous peoples to traditionally occupied land were recognized but the Indigenous Territory was a limited space and had to be demarcated. For the Guarani, demarcation and group identification has always been a problem in modern times, due to the high population density in southern Brazil, non-indigenous settlement projects and encroachment by pioneer agribusiness industry. Another determining factor of Guarani displacement and expropriation in the case study area was the advent of one of the world's largest hydroelectric infrastructural projects, the construction of the Itaipú Hydroelectric Dam in the region of Guaíra, Western Paraná, on the border between Brazil and Paraguay. The construction started in 1975, and 10 years later, the filling of the enormous reservoir began, raising the water level to over 100 meters. The plant began to produce electricity in 1984. Thousands of people were displaced, some relocated and compensated but the majority simply banished and forgotten. On a much smaller scale, the same problem of displacement was could be seen in the city of Barragem (meaning "dam" in Portuguese), named after a water reservoir for the city of São Paulo, where the metropolitan Guarani are trying to make a living in limited spaces of some 26 hectares. The most serious situation is doubtless in Guaíra. The city, considered by the Guarani to be their ancestral land, is

Situation and Findings

a. Commission Guarani Yvy Rupa (CGY): Land rights, demarcation and identity

The Guarani Yvy Rupa Commission was created in 2006 following an agreement between Guarani leaders in the south and southeast of the country to form a centralized Guarani organisation to monitor and request the identification and revision of Guarani traditional lands in the country. It was a political decision to systematically take their claims to the national level, even if it meant departing from specific cases.

They decided to make their claims general in the national political arena, as it was a general political problem related to indigenous rights violations occurring in areas of the Brazilian territory inhabited by the Guarani people. The Commission emerged with an announcement and with the support of Public Attorneys at Law who considered it a strategic move to make the case visible publicly and at the government level.

Since its creation, CGY has relied on the political support of the Centro de Trabalho Indigenista (CTI) which has approximately 30 years' experience of working with the Guarani Nhandeva and Mbya. The partnership became even stronger (and more formalized, through the Commission) with the Embassy support that began in 2006, and with the creation of the Guarani programme in CTI. The Guarani programme provided technical and political support to the CGY. The programme has also contributed to building their capacity to participate in the National Commission for Indigenist Policies' meetings. In the last two years, however, CGY members have become more independent. Their representatives are now writing the reports, travelling to conflictive areas and drawing attention to their struggles in line with their established priorities. They do it by pinpointing and organizing an expedition to a specific Guarani territory or settlement, following local political and spiritual leaders' demands for an analysis of the land situation. They then write a report and submit an application to commence a process of recognition or of boundary revisions as well as of denouncing invasions and violations of rights. The Embassy's support makes it possible for the institution to have the personnel and the structure to coordinate politically with their indigenous partners and organize meetings among them.

The Commission's move towards autonomy from the CTI, while still relying on their partnership, is important because autonomy is fundamental at a time when the Guarani are generally deprived of human dignity. In the municipality of Guaíra and the neighbouring city of Terra Roxa, alone, there are 13 Guarani settlements in a precarious situation with no recognized land, no education or health services, no potable water and living in extreme poverty as the team was able to attest during the field trip.

In a quest for human dignity, the CGY is motivating and engaging the Guarani youth in their political project of coordinating the demarcation and recognition of a piece of land in Guaíra, through the strengthening of culture, spirituality and shared leadership.

b. The dispossessed communities: Reconstructing land, livelihoods and dignity

Together with CTI staff, the team visited five Guarani communities. One was the Tenonde Porã Indigenous Territory in Barragem, in the greater metropolitan area of São Paulo where the CGY and its office is also located. The Tenonde Porã community is one of 14 located in the State of São Paulo, of which three are in the metropolitan area. As mentioned above, the Guarani Tenonde Porã indigenous territory in Barragem is situated next the largest water reservoir for supplying São Paulo with water, the Billings Reservoir. Being the home of the Guarani Yvy Rupa Commission, they have been able to gain experience of the local land claim case, which began in 1979 with the support of CTI and which is now succeeding in getting their original limited territory of 26 hectares considerably expanded to an extended territory of several thousand hectares for over 800 Guarani families. This is currently being demarcated. The CTI and the CGY have expanded their work to encompass the situation of the dispossessed and landless Guarani in Guaíra, western Paraná, who are still suffering the effects of the construction of the Itaipú Dam and hydroelectric plant during the dictatorship.

Consequently, the team, together with CTI and CGY, additionally visited four Guarani settlements in the Guaíra area of Paraná: the Teko'ha Poha'Renda, Teko'ha Yhovy, Teko'ha Yevy and the Teko'ha Porã. They are all a result of displacements stemming from the Itaipu hydroelectric project, which first pushed them to the Porto Lindo area of Mato Grosso do Sul, where government sponsored settlement projects for medium-sized arable farmers and successful land grabbing marginalized the Guarani leaving them in extreme poverty,

devoid of human dignity. They are now returning to their homelands around Guaira, against all odds. This case of land dispossession, displacement and forced relocation has now been taken by CTI and CGY to the *Brazilian National Truth Commission*, which is investigating crimes during the military dictatorship. The situation in the communities visited is as follows:

Teko'ha Poha'Renda: Fighting for land, citizenship and subsistence

Six months ago, CGY commenced a process with FUNAI to identify this Teko'ha (traditional and sacred land for the Guarani) as an Indigenous Territory. People living in this community are mainly descendants from Porto Lindo and have recently migrated back to their original territory, now occupied by arable farmers. To help the Guarani resettle and establish an economy of self-sufficiency, the CTI also works to distribute seeds and offer technical assistance aimed at establishing family subsistence production. Most of the Guarani either work as day labourers for farmers (making about R\$ 40) or depend on economic aid programmes subsidized by the Brazilian government, and managed by the state or the municipalities. To have at least one staple crop is important to widen the margins of resilience and negotiation.

There are, however, around 13 undocumented people in this community, out of a total of 300. The lack of persona identification documents and municipal recognition makes life here very difficult. Given this situation, the Guarani came to an agreement with the local farmer whose land they are occupying, establishing that they could stay there if they bought that land in the future. Meanwhile they could struggle for recognition and personal documentation.

Teko'ha Yhovy: Cultural resistance to discrimination and political violence

This very poor Guarani settlement, closer to the city of Guaira than the previous one, is a model of resistance based on cultural strengthening. The community has a strong spiritual leadership and performs daily collective Guarani rituals strengthening their social cohesion and identity building.

Many people here also come from Porto Lindo, and others from Paraguay, and there are 17 undocumented people in the community. Altogether, there are 28 families totalling 105 people in the community.

To quote their spiritual leader, a woman: “Why are there personal documents for White People coming from other places to stay in Brazil and for the Guarani there are none?” It is almost an impossible task to obtain citizenship papers for Guaraniens having lived in Paraguay, even if people were born on the border with Brazil, thus limiting their access to health and education, for example. The fact that they are not in a recognized Indigenous Territory also limits access to public services.

A lack of services is not the only problem. Children are discriminated against in schools and other children call them “bugrinhos”, a pejorative name for indigenous peoples in the south of Brazil. The discrimination faced by the children is also shared by the adults, who often cannot find work and are continuously being excluded from the dominant national society. Their spiritual leader told the team that the municipality provides some food packages but that, if the person does not have a Brazilian birth certificate, it is impossible to access public services, including attendance at a local school in the community. They have had to set up their own community school with a voluntary Guarani teacher, with no support or subsidies from the municipality.

Teko'ha Yevy: Using archaeology to document land rights

At this Teko'ha, the CGY is working in coordination with IPHAN (National Institute for Historical Heritage) to assess the cultural heritage because there is an archaeological site in the area. IPHAN came and pre-registered the area, but the municipality did not cooperate accordingly. As in the other communities, most people came from Porto Lindo, displaced by the Itaipu dam. One of the reasons for them wanting to come back to this specific place was because they knew the area was ancestral, as many relatives were buried there. The community leader said that many indigenous peoples went to Mato Grosso do Sul (MS) because FUNAI was working there but not in Paraná. For this reason, those going to MS had access to registration as indigenous citizens whereas those staying in Paraná did not. They were mostly registered in the municipality of Japora (MS) where Porto Lindo community is. They have,

however, begun to return to their original area in Guaira, for the reasons mentioned above and because of a strong historical and spiritual attachment to their ancestral land.

Teko'ha Porã: Fighting poverty, discrimination and lack of human dignity

This community is right in the city of Guaira, where 40 families totalling some 250 persons, are living on a plot of little more than 3 ha, struggling against discrimination and a lack of human dignity. Among these people, there were 70 children who, having reached third grade, have to attend regular school outside the community and who suffer from institutional discrimination, such as teachers saying: “They cannot attend school when it is raining because they will get the school dirty.”

There is very little space to grow crops and 15 families receive nutrition packages from the municipality. Although they are right in the city, they do not have access to water and they have to walk around 1 km to refill their bottles and buckets. In terms of discrimination, one woman said they used to work for the local agro-industry but, because of political pressure, the only person that used to hire them does not do so any more.

Against all odds, an old and influential man in the Guaira resistance, when describing the situation and their attachment to the place, said that *the land is still there, because they (the Guarani) are the land.*

3.2.2. Lessons learned

a. Land rights and demarcation as key to solving Guarani poverty

It was evident that the problems of the Guarani people and groups are widespread, and all relate to a lack of recognition as citizens, a lack of personal documentation, a lack of access to social services, social exclusion and stigmatization, extreme poverty, dispossession and a loss of access to land. The lack of land rights is key to the entire Guarani problem, and the work of the CTI and CGY, along with other NGOs such as CIMI, focusing as it does on the demarcation of land and recognition as TIs, is the alpha and the omega to solving this appalling poverty scenario.

CTI's support in securing non-GMO seeds for subsistence production and helping to improve small-scale horticultural production in the communities is very important to consolidate indigenous livelihoods and the sedentary lifestyle that is necessary to improve the poverty situation of the Guarani. It further points to the important link between food security and indigenous land rights.

b. Outside the Amazon: Discrimination and political violence a generalized problem

These indigenous problems are predominantly present outside of the Amazon region, and the lack of public and political attention to the Guarani's social situation is related to this geographic location. Many of the Guarani groups live in urban or semi-urban settings, and most of them in areas where arable farmers and cattle ranchers occupy the land. Devoid of the exoticism of the Amazon Rainforest, with its high biodiversity and colorful Indians, the poor indigenous populations outside the Amazon do not attract the same attention from the national or international public. They are, in many ways, invisible.

It was also clear that the work of the CGY is having results in shedding light on the process, raising awareness and, more importantly, taking it to the next level when addressing the Public Attorneys in a very systematic way. The long-term support of the NISPB has been crucial to this process, and supporting the CTI and the CGY is fundamental to the success of their work. The long-term partnership with CTI enhances the capacity building of the CGY, and the presence of both institutions at the CNPI ensures that they can advocate for the same issue (land identification and demarcation for the Guarani), while at the same time respecting their different positions as support NGO and representative indigenous organisation.

In more general terms, it is clear that much more attention should be paid to the indigenous situation outside the greater Amazon region, where around 40 per cent of the indigenous population today lives, with the Guarani populations being by far the most vulnerable and forgotten in national indigenous policy development.

3.3. OPAN: Land rights and territorial management in Mato Grosso

3.3.1. History and context

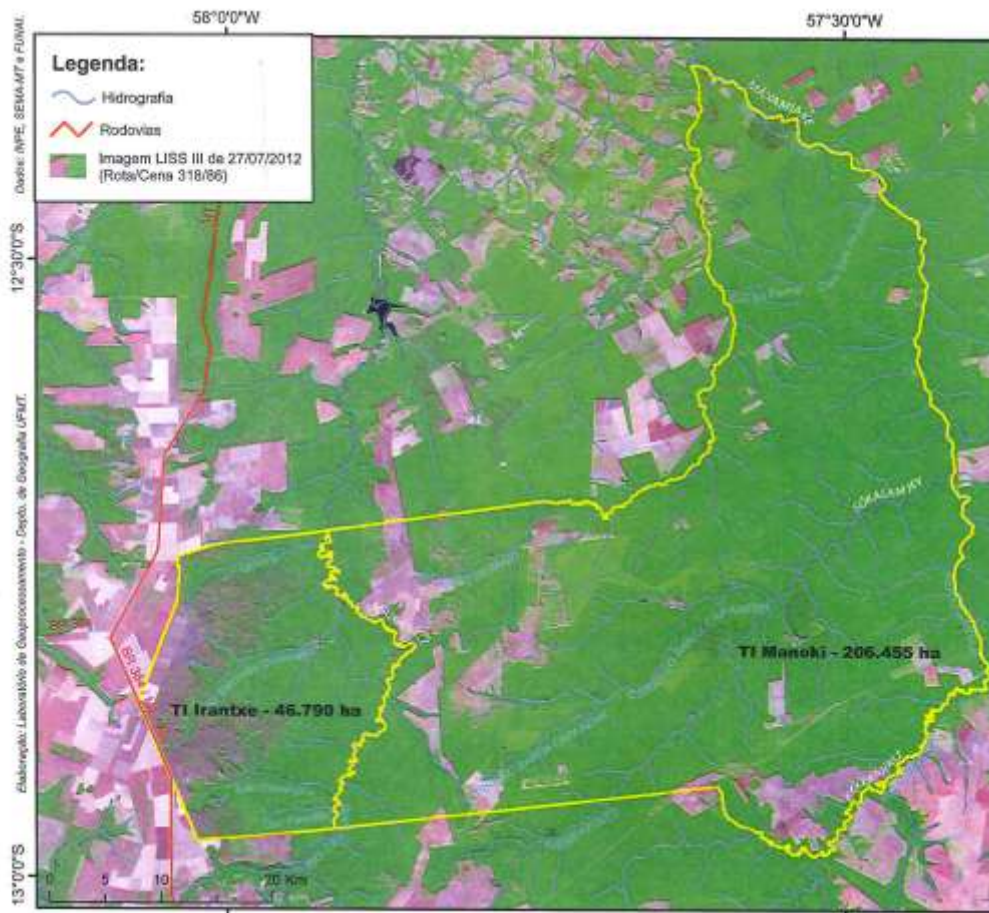
OPAN - Operação Amazônia Nativa, is based in Cuiabá, in the State of Mato Grosso (MT), and is the oldest pro-indigenous NGO in Brazil, founded in 1969 during the military dictatorship (1964-1985), with its roots in the Jesuit mission and CIMI. Because of this institutional history, the guiding principle of the organisation is to establish long-term close partnerships with indigenous peoples and communities rather than focus on projects. OPAN has, over the years, worked in a number of fields, with funding from and partnerships with various institutional partners, private and public. Its line of action is today concentrated on three programmes: a South Amazonas programme, a Mato Grosso programme and an institutional development programme, aimed at consolidating the operational capacity of the organisation.

Support from the NISPB is directed towards the Mato Grosso indigenous support programme and to institutional consolidation in general terms. The Mato Grosso Programme focuses on three IPs, the Enawane-Nawe (Arawak), the Xavante Marãiwatsédé (Gé), and Myky and Manoki, two closely-related peoples (isolated language family). The Enawane-Nawe project is temporarily suspended due to managerial problems.

The *Manoki* presently live in TI Irantxe, and have almost lost their language; however, a splinter group, the *Myky*, which fled the first disastrous contact with Brazilian colonists, and isolated itself, still speaks the language. The first official contact with the Manoki and Myky was in 1971, an encounter that decimated their population in just a few years. OPAN has a long-term partnership with both groups, and is probably one of the very few “white” interlocutors that enjoys the trust of the shy Myky. The groups are increasingly establishing inter-group relations and kinship bonds.

The long-term support of the NISPB has been crucial for the course of indigenous rights in relation to Brazilian public policies, under increasing pressure and infringements, and specifically in relation to the regulation of indigenous land tenure in Mato Grosso (demarcation and legalization of Terras Indígenas) and, lately, also for territorial management plans and projects in the TIs. The team visited the TI Myky and the TI Manoki in the western part of Mato Grosso, and interviewed central indigenous authorities and persons. The team stayed at OPAN’s house in the community of *Cravari*, one of two main villages in the legalized part of their TI Iranxe territory, which was legalized in 1969 with 46,790 ha., and now forms part of an extension to TI Manoki, comprising 205,455 ha, demarcated in 2008, with the legalization (Homologação) still pending. Together, the two adjacent Manoki territories will comprise 253,245 hectares.

Map 3: Irantxe/Manoki Territory, Mato Grosso



3.3.2. Situation and findings

a. Agribusiness and environmental degradation

The State of Mato Grosso is dominated by agribusiness interests, particularly very large-scale soybean production, including GMO soya and extensive use of *Glyphosate* (N-(phosphonomethyl glycine), commonly known as Round-Up, pesticides and artificial fertilizers. Half of the deforestation in the legal Amazon biome in 2012 occurred in Pará, while 26 per cent of the total was in Mato Grosso. However, if we look at the accumulated forest degradation 2011-2012, 98 per cent took place in Mato Grosso. (Source: *Sistema de Alerta de Desmatamento - SAD* (Deforestation Alert System) 2012). One can drive for days in a landscape with soybean fields stretching as far as the eye can see, and no natural vegetation left. This is only broken by occasional plots planted with eucalyptus, used by the ranchers for firewood to dry the soybeans before export. The only remaining areas of natural flora and fauna in these transitional zones between Amazonian rainforest and the dryer Cerrado are in the indigenous territories and in the very few protected areas of Mato Grosso.

b. Major threats to territorial integrity

The immediate threats to OPAN's indigenous partners who are supported by the NISPB:

Territorial rights:

- Lack of enforcement of territorial rights and illegal encroachment by arable farmers, loggers and other non-indigenous interests.

- The pending legalization (homologação) of the TI Manoki (205,455 ha), with some farmers and loggers still inside.
- The process of extending the tiny TI Myky territory is delayed. The working group conducting the territorial survey and documentation process has been established but the work is paralyzed due to objections from non-indigenous farmers.

The transcontinental railway (Estrada de Ferro 256):

- The impact of this giant infrastructure project is unknown. It will have two tracks or shunts passing the TI Myky and the Manoki on either side. They will be locked in between the two railroad lines. Some impact studies and consultations have apparently been carried out by a company called Brazil Socioambiental but the documentation is not known to the consultants.

Small Hydroelectric Plants:

- This is primarily a problem for the Enawene-Nawe, who were not visited as the project had been suspended. It is, however, an ongoing problem that is being followed and monitored by OPAN, regardless of the suspension of this specific project. Potential plans for smaller hydroelectric power stations affecting other TIs are also being watched closely.

Contamination of water sources and ground water with herbicide etc.

- Several indicators of increasing contamination of water sources from surrounding GMO-oriented agro-industrial farms, which depend on extensive use of herbicides and pesticides as well as artificial fertilizers, are raising concerns.

c. Territorial management and women's network

OPAN is addressing all these problems and related aspects in their Mato Grosso programme and, particularly, in their work to support the indigenous groups in the production of territorial and environmental management plans, and series of initiatives to monitor and counter the effects of these developments has been implemented. These also include seminars on public policy in the State of Mato Grosso related to territorial and environmental issues and indigenous rights, and the training of indigenous leaders on PNGATI, ethno-mapping and environmental management.

Initiatives of particular interest include the launch of the Gender and Traditional Seeds Network, which is focused on women. This work is centred around the so-called AXA initiative in the Xingu river basin (Articulação Xingu-Araguaia) at the other end of Mato Grosso, but it also involves the Xavante Marãiwatsédé, and lately also the Myky and Menoki. Its first meeting was held in August 2012, motivating predominantly women to collect seeds of different types in their territories and sell them. It has multiple effects: it reinforces the traditional knowledge of the ecology in their territory, it strengthens women's organisation and traditional domains, it generates a supplementary income, and it catalyses inter-ethnic communication, exchange and cooperation. OPAN has an explicit goal of using a gender-sensitive approach in its work. The organisation itself is, in fact, dominated by women staff. The Traditional Seed Network has been extraordinarily successful, and will expand its activities in the near future.

A consortium application from the AXA initiative (through ISA) to the Amazon Fund for support to the Traditional Seeds Network has just been approved. The total budget for the consortium over three years is R\$ 7,820,670 of which the OPAN part for the Xavante, Myky and Manoki participation is 182,320 R\$. This is yet another example of how institutional support from the NISPB is making it possible for the organisations to multiply their funding opportunities with regard to specific projects.

3.3.3. Lessons learned

The OPAN case shows how support to small very vulnerable groups can make a fundamental difference, even in situations where the indigenous groups are on the verge of extinction, and conventional wisdom suggests they are a lost case and that total assimilation is unavoidable. At the time when OPAN began working with Myky there was but a handful of surviving Myky clinging to the remains of their culture,

language and social system, cornered by the rapidly expanding agro-industrial and soybean bonanza. However, with OPAN's long-term commitment, relationship and daily presence among the Myky, it has succeeded in sharing their sufferings and concerns, and gaining their confidence as trusted partners. This requires a long-term commitment and a guarantee of long-term funding to a project which, in terms of conventional aid efficiency criteria, might look like a waste of time and effort, and would probably be classified as a case of do-good ethno-romanticism. The situation today proves such predictions totally wrong. The Myky is now a fast-growing group numbering some 150 individuals, and reconnected to the main group of Manoki. Both groups have benefitted from this reconnection, and the immediate disappearance of a people and a culture has been avoided. OPAN has been supporting networking among the indigenous groups as an operational strategy to build group confidence, inspiration and support to the struggle for their rights. The success of the TI Manoki territorial extension and the recent participation in the AXA women's seed network (Articulação Xingu-Araguaia), supporting indigenous exchange and sustainable management, shows the value of the active networking strategy in the case of smaller and vulnerable indigenous groups. The effects may, however, be difficult to determine in the short-term, stressing the importance of the NISPB's long-term support.

3.4. APIZ - Associação do Povo Indígena Zoró - Pangyjej

3.4.1. History and context

APIZ is a relatively young indigenous organisation, founded in 1997, and based in the city of Ji-Paraná, an agricultural boomtown of some 120,000 inhabitants in eastern Rondônia, on the colonization frontier on the western border of the State of Mato Grosso. APIZ represents the Zoró people, an indigenous group belonging to a conglomerate of five Tupi-Mondé-speaking groups all living in a mosaic of adjacent indigenous territories. These are:

Zoró (625)

Gavião Ikoleng (531)

Arara (107)

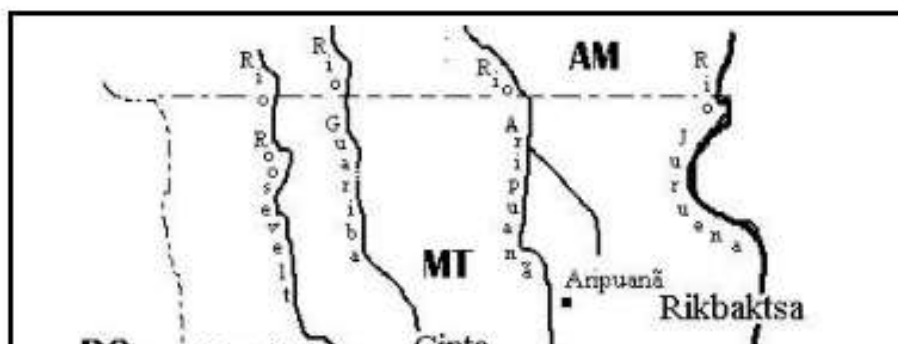
Cinta Larga (1.567)

Suruí-Paiter (531)

The numbers in brackets are from the official 2010 census. The population in the conglomerate has a natural growth rate of some 4 per cent per year. This means that they will double their population in less than 15 years.

The Zoró was one of the last contacted indigenous groups in this region. They inhabit an area in the extreme northwest of the State of Mato Grosso, not far from the Bolivian border (approximately 11°S, 61°W). The Zoró territory is only part of the traditional area used for hunting and gathering. The first mention of the Zoró was in 1968 when the former Indian Protection Agency (SPI), during an over-flight, registered the existence of some villages in the region. At this time, settlers were already appearing in the Zoró area, and they had much earlier had sporadic encounters with diamond hunters, rubber tappers and loggers, according to the information older Zoró gave us during the visit. Permanent contact with national

Map 4: Zoró location and territory, Mato Grosso/Rondônia.



Source: <http://pib.socioambiental.org/pt/povo/zoro/2064>

Brazilian society were established from the mid-1970s, when they were literally “overrun” by the expanding logging- and cattle frontier, pushing them out of their traditional territories together with their neighbouring groups. According to FUNAI, the first official contact was in 1977. After a number of years of constant conflicts with the “white” colonizers, and also increasing internal conflicts, they finally succeeded in getting a territory demarcated and legally ratified in 1997. The TI Zoró covers 356,862 ha, and the population is distributed among 23 communities.

APIZ has received support from the NISPB for their organisation and for the construction of two larger schools with sanitary facilities and space for boarding students and their families. These school environments have become the cultural and organisational centres and catalyst of the Zoró cultural and ethno-political recovery. Several Zoró families have moved to live close to the centres, now known as school villages. The school buildings and sanitary facilities are all built in an adapted indigenous architectural style and are quite beautiful. Today, the Zoró’s main income-generating activity is the gathering and sale of Brazil nuts. APIZ runs a storage, sorting and drying centre next to their headquarters in Ji-Paraná. The production in 2012 totalled 145 tons. They also produce wild rubber and other extractive products. In addition, the women produce handcrafted jewellery of an exceptionally high quality and artistic standard, from seeds and similar forest materials. They sell these products as a cooperative enterprise from the APIZ office in Ji-Paraná.

3.4.2. Situation and findings

a. Rights of way

The Zoró and their territory are under constant pressure from the surrounding cattle ranchers and other settlers. There is an aggressive attitude from the latter and there are latent conflicts. The road to the Zoró territory from Ji-Paraná passes through the grazing land of the ranchers and they have fences crossing the road with heavy gates that are locked. There are many problems for the indigenous population in terms of rights of way, which the aggressive ranchers frequently deny indigenous travellers.

b. Logging

The greatest threat to the Zoró and their territorial integrity is illegal logging inside their territory. The team met several trucks with large loads of timber, often Castanha, Brazil Nut trees, the felling of which is absolutely prohibited in Brazil in general. The problem with illegal logging is that some of the local indigenous inhabitants of the TI Zoró are involved in the logging activities alongside the white contractors. APIZ has still not been able to confront this problem on a general scale, and many other internal conflicts

confuse this situation, making it difficult to manage. The APIZ leadership is very young, men in their early twenties, and it is not easy for them to confront other, older Zoró men involved with notorious illegal loggers. A wider strategic plan of awareness-raising, more control over logging traffic and particularly the sawmills' purchase and processing of the illegal timber, and a stable economic alternative seems indispensable if the logging problem is to be solved. There is no quick fix to this situation.

Another increasing problem is illegal fishing and illegal Brazil nut gathering along with rubber tapping by non-indigenous trespassers. This needs police action to bring it to a halt. FUNAI is well-informed about these activities and monitors them closely but has no executing authority which, in indigenous territories, belongs exclusively to the Federal Police and other federal authorities that are not present. There was an open discussion of these problems in the community, and a general acknowledgement of the problem between the Zoró and among their neighbours is a prerequisite for finding a solution.

c. Brazil Nut gathering and commercialization

The Zoró are increasingly involved in Brazil nut production, which has developed into a very important economic activity and a sustainable alternative to their involvement with the logging contractors. Last year, they produced some 145 tons, all sold to the national and export markets. As mentioned above, APIZ has an associated storage and trading centre where the nuts are dried, sorted and stored. They also receive wild rubber, both shiringa latex and caoutchouc. Lately, APIZ has also entered into cooperation with the COOCARAM export cooperative, which exports, among other things, organic coffee to Fairtrade, and now exports Zoró organically certified Brazil nuts. The cooperative seems genuinely interested in the partnership with the Zoró and it has previous experience of indigenous production projects. It is obvious that the value chain for the production of Brazil nuts and wild rubber needs to be improved, and the need for a general indigenous certification and branding system is obvious, in order to lever the aggregate cultural value of an indigenous product from the Amazon. The consolidation of this forest product gathering economy is indispensable to combat the illegal extractive activities.

d. Women's artisan organisation

The women interviewed in Aldeia Escola Zawākarej (Zawakarej School Village) expressed an interest in organizing their own handicraft producers' organisation, to ensure the women's control over the production and marketing of handmade jewellery.

e. Territorial extension

At a communal meeting in Aldeia Escola Zawākarej, the men expressed an interest in recovering a part of their traditional territory that was left outside of the TI Zoró but which has not yet been settled by cattle ranchers. A motion for the extension, recognition and demarcation has been submitted to FUNAI.

3.4.3. Lessons learned

a. School infrastructure as an organisational catalyst

The case of the Zoró, a group that was literally overrun by "civilization" in the late 1960s, highlights the importance of school facilities as a point of momentum for indigenous organizing, or reorganizing in this case. The same could be seen in the case of the CIR in Raposa Cerro do Sol. The "school villages" became the loci where the old and the new generation of Zoró can gather, receive training and information, and gradually overcome the shock of the collapse of their social organisation, following the loss of their traditional territory and the impact of the cattle and logging expansion during the 1970s. It has been crucial for the next generation of Zoró to receive adequate education and organisational training, forming the basis for their organisation, APIZ, so important for defending their rights, livelihoods and cultural integrity. This again proves that although indigenous education is a federal responsibility in Brazil, and the actual running costs of indigenous teaching are covered by the Brazilian State budget, all the infrastructure and extracurricular activities necessary to create a functioning educational institution with a strong cultural foundation are not. NISBP support is thus unique and has been crucial for the Zoró's reorganisational process.

b. Imposition of logging interests and conflict resolution

It was obvious that the problem of illegal logging and the involvement of sections of Zoró society was a socio-cultural phenomenon taking complex directions, and one for which there is no quick fix, and which the young and inexperienced Zoró leadership could not solve alone. The imposition of internal economic interests with local indigenous allies, through patron-client relationships, and older internal conflicts among the Zoró, stemming from the breakdown of their clan system and a resulting reshuffling of their internal power relations, has made it very difficult for APIZ to solve this problem. Although the organisation and its leadership have been supported directly by the NISPB with management training and planning, such skills are not sufficient to resolve conflict in culturally complex cases, where other values are at play and the corresponding skills are required. The need for training, support and tools for conflict resolution therefore seems to be urgent if illegal logging is to be brought to an end.

c. Production, income generation and gender

Through their organisation, the Zoró have succeeded in establishing an alternative income and means of support via the gathering and sale of Brazil nuts and other forest products, creating a real alternative to illegal logging. The APIZ initiative to enter into partnership with an organic export cooperative with links to the international Fairtrade network is an important step towards consolidating their economy and achieving independence from federal support and social subsidies. There is still a long way to go, and support to value chain improvements and certification systems is needed but the process is on track and, again, the long-term organisational support from the NISPB has established a solid base for new partnerships, diversification and improvements. One special aspect of this is the women's handicraft production, which has generated a demand for a women's organisation to control the marketing and income generation from these female activities. The women explicitly told the study team of their growing frustration over their lack of control of their handicraft marketing and pricing, and the need for them to establish a women's handicraft producers' organisation. This is an interesting development considering the gendered adaptation of a recently integrated group such as the Zoró, and the hitherto introverted position of the women, who are now looking outwards in their orientation and participating in general civil society in Brazil.

3.5. Complementary Organisations

As already mentioned, the scope of the Programme is broad precisely because it is not bound by any axis or line of action that would restrict the partners' activities. Further, the programme is not focused on activities that would limit the use of the budget to a group of specific actions to enhance indigenous peoples' development, such as territorial and environmental management, for instance. The key aspect of the programme is to enhance the partners' possibilities of actions and their ability to influence permanent change in politics and laws for the sustainability and continual improvement of indigenous peoples' lives through a strengthening of their rights.

For this reason, along with the case studies, we initially chose four organisations covered by the IP Programme that we felt promoted this kind of multiplier effect in their proposed missions. Usually, such organisations are key players in indigenous and/or socio-environmental politics in the country. In addition, the chosen organisations play an important role either in promoting rights or in innovating in the promotion of indigenous peoples' rights.

On the recommendation of the Embassy's programme officers, two additional organisations were added in order to broaden the scope of the analysis: Instituto Catitu Aldeia em Cena and Iepé (Instituto de Pesquisa e Formação Indígena), thus resulting in a total of six additional organisations interviewed. The first of the organisations referred to is the only one in the portfolio that has a series of activities exclusively related to indigenous women, and this gave us an edge in analyzing the impact on women's empowerment and participation more directly. The second has a strong record in publishing the research conducted in the area of indigenous education as materials for use with the indigenous groups they are working and have a long-

term partnership with. In addition, Iepé is developing work on trans-border issues tackling culture and territory with groups of families in the same ethnic group on the border between Brazil and French Guyana.

3.5.1. Instituto Socioambiental (ISA)

ISA is the largest socio-environmental organisation in Brazil today. ISA's mission is to propose integrated solutions to social and environmental issues. ISA's main objective is to defend the social good and rights, both collective and individual, relating to the environment, cultural heritage, human rights and the peoples. It was established on April 22, 1994, by a group of people with professional backgrounds and significant experience in the struggle for social and environmental rights. ISA has incorporated the material and non-material heritage amassed over 15 years of experience on the part of several organisations knowledgeable on indigenous rights issues in Brazil, such as the Ecumenical Documentation and Information Centre's Brazilian Indigenous Peoples Program, and the Indigenous Rights Nucleus (NDI) of Brasília.

By the late 1980s, a series of facts and processes had marked a period of intense interaction between different organized segments of Brazilian civil society in the social and environmental spheres: the process of formulating and approving collective social and environmental rights within the Federal Constitution (1987-88); the Peoples of the Forest Campaign (1989); the Meeting of the Indians in Altamira (Pará) to protest against a major official plan for the hydroelectric development of the Xingu river basin (1989) and the establishment of the Brazilian NGO and Social Movements Forum in preparation for the 1992 Earth Summit (1990) and the United Nations Conference (1992). The people who came together to formulate, establish and implement the Instituto Socioambiental (ISA), between 1993 and 1995, were decisively involved in the conceptualization and implementation of the above mentioned processes.

ISA has been supported since the beginning by the Norwegian programmes to Indigenous Peoples in Brazil, first through the Fafo/Norad programme and later, from 2001 on, by the NISPB at the Norwegian Embassy. The organisation has also been supported by the Norwegian Church Aid with institutional support as well as project support to a clean energy project in Xingu and Raposa Serra do Sol (in 2012).

ISA is by far the largest pro-indigenous organisation in Brazil and in the Programme Portfolio. An annual external audit has been carried out since its foundation in 1994 and all reports have been publicly accessible on the ISA website since 2000. The NISPB is among its bigger donors but ISA has a large number of other donors and support partners. In total ISA receives support from and administers:

- 59 donors
- 125 project contracts and 70 active project bank accounts
- 125 financial statements and 80 narrative reports per year

However, of the 59 donors supporting ISA financially in 2012, only two were granting institutional support. The remaining 57 partners all gave earmarked support to specific projects, lines of actions or specific products (such as publications). The senior leadership of ISA has repeatedly emphasized that, with the increasing fragmentation of the project marked, the NISPB was almost the only donor still giving institutional support and with a long-term commitment, this being absolutely crucial to the success and expansion of ISA. The multiplication effect of the Norwegian investment seems obvious and one could say that, in the case of ISA, Norwegian taxpayers really get good value for their money. ISA is the organisation that receives the largest funding in the Programme portfolio. In 2013-2015, this amounted to a total of 15 million NOK. ISA is also supported by the Rainforest Foundation Norway to an amount over 3 million NOK per year. The RFN support goes to the Xingu programme and to political lobbying in Brazilia. There is some overlap with the NISPB, but it is not coordinated between the two Norwegian donors.

ISA operates three national programmes: Monitoring of Protected Areas, Indigenous Peoples in Brazil, and Socio-environmental Policy and Law. The first two have established the world's most advanced, detailed and up-to-date websites and databases on indigenous peoples (in Brazil) and data on numerous variables from protected areas. This really is an impressive body of work. ISA is also taking the lead in the impressive RAISG project to map threat scenarios in the greater Amazon basin (Amazônia Legal), covering all eight countries plus French Guiana (which is not a country but an overseas region of France) that have a share of

the Amazon. Besides the three big national programmes, it also runs three regional programmes, Ribeira, Xingu and Rio Negro. The NISPB supports the last two. In the regional programme, ISA works with three other partners supported by the Embassy programme: FOIRN, CIR and Hutukara. The material produced by ISA sets the stage for most of the discussions related to legislative change and infrastructural projects in a national basis. Furthermore, with its regional programmes, ISA has, for more than 30 years, been strengthening indigenous organisations for autonomous political representation and the production and development of projects and activities to guarantee community-based environmental sustainability. As a new initiative, ISA has established a website on indigenous peoples in Brazil for school children: the ISA Mirim. There are plans to make it available in Norwegian too. Some links: Indigenous Peoples in Brazil: <http://pib.socioambiental.org/en>, <http://pibmirim.socioambiental.org/en>, <http://www.socioambiental.org/amazon/> http://www.socioambiental.org/banco_imagens/pdfs/AtlasofPressuresandThreatstoIndigenousLandsintheBrazilianAmazon.pdf

3.5.2. Conselho Indigenista Missionário (CIMI)

The Indigenist Missionary Council (CIMI) was created in 1972 during two crucial moments in the history of indigenism and indigenous politics in Brazil. One was the inauguration of the Trans-Amazonian highway (BR-230), which displaced several indigenous groups during its construction and was the first big socio-environmental impact of the dictatorship. The other was the beginning of the discussions for the Legislative Bill of Law that was the first draft of the Indian Statute of 1973 (PL 2.328/1972) (CIMI 2012). The latter was the main motivation for the creation of the Council as stated by the female and male missionaries that decided to found it, as they were already working with indigenous groups affected by the dictatorship's developmental projects, following up and discussing PL 2.328/1972 in the House of Representatives at that time.⁸

CIMI still is a watchdog organisation for indigenous rights and legislative bills of law affecting them. In the last few years, the institution has grown and strengthened and both its monitoring and denouncing work have developed in a networked manner with a very effective communication and dissemination system with regard to events at the national and local level. On the first level, there are linked activities aimed at monitoring legislative processes and denouncing violations of indigenous rights at the Constitutional level, i.e. in the PEC 215 discussions and the publication of Ordinance 303 (Portaria 303). Crimes against indigenous peoples that reach the highest judicial level are also targets for CIMI action, including the repeated murders of Guarani Kaiowa leaders in Mato Grosso do Sul, which require constant monitoring, dissemination and appeals to the federal level of the Brazilian judiciary. At the local level, activities involve monitoring of and support to indigenous peoples when it comes to land conflicts related to invasions as well as to delays in (or a lack of) demarcation of Indigenous Territories leading to political violence or to extreme poverty.

The intertwining of activities at the two levels that is allowed by the presence of CIMI missionaries and voluntaries across most of the national territory, including border regions in particular. That is why the Embassy support to CIMI headquarters and institutional projects geared from Brasília is so important. CIMI can organize and launch campaigns to protect and monitor indigenous rights while at the same time collating and producing one of the most important annual documents on indigenous rights. This document is the *Annual Report on Violence towards Indigenous Peoples*, usually published in full on the Internet every February following the year under analysis, and which includes quantitative and qualitative reports on political violence broken down by cases, indigenous groups and geographical distribution.

⁸ At this time, even though Brazil was a dictatorship, a very sui generis political situation was occurring in the country, namely the fact that National Congress (Senate and House of Representatives) was maintained. The House was dominated by two parties: one represented by the Military (ARENA) and the other by the Brazilian Democratic Movement (MDB), the activities of which are highly restricted by Institutional Act Number 5 (AI5).

On this note, CIMI is historically - and currently – deeply involved in the Guarani Kaiowa issue in Mato Grosso do Sul, where conflict over land and between indigenous peoples and land owners sponsored by state-level government is one of the most serious in Brazil. CIMI is the key institution helping the coordination of the *Aty Guasu* Grand Assembly of the Guarani Kaiowa people. Six hundred suicides have been recorded among this group in the last two years (CIMI 2011) due to a lack of land demarcation that has resulted in many people being trapped in small, improvised settlements and in the criminalization of indigenous leaders trying to protest against the situation.

3.5.3. Instituto de Pesquisas Ambientais da Amazônia (IPAM)

IPAM is not primarily a pro-indigenous support NGO but an environmental research institution focused on the Amazon biome. However, since 1998 they have been working on capacity building for indigenous peoples so that they can participate in the meetings of the Conference of the Parties (COP) to discuss climate change. As an organisation dedicated to research on climate change and its impacts on the Amazon biome, IPAM states that one of the biggest violations of rights, and not just indigenous rights, is the fact that citizens are losing their right to a balanced climate, or climate justice. Addressing indigenous peoples' potential to participate in bringing about such justice, the Institute alleges that around 80 per cent of non-deforested land in the Amazon forms part of the Indigenous Territories.

On this premise, they have begun to prepare models to understand the potential for change in the Indigenous Territories if such spaces were part of REDD+ mechanisms focused on reducing emissions as well as the provision of environmental services. They realized that the giant carbon stock on Indigenous Territories (about 30 per cent of the whole stock in the Amazon) has huge potential to prevent deforestation and reduce emissions. They therefore decided to begin working with indigenous peoples on the basis of their other strength, participatory research and training with communities affected by deforestation and monoculture.

With that in mind, in 1998 they started to run classes in the Amazon Centre for Indigenous Formation (CAFI/COIAB) that were ultimately intended to prepare and qualify indigenous students to participate in national and international debates on climate change, REDD and environmental services. They took a Brazilian indigenous leader, Euclides Macuxi, to participate in COP 6 for the first time, after the training they had provided at CAFI. Euclides participated in the discussions for the Kyoto Protocol and it was as a result of this course and indigenous peoples' participation that they embarked an area of research dedicated to producing an analytical and applied framework for REDD+. They believe it is important to tackle the issue as climate justice is a diffuse right and not just an indigenous right. Nevertheless, it is by departing from indigenous rights, strengthened by their qualification to participate in debates and define a framework for REDD+ to be applied in their territories, that these diffuse rights can be multiplied and deforestation avoided in the Amazon forest, according to IPAM's research and executive coordinator.

IPAM is particularly interesting within the Embassy portfolio because it was actively involved in considering the Amazon Fund from a scientific perspective. For this reason, part of its project receiving Embassy support was focused on investing in indigenous training so that they could be capable of applying to the Amazon Fund. It is the only organisation whose work links directly to the themes of rights and REDD and capacity building to face these challenges as well to address and analyse the possibilities offered to the Indigenous Territories and indigenous peoples by the Amazon Fund. Although it was not possible to produce the booklet for it, IPAM is still investing in capacity building so that its indigenous partners can think about an Indigenous Action Plan for Climate Change to be discussed at the national level during the dialogues and debates on draft legislation for a Climate Change National Policy. Although the project is now at an end, because the Embassy and the programme believe in capacity building for indigenous peoples in order to strengthen their rights, they feel there should be some kind of integration with the Amazon Fund so that more indigenous peoples can access the resources provided by the Fund. They have emphasized the importance of a balanced climate to reinforce indigenous territorial rights, and that they need a specific plan, based on their point of view, to negotiate at the national level when the time comes. Access to the Amazon Fund for this kind of training would be a step in the right direction and those interviewed stressed that the Embassy programme was the only way of supporting this kind of action, even though FUNAI is now starting to promote intercultural dialogues on the issue now.

3.5.4. Instituto Indígena Brasileiro para Propriedade Intelectual (INBRAPI)

INBRAPI has also incorporated innovations into its working content to promote indigenous rights, as in the case of IPAM in research. It is, however, an institution run totally by indigenous peoples and focusing on intellectual property and related areas of knowledge such as cultural and economic rights as well as biodiversity protection. It promotes research by young indigenous academics and students as a way of promoting and strengthening indigenous rights and political agency. It also points out that institutions based on indigenous research, with the consequent indigenous capacity building led by indigenous facilitators, are the best way of enforcing and multiplying knowledge on rights to culture and indigenous material and immaterial patrimony as their research on rights is grounded in the capacity building and empowerment of indigenous peoples themselves. They stressed the need for well-trained indigenous peoples to act on their own behalf to protect their cultural rights and intellectual property as well to discuss benefit-sharing agreements if such patrimony should become tradable.

At the local level, INBRAPI has a permanent project in indigenous schools in Chapecó, in the State of Santa Catarina, where it works on the issue of indigenous cultural rights and biodiversity with an emphasis on indigenous ways of cultivating, and indigenous species. In the training, it also works on political and legal issues such as ILO Convention 169 and the United Nations Declaration on the Rights of Indigenous Peoples, always emphasizing that the search for indigenous rights must respect indigenous ways of knowing and expressing in every related material or activity.

At the national level, an INBRAPI member is representing indigenous peoples in the debates on access to genetic patrimony and resources in Brazil as new legislation is about to be voted in the National Congress. This indigenous lawyer highlights the fact that the legislation is to be voted without indigenous consultation or consent. In the international arena, the same representative is participating, in Geneva, in the UN discussions on cultural rights and at WIPO debates on intellectual property and access to biodiversity according to the Convention on Biodiversity (CBD).

3.5.5. Iepé - Instituto de Pesquisa e Formação Indígena

Iepé is a non-profit organisation created to meet indigenous demands for education and training and to strengthen community and collective forms of management. It seeks to contribute to cultural and political strengthening and the sustainable development of indigenous communities in the states of Amapá and Northern Pará, a region known as the Guyanese shield. Iepé works to strengthen and offer assistance to local communities, whether or not they are represented by indigenous organisations, and to support projects authored by and/or in the interests of the indigenous populations. Iepé's principal aim is to encourage and consolidate autonomous communication between these indigenous communities and the different groups and associations active in the region, assisting the communities in finding ways to defend their interests in the face of the challenges brought about by non-indigenous interests. Iepé has a strong profile in the design and implementation of differentiated curricula for the indigenous village schools and indigenous education. Other areas of activity include culture and training of indigenous researchers for territorial and environmental management.

Iepé's relationship with the Embassy programme dates back to 2006, when the Rainforest Foundation Norway, decided to withdraw all support to indigenous education because this had become a prioritized responsibility of the State and the Ministry of Education, with a special programme for IPs and TIs in Brazil. This left Iepé in a difficult position, as the bureaucratic governmental indigenous education programme only worked through very bureaucratic and rigid school and curriculum frameworks. In order not to lose the innovative intercultural and bilingual education programme Iepé was developing with the Wajãpi, the NISPB began supporting Iepé in 2007, and it has now become one of its core partner organisations. As was the case with ISA and other partner organisations, when interviewed, Iepé's leaders emphasized that the institutional support and core funding provided by the Embassy programme had been crucial to Iepé being able to seek other funding from donors interested in supporting specific projects or products. Again, the Norwegian investments have had a significant multiplier effect.

Iepé has a special focus on indigenous culture and cultural events, including material culture; it supports several cultural centres in indigenous territories and communities and even an indigenous museum, in cooperation with other organisations and Brazilian ethnographic museums. Iepé is also the partner that has produced the most publications and printed material on indigenous culture, history and language, and which has published substantially in the indigenous languages of the region, obviously predominantly educational materials. Iepé staff have received training seminars in LFA, facilitated by the Embassy programme, through the Embassy's external consultant. They expressed great satisfaction with this course, which improved their project management capacities and their fundraising potential. Besides the mentioned activity areas, Iepé implements activities in the areas of: territorial and environmental training, applied research with training of indigenous researchers in different areas to enable them to contribute, at their own pace and in accordance with their own interests, to the improvement of the public policies implemented in their villages, and monitoring of public policy. Iepé is receiving 6.2 million NOK from the NISPB over the period 2012-2014.

3.5.6. Instituto Catitú - Aldeia em Cena

As Mari Correa, the Instituto Catitu's coordinator said: "Working with gender issues in Brazilian indigenism and indigenous organisations is not an easy task." Mari was probably referring to two of the more common obstacles faced by those wishing to focus on gender and indigenous peoples in Brazil. First, there is the claim that the land conflict threats related to land already demarcated require a unified political struggle, one that cannot be fragmented by any issues that may divide the community in terms of political action. Second, there is a more anthropologically-oriented affirmation that claims that there is no gender-based conflict or oppression in the Indigenous Territories, with gender issues only raised as problem when people start talking about gender.

Gender problems are most likely caused by contact with the surrounding society and they are certainly played out differently in Indigenous Territories; however, this is no reason not to tackle women's issue and women's problems in indigenous societies. This was the case argued by Mari Correa, and her argument is the result of 11 years of work and contact with women in Xingu National Park. A demand has come particularly from Ikpeng and Kaiabi (Kawaiete) women to participate actively in filming, editing and preparing screenplays for documentaries and fiction movies based on their understandings and roles in interpreting their society's myths and traditions.

Founded in June 2009, the focus was not initially on women but, gradually, with the work in Xingu and with the Makakali people in the State of Minas Gerais, the Institute's team realized that indigenous women had the potential to work with audiovisual resources to record their culture and use this as a way of disseminating it and keeping it. Starting from the belief that gender is truly an issue in indigenous communities and very much reproduced from the patriarchal structures of the surrounding society, the Institute decided that if it wanted to listen to and understand how gender was played out in the communities then its main point of access had to be women. It therefore started to run workshops with women and, as they began to feel more comfortable, they began to point out the problems in the community from their point of view, especially their concern at the cultural loss due to greater contact with the outside world. In this way, women in Xingu recently decided that they wanted to make a movie about the creation of their world, based on their food. This endeavor is showing that women not only have a specific and important role in keeping the cultural of their societies alive but that practical survival themes such as nutrition are the result of these efforts. In this sense, Catitu is innovative in its gender approach to indigenous women and, at the same time, in doing so, it is reinforcing their role in promoting the rights of the whole community. This seems to be working as a great way of understanding the role of gender and gendering the approach to rights without evoking any gender division in the targeted communities.

Catitu has produced 38 films, winning new audiences and numerous awards in Brazil and internationally, bringing visibility to the indigenous issues. Catitú is the only partner organisation in the programme portfolio that is explicitly targeting indigenous women. Its goal is to stimulate leadership, self-representation and a sharing of experiences among indigenous women through artistic projects and communication. The new plan to create an interactive web-portal based on an indigenous view of technology in order to promote and maintain their culture is a new avenue the Institute is considering in order to promote connections between

indigenous cultures and women in Brazil and other indigenous peoples, particularly women in other countries such as Canada.

3.6. Overall outcome and performance – a conclusion

NISPB's long-term commitment over a 30-year period to provide institutional support to pro-indigenous support NGOs ("indigenist" organisations) and indigenous organisations (IPOs) is one of the main reasons behind the existence of a diverse and flourishing indigenous rights movement in Brazil and the myriad of NGOs and IPOs in dynamic interplay. All interviewed partners were agreed in this, and most of them state that had it not been for the Embassy-run programme's institutional support, they would not be in existence today. This even goes for the largest NGO of them all, ISA, in which several prominent staff members independently recognized the crucial importance of the institutional support for their existence today, and for the giant leap forward the indigenous rights have taken in Brazil over this period. Even the director of FUNAI is explicit in her praise of the Norwegian support, recognizing its fundamental importance for the indigenous rights scenario in Brazil and for the general democratic prospects in this context, including the inspiration drawn from the Sámi and the Sámi parliament, as a very interesting model of democratic coexistence and cooperation between indigenous peoples and a democratic state.

Even when we look at the shorter time span of the last 10 years of the NISPB, during which the Programme has been run from the Embassy as a particular project of support to civil society organisations in Brazil, all partners are both grateful and full of praise for the programme's performance. This is even the case for indigenous organisations whose support has recently been discontinued and whose disappointment is conspicuous. Nonetheless, they acknowledge the dogged and persistent presence of the Norwegian Support Programme, as a fixed point, a cornerstone they could rely on. The team has meticulously used the PANTHER approach to guide its interviews and observations, and the outcomes and performance of the programme and its project portfolio positively complies with all the HR criteria and indicators listed in the terms of reference. There was never any hesitation from the partners in answering the questions. The only thematic area where some questions might be raised as to performance (not by the partners but by the consultants) is regarding the gender aspects and the approach to gender equality in indigenous society. This will be discussed in section 3.7 below.

3.6.1. Strengths

When drawing a general conclusion as to the main causes of the relative success of the NISPB over the last 10 years, the following four parameters can be identified:

a. Institutional support and core funding

This is probably the strongest point of the support provided and all partners, irrespective of their type or orientation, emphasize the great importance of this kind of support. Institutional support is by definition not allocated to specific project activities but can be used to cover running costs, salaries or activities as needed. Several partners talked of the increasing fragmentation of the "project market", referring to the tendency in donor allocations to earmark funding to very precise and often tangible projects with easily measured outcomes (such as building a school), and to increasingly shy away from long-term projects aimed at encouraging processes in certain directions, with often fluffy and imprecise success indicators. The NISPB has been one of the very few donors that has unwaveringly continued supporting the basic organisational features, which are in reality indispensable for the project outcomes of other donors' investments in specific projects.

b. Long-term support timeline

The long-term commitment of the Programme means that organisations may expect funding over a three-year horizon, with good possibilities of an extension. This is another feature that creates security and stability in supported organisations.

c. Flexibility and fast response time

The programme officers' flexibility in the use of the support, and their willingness and ability to accept adjustments to project activities in order to respond to unforeseen changes in the situation and contexts has been a clear asset. It was also mentioned in this regard that bureaucracy in terms of project administration at the Embassy was kept to a minimum, and the response time was short, making much more dynamic project implementation possible.

d. Programme proximity to project partners and easy access

The last parameter of success is the fact that the Embassy was easily accessible, and that programme officers were close to the projects and could be contacted almost any time with any query or problem. The fact that the programme was administered from a point in Brazil, and not long distance, as is the case with many other foreign donors, and particularly NGOs, that have no permanent representation in Brazil, meant that the programme officers and the management were close to the reality.

3.6.2. Areas of improvements

a. Programmatic planning and monitoring deficiency

One of the weaknesses of this type of flexible and open support system is that it is difficult to plan the support from a programmatic perspective, particularly a medium to long-term one. And even if this were the case, it is likely that the actual support profile would deviate from the planned course. Likewise, the strong prioritization of institutional support and funding makes results monitoring more challenging, and this is reflected in the rather simple and weak monitoring system used. These aspects will be discussed in more detail in Chapter 5.

b. Large volume of partner contracts

With the current profile of the NISPB and the lack of overall programming tools, each partner has its own project/programme, which requires quite an effort to follow and supervise on the part of the limited Embassy staff, creating a substantial workload. (See further discussion in Chapter 5)

c. Limited capacity for training of IPOs

Direct support to indigenous organisations may require technical training and supervision by the donor to secure the expected performance and outcome. The NISPB has offered such training workshops for strategic planning and management to IPOs like CIR and APIZ. In other cases the support is given through an NGO, which does not necessarily require this type of assistance. However, some NGOs have also participated in such workshops. There may nonetheless be other skills required to ensure performance, such as conflict resolution in the case of APIZ and market-oriented capacities, which the NISPB has no capacity to deliver or secure.

d. Exchange of experiences

Several of the partner organisations interviewed expressed an interest in participating in periodic meetings or workshops to exchange experiences with other partner organisations in the Programme on selected topics and themes, and also to give and receive feedback with the Embassy staff. As such periodic meetings (e.g. annually) require quite a large organisational and logistic planning effort, the NISPB does not have the work resources for organizing such exchanges, which otherwise might create productive synergies.

3.6.3. A concluding remark

Aside from the weaknesses in the Programme mentioned above, and obviously any programme will always have room for improvement, the positive results of the programme's overall performance speaks for themselves and we feel it is crucial that whatever alterations and changes may be suggested and made to the existing programme in the future, the four basic principles or parameters mentioned above should be upheld (4.6.1, a-d), as they guarantee the sustainability of the implementation. (See SWOT analysis in section 4.)

3.7. Gender issues as a cross-cutting theme - overall scenario

Although gender is not the main concern for most of the organisations visited and it is not a principle axis of the programme, it is possible to see gender aspects criss-crossing through most of the cases focused on during the fieldwork. The intersection between being indigenous and being a woman (intersectionality) increases indigenous women's vulnerability in situations where indigenous peoples are discriminated against, such as when they are affected by infrastructural projects or when facing a lack of public policies in favour of their territorial rights. Few studies have been carried out in Brazil to ascertain how cross-cutting public policies could be produced to enhance indigenous women's rights. However, there are studies that highlight the fact that indigenous women are more prone to having their rights violated when indigenous populations are at risk, especially when it comes to direct threats to the Indigenous Territory, for instance in relation to hydro-power plants, roads and proximity to military outposts in border areas⁹.

Most of the studies focusing on indigenous women are not based on solid statistics but derived from indigenous women's testimonials in conflict zones. In the last five years, the Brazilian government has begun to take particular interest in indigenous women's issues, embracing the problem within the *II National Policy Plan for Women published in 2008* (Secretaria Especial de Políticas para as Mulheres 2008). This policy is coordinated by the Special Secretary for Women, although it is of an inter-ministerial and inter-institutional nature. Although focusing on women as a whole, the policy recognized that there were wide differences between different groups and that, when tackling specific issues such as sustainability or access to land, such differences should be recognized so that the policy could be inclusive. In its second edition, the National Policy Plan incorporated indigenous women as part of an attempt to implement a participatory public policy aimed at traditional women (both indigenous and other traditional community members). It focused particularly on violence based on institutional discrimination but also promoted sustainable agriculture, land rights and food sovereignty. The link between preventing discrimination against indigenous women and issues of institutional discrimination and environmental management is actually seen as a potential area of work for the NISPB, aimed at promoting indigenous rights and encouraging the participation of indigenous women as a fundamental strategy for improving the well-being of community members and strengthening human and indigenous rights in the communities.

3.7.1. The intersection between gender and indigenous rights in NISPB

Just as the government has difficulty in bridging the gaps between public policy for women and public policy for indigenous peoples, it is also difficult to detect indigenous or pro-indigenous organisations within the NISPB portfolio that are capable of embracing a gender perspective both in their working methodologies and in their specific programmes. This lack of a gender perspective is due partly to the lack of disaggregated data concerning men, women and children, which would be very valuable in terms of programme outreach, and a lack of more qualitative information on the state of indigenous women's rights when it comes to land, health and education.

More directly, there is one organisation that devotes a great part of its time to the representation and active participation of indigenous women in their communities through images and documentation: the Instituto Catitu. Fostering cultural exchange among indigenous women from different communities in the Xingu basin in Brazil, the Instituto Catitu could offer insights into ways of using the Embassy's institutional support to mainstream women's role in the communities within the work of indigenous rights promotion. This could be done through cultural dissemination and exchanges inside and outside communities, as well as with the non-

⁹ One study is a PhD thesis that explains the status of being indigenous and being a woman within the indigenous movement in Roraima in the face of the Raposa Serra do Sol struggle and the indigenous and feminist movement as a whole. The study is the PhD thesis of Angela Sacchi entitled "União, Luta, Liberdade e Resistência - as organizações de mulheres indígenas na Amazônia Brasileira" (Sacchi 2006). As an example of a study into the direct impact of infra-structural projects on women there is the study "Mulheres de Altamira na Defesa da Água como Direito Humano" (2006), which was supported by the Heinrich Böll Foundation.

indigenous public. This last target is particularly important in terms of generating increased respect for indigenous communities and for indigenous women's role in maintaining their indigenous culture, given that there is no available information on indigenous rights and culture in Brazilian society and this lack helps to endorse a political climate in which indigenous rights are being eroded through legislative projects and public policies linked to the national developmental prospect. One aspect of investing in a gender perspective would be to listen to what indigenous women want included in their community projects and to find out what important aspects they think will make the community culturally sustainable.

3.7.2. Organisation's reasons for not working from a gender perspective

The justification put forward by most of the organisations for not working from a gender perspective or on projects specific to women focus on three issues:

- a) It is not a community demand
- b) Land rights and ensuring these are maintained where territories are already demarcated is the priority as opposed to more specific issues that may fragment the community
- c) Gender is not a concern or problem for the indigenous community

The third issue could be considered the most truthful; however, gender may not be a concern as it is for other groups in society but it does begin to become a problem when discrimination and the problems affecting indigenous men affect women not just differently, but doubly, because they are both women and indigenous. There are testimonials from indigenous men attesting to this situation in states such as Roraima, where the building of the 174 federal highway (BR 174) connecting Manaus to Boa Vista, along with the presence of military outposts in border areas, is putting young indigenous women at risk.

By the same token, in Ji-Paraná, both men and women in the Zoró People's Association attested to the difficulty in continuing their traditional divisions of labour in the communities when they began to be included in projects related to the political and economic future of the association. Women demand to be involved in the projects because they want their work to be more highly valued but, at the same time, they do not want to distance themselves too much from the current activities in the village. They therefore need to be included more in projects that seek out markets or in activities that can strengthen their relationship with their community, something that all members of the Zoró community felt women were losing. In this sense, they said there should be a focus on men as well, as they put it: *on men and women differently and community-oriented*. This invalidates the first allegation that there is no demand to work with women in the communities and that land rights is such a salient issue that it cannot afford the luxury of differences within the community. According to these women, differences are what enhance indigenous culture and resilience. A similar approach was put forward by the Myky at the Irantxe territory in Northern Mato Grosso. In this sense, it is important to strengthen indigenous women and to be attentive to disaggregated in order to understand how issues affect men and women differently, to target more funding at women and at elements that support collective action.

3.7.3. Health, Food Sovereignty and Sustainability

One of the most critical problems affecting indigenous peoples in Brazil currently is the precariousness of the health services that are supposed to be offered in the territories. As is the case for the population as a whole, indigenous people's nutrition is one of the crucial aspects of health promotion versus disease prevention. Nevertheless, one point stressed by women was that, with the inflow of government food aid related to school nutrition in communities or membership of income transfer programs such as the Bolsa Familia, many families' nutritional habits are drastically changing. When it comes to school nutrition, women in Raposa Serra do Sol and in Zoró Indigenous Territory pointed out that food included in the distribution is very different from the food items that traditionally form part of their diet and culture. As reported by women in those areas - many of them teachers or health workers - diabetes and high blood pressure are now becoming

common problems with the increased intake of carbohydrates and processed food consumption¹⁰. In terms of the arrival of income transfer into indigenous communities, the public policy does not include specific actions for indigenous peoples, such as the provision of technical assistance to plan and support indigenous traditional agriculture, and so the money is used to buy processed foods, resulting in the health problems already cited. Alongside this, younger generations are beginning to feel less connected with and interested in working the land traditionally because they see the benefits of a life more similar to that of the “city”.

Associated with income transfer, although connected to other factors prior to this social benefit, such as the expansion of economic frontiers, is the problem of increased alcoholism in the communities. Alcoholism not only exacerbates health problems such as diabetes, it also destroys whole communities, and women are particularly affected because domestic violence increases when men consume more alcohol. Among indigenous women, especially when the community is already highly disintegrated, there is always a fear that complaining about their husband could lead to a further process of community and, ultimately, cultural breakdown. This problem was a constant complaint of the women when we asked them what the most serious problems in the community were from their point of view.

In Raposa Serra do Sol, women were central in keeping the commitment to zero drinking that was made a rule during a General Assembly. On the basis of this decision, the community started organizing for the Indigenous Territory demarcation and homologation. This took place in 1978 and, since then, the role of women in reinforcing the land struggle and issues related to community building has been conspicuous. Although indigenous women have been through hard times in Roraima and in CIR, fighting for their space in local indigenous politics, their participation is focusing on key positions in the council. This is happening not just through CIR Mulheres but also through the OMIR (Indigenous Women’s Organisation in Roraima).

As was noted in the example of Roraima, alcohol is considered an indigenous health problem and also a political bottleneck for the community, and was banned with the active and decisive positioning of women in the process as they consider it a threat not just to themselves but to the whole community. The strength gained since the end of 1970s grew steadily in CIR, leading to the presence of women in two key coordination departments at the Council: the environmental management department and the legal department. Both rely on Embassy support and point towards the more qualitative participation of women in decision-making processes. These positions can be particularly important for multiplying and framing indigenous women’s rights in dialogue with the federal government in accordance with what was mentioned in the overall scenario supporting a focus on gender-oriented support both politically and strategically.

At the end of 2012, the Special Secretary for Women’s Politics began executing the budget line in the *II National Plan for Women in Brazil* devoted to Indigenous Women. In association with FUNAI, it commenced the Programme “Dialogue with Indigenous Women”. The dialogues were initiated in Brazilia but one of the results was a decision to strengthen a binational centre for indigenous women’s assistance in the border town of Pacaraima, in the State of Roraima, on the Venezuelan border. The city has a high level of trafficking of indigenous women and is affected by border issues such as military outposts and elevated crime rates.

With a strong legal department led by an indigenous woman, Joenia Wapichana, the Embassy programme could foster links with FUNAI given that its last Pluriannual Planning 2012-2013 reinforced its desire to work more directly with women, in association with other governmental agencies, indigenous organisations, international cooperation and civil society. In terms of environmental issues, the approval of the National Environmental and Territorial Policy (PNGATI), in consultation with many regions in the country, including Roraima, points to the possibility of combining the secretary’s willingness to work with indigenous women with FUNAI’s power to act as an intermediary to deliver the policy to communities. By enhancing the structuring of CIR departments, the Embassy could specifically contribute to the environmental department. In so doing, its sponsored activities, which include the production of ecological calendars by women and the fostering of territorial management plans from a woman’s perspective, could be multiplied and applied to other partners through FUNAI’s intermediation, as well as to the national level as best practice.

¹⁰ For numbers, see section on institutionalized discrimination and omission of the public authorities in the Report on Political Violence Against Indigenous Peoples – CIMI 2012. Available at www.cimi.org.br.

In terms of women's potential in community-based development from an indigenous and indigenous women's viewpoint, another layer of connections between indigenizing development and government policies was present in the Zoró Indigenous Territory. As part of the National Supply Company (CONAB) project for taking food to Indigenous Territories, the Zoró are selling their production to the Village School (Aldeia Escola). The interesting aspect of this is that the whole community gets involved in gathering native products and this process is very much coordinated by the women, who then sell cooked meals to the school. Each meal is bought per unit by CONAB and the whole community is involved in the food production and meal preparation, and the whole education system therefore receives an impact from the women's work. They are paid to keep the nutrition as traditional as possible, but women point out that their work is not valued as highly as it was supposed to be. In a meeting in the presence of men and youth, they said it should be higher valued because they are also helping to keep children and young people in school and to maintain a healthy and traditional eating habit in the village which a) maintains the culture and its strength as a political value for resilience and b) improves health and quality of life.

3.7.4. Lessons learned and possible actions

- a) Indigenous women are a fundamental group on which to test the efficiency and adaptation to new projects in the community. This is the case because, in most cultures, they are the keepers of tradition and family ties. This being so, they can detect whether new projects and programmes are affecting the cohesiveness of the indigenous group. For this reason, if the Embassy could set aside a fund within its programme to improve women's participation in the *Dialogues* with FUNAI and the Special Secretary for Women's Policies, many problems related to cultural impacts could be discussed and avoided. This support should not be exclusively financial. Quite the contrary, as the Embassy programme is recognized by governmental agencies and partners as key to advancing the protection of indigenous rights, its innovation and effectiveness should also pave the way for emerging cooperation on indigenous women's issues between the women themselves, the Secretary and FUNAI.
- b) As noted above, indigenous women are an essential group as an intermediate in the delivery of social policy as they monitor changes and impacts caused, not just by infrastructural projects but also by policy development and its application in indigenous communities. The Programme could establish closer contacts with indigenous women with regard to developing specific indicators for enhancing and monitoring the programme's social and community outreach. In addition, the programme officers or consultants could, on close contact with indigenous women, develop an appropriate gender approach to indigenous peoples in Brazil. This would happen through a participatory construction that could serve as a path for more technical cooperation with government agencies in their attempts to connecting women's and indigenous peoples' rights in the delivery of social policies.
- c) The gender gap is a reality among indigenous peoples as it is throughout Brazilian society in general. However, changes in the relationship between men and women in Brazil, as well as the resolution of their problems, cannot be replicated for indigenous women and the gender gap in indigenous societies. As realized by one of the partners - Instituto Catitu – women can convey the role of traditions and changes in those traditions that may need to happen in order for the culture to survive. It could be seen in one of the Guarani Teko`ha visited that women are strong spiritual and cultural leaders and have a great role in intercultural education. In this sense, if it is the Programme's intention to invest more in culture as a means and a source of rights strengthening then the role of indigenous women in participating in the elaboration and execution of projects, given their role as cultural keepers in the communities, has to be enhanced.
- d) As among the programme partners, there are indigenous and non-indigenous organisations that have the potential to work with women in the communities. One interesting and participative way of thinking about indicators and specific support to indigenous women would be the creation of a gender network among the partners. In a certain sense, ISA and OPAN are already doing this with the Traditional Seeds Network for the recovery of environmentally degraded areas (See OPAN case study). However, if the Embassy were to promote this gender network with a specific budget line, it would be productive for indigenous women representatives to discuss their different demands and perspectives in terms of

necessary support and frameworks. The interesting element is that it would involve a participatory construction that could engage indigenous and non-indigenous organisations in a challenge that affects them both, albeit on different scales.

3.8. Examples of human rights-based programmes towards indigenous peoples by Norwegian organisations

Norwegian funding of projects and programmes towards Brazil's indigenous populations is channeled not only through the NIPSB. The Rainforest Foundation, the Norwegian Church Aid and FIAN Norway also run programmes aiming at strengthening the human rights situation of the indigenous peoples in Brazil

3.8.1. Rainforest Foundation Norway (RFN)

The Rainforest Foundation Norway (RFN) (which is not a foundation but an NGO) is the largest Norwegian organisation working on rights-based support to indigenous peoples in rainforest environments in Central Africa, Asia and Oceania and the Amazon basin. Their South American work is focused on the Amazon basin but they are also working with the Guarani in Paraguay outside the Amazon forest habitat. The RFN was founded in 1989 as a consequence of the campaign for indigenous land rights for the Kayapó in Xingu and in Brazilian Amazonia in general, driven by the rock star, Sting, and his wife. Today, the Rainforest Foundation is a family of three independent organisations, RF Norway (RFN), RF-UK and RF-US. The Rainforest Foundation Norway is by far the largest of the three, and has grown exponentially from its humble start to become one of Europe's leading organisations in rights-based forest protection, thanks to framework agreements with Norad, the Norwegian Ministry of Foreign Affairs and support from other government funds. The annual budget totals 125 million NOK. It has 40 full-time employees, and is engaged in 12 countries with a network of more than 70 partner organisations. South America is by far the largest portfolio, operating throughout the Amazon in Brazil, Peru, Ecuador, Bolivia, Guyana and Venezuela, and in the Chaco region of Paraguay with an annual budget of some 57 million NOK.¹¹ The annual budget for work in Brazil for 2013 is 24.5 million NOK.¹²

RFN has a long-term relationship with NIPSB, stemming from the splitting of Norad's Indigenous Peoples' Programme back in 2001, when the Brazil portfolio was transferred to the Embassy, and the Paraguay and Peru portfolios were transferred to RFN. Financed through separate framework agreements, one with MFA and another with Norad, the RFN today supports nine partner organisations in Brazil, of which six are partners in common with the Programme. Until now, there has only been ad hoc contact and case-specific contact with the Embassy in Brasilia, and when possible programme coordinators visit the Embassy for updates and exchange of project information, but no formal project coordination or strategic planning has taken place. RFN emphasized the possibilities of establishing a more systematic coordination of the support to partner activities, and holding an annual coordination meeting between the two. RFN would like a mapping of common interest areas to be conducted, as they regard the Embassy and the Programme as natural partners. It should be mentioned that RFN has no permanent representatives in Brazil but base their work in Oslo with periodic review visits to Brazil. The RFN has recently established a new Global IP programme line, and is interested in entering into a dialogue with the Embassy on the strategic positioning of the Brazilian activities in relation to global IP policy development and visibility in Norwegian policies and in the public awareness. RFN also emphasized the need for a Norwegian national strategy for indigenous peoples. In sum, RFN would like closer cooperation with the embassy-based Programme in the future.

¹¹ Figures from 2011. Source: RFN Annual Report 2012 (Årsmelding 2012)

¹² According to RFN the 2013 budget for Brazilian local activities is 24.455.000 NOK, not including meetings, supervisions and evaluations.

3.8.2. Norwegian Church Aid (NCA)

NCA is the largest Norwegian civil society organisation working in international development cooperation. NCA has 155 employees in Norway, 39 expatriate staff abroad and 933 local employees, almost half of which are in Darfur. Its annual turnover is close to 820 million NOK. Of this, 171 million (2011) comes from private donors and the rest is framework support from Norad and the Norwegian Foreign Ministry. Some 65 per cent goes to development aid, 24 per cent to emergency relief and 11 per cent to advocacy. NCA is member of the ACT Alliance, one of the world's largest humanitarian alliances. It works in 30 countries in Africa, Asia and Central and South America.

NCA started to work in Brazil around 1980. From 1992, the organisation increased its support to the country with support from the Nordic Operation Day's Work 1991. Although NCA provided institutional support to ISA, the organisation decided to focus on the Atlantic Rainforest in Vale do Ribeira since RNF focused their work in the Amazon region.

NCA is working on climate change mitigation and adaptation targeting poor communities and vulnerable populations (indigenous, Quilombolas and small farmers), supporting clean and sustainable energy sources and climate disaster prevention in Brazil. It supports advocacy for secure livelihoods and sustainable economic development both in cities and rural areas, and works with CSR on Norwegian business interests in Brazil, to name but some of NCA's main areas of activity in Brazil. It currently has 13 Brazilian partner organisations, including both NGOs and popular movements. None of them are specifically IPOs but ISA is one of NGO partner with a very strong IP profile, as mentioned earlier. Another strong partner in indigenous affairs is COMIN (Conselho de Missão entre Índios), an associate of the Evangelical Lutheran Church of Brazil, which sometimes also coordinates advocacy support with the Catholic CIMI. NCA started working in Brazil in 1992 with support from Operasjon Dagsverk, a high school student campaign. Although only part of its work in Brazil is targeted at indigenous issues, NCA has provided institutional support to ISA since 1994. It was then that a division of labour was agreed with RNF, with the latter concentrating its work on the Amazon and NCA focusing on the Mata Atlántica, although no project coordination between the two is currently taking place. Through its partnership with ISA, it supports indigenous projects in the Xingu (PIX) and with CIR and in the Rio Negro with the FOIRN. NCA currently has two national coordinators employed to liaise with its partners in Brazil, both former ISA staff.

NCA has an increasing commitment to Brazil, and particularly to developing alternative and clean energy; pilot projects are being conducted in Brazil in this regard. With the CIR, RCA and ISA are developing a very innovative wind power pilot project in Raposa Serra do Sol. In the south, NCA also supports educational projects for the Kaingang and the Guarani in addition to IPR's advocacy work through its partners. One new initiative is the facilitation of CSR conduct with Norsk Hydro in Bacarena in relation to the corporation's Bauxite activities in Pará. In general, NCA is scaling up its activities in Brazil, including support for indigenous peoples' rights, which are increasingly under pressure in the country. The NCA has no direct cooperation with the Embassy and the NISPB, but is interested in entering into project cooperation if this were an option. The organisation expressed a special interest in cooperating on information work in Norway and also pointed to the Samí Council as an important institution in informing about the Brazilian IPR situation. In this context, cultural exchange between Brazil and Norway were recognized as an important potential; however, NCA does not have the capacity to enter into this field at the moment.

3.8.3. FIAN

FIAN – FoodFirst Information and Action Network, is an international organisation with a German background,¹³ advocating people's right to food and working for food security and related human rights issues worldwide. It has national sections and individual members in over 50 countries around the world. The small Norwegian branch is based in Oslo with the main purpose of public information, running campaigns

¹³ FIAN's international secretariat is based in Heidelberg, Germany.

and awareness-raising in Norway on the right to food and related issues in developing countries, including land rights. FIAN Norway (<http://www.fian.no/english/>) publishes the quarterly newsletter *Mat og Rett* but also produces thematic publications. Most of FIAN Norway's solidarity work focuses on India, and Nepal, but they have been active in information work on cases worldwide, and play an active part in a number of HR networks in Norway. In the Brazilian context, FIAN Norway has been active since 2010 campaigning in support of the Guarani Kaiowá in their struggle for land rights, and a Guarani representative presented a painting by the Norwegian artist Astrid Solgaard depicting a Guarani woman with her baby in Rio de Janeiro to the Brazilian ambassador in Oslo, along with signatures from a petition in Norway supporting Guarani land rights, legal protection of the Guarani when claiming their rights, and calling for the Brazilian government to solve their urgent food problem while the land claim cases are processed. FIAN Norway works closely with the Brazilian branch of the organisation, and has since followed up on the Guarani situation and also looked into the particular problem of the agri-industrial expansion and destruction of the Cerrado and, in this context, the nexus with Norwegian soybean imports. FIAN has a framework agreement with Norad and receives around 2 million NOK annually in combined support to specific project and general information activities. The organisation has no cooperation with the Norwegian embassy in Brazil and NISPB, but is very interested in continuing its Norwegian campaign on food security and lands rights for the Guarani in closer cooperation with the Programme if possible. FIAN also links the work in Brazil to implementation of the new Norwegian development cooperation strategy entitled: *Food Security in a Climate Perspective. Strategy 2013-2015*¹⁴ FIAN does not work directly inside Brazil supporting partner organisations but concentrates on information, campaigning and policy work in Norway and Brazil. The specific project work on land rights, territorial demarcation and food production is been taken care of by their sister organisation, FIAN-Brazil.

¹⁴ Matsikkerhet i et klimaperspektiv. Strategi 2013-2015. I samarbeid med Landbruks- og matdepartementet, Fiskeri- og kystdepartementet og Miljøverndepartementet. Utenrigsdepartementet, Oslo, Dec. 2012. English summary, January 2013.

4. Concluding summaries and recommendations

4.1. A general perspective on the Programme outcomes

As should be clear from the preceding chapters, the support of the Embassy-based programme to indigenous peoples' rights in Brazil has been crucial for the development of a rights-based legal framework for indigenous peoples in Brazil, for corresponding public policies, and for the gradual consolidation of the indigenous movement that is taking shape in the country. There seems to be a consensus among those involved in this process, ranging from top-level government officials, politicians, academics, NGO staff and activists, to - not least - the indigenous peoples and representatives themselves, that the long-term presence and solid attendance of the Programme has been a major contributing factor to this relative success. It can thus be concluded that the overall goal of the NISPB, namely to apply a rights-based approach anchored in ILO Convention 169 and similar international and national legislative and normative regulations, including the Brazilian constitution, to indigenous peoples has been fulfilled, and even with appreciation of a critical audience, as the quotes noted throughout the report highlight.

However, public policies are by definition dynamic, and a volatile phenomenon, particularly in a young democracy such as Brazil. During the political mandate of President Dilma, a series of attempts to curb this development has increasingly challenged indigenous peoples' rights and the outcomes of the Programme's support. The major policy factors that are having a negative impact on programme outcomes are summarised in the following section.

4.2. Challenges of Brazilian public policies - a concluding summary

As outlined in Chapter 2: "Context analysis of programme" indigenous rights and related public policies in Brazil have undergone considerable transformations, in various stages, over the last 30 years. There were great expectations of positive changes in favour of the implementation of various pro-indigenous policies and measures regarding territory, health and education during President Lula's (Luiz Inácio da Silva) first term in office (2003-2006) but his politics did not come up to the expectations of the indigenous peoples and organisations, far less to the hopes of the pro-indigenous organisations and allies in the environmental movement, fighting the deforestation of the Amazon. He did rectify some of these imbalances in his second term (2007-2010) but indigenous public policies were inconsistent, followed a wobbling course and full of contradictions, and corruption scandals haunted some of the public institutions supposed to implement policies in favour of the indigenous population. However, with the election in 2011 of his successor President Dilma Rousseff the situation for indigenous peoples in Brazil was to deteriorate beyond these concerns. The indigenous organisations consistently characterize the current political developments in Brazil as anti-indigenous and developmentalist, and several of the experienced pro-indigenous partner organisations describe the present Brazilian indigenous public policy as schizophrenic and the worst period for indigenous rights since the military dictatorship.

4.2.1. The lack of vertical policy integration

The schizophrenia lies in the fact that Brazil has quite progressive legislation when it comes to indigenous peoples' rights to territory, cultural autonomy, education, health services etc., but a completely contradictory

set of rules and regulations comes into practice when it comes to its implementation. Indigenous issues of any kind belong in the sphere of the federal administration, where FUNAI is the central agency handling the interest of IPs in Brazil; however, FUNAI has no executing power. That lies with a range of other institutions and authorities, often at the State or regional level. Here the States (Federative Units) have a certain degree of autonomy, and many of the federal laws are being implemented through decentralized powers at the State and even municipal levels, such as, for example, health services and education. Further, the States have a right to pass their own laws and regulations in certain contexts. And the most anti-indigenous interest groups are obviously present precisely at the regional or local level, where they often constitute the local power elites. We are talking about large-scale agribusiness, cattle ranchers, farmers, logging companies, mining interests and associated business interests, forming strong anti-indigenous conglomerates and also lobby groups in the National Congress in Brazilia.

The effects of this were in several of the case studies, the most disturbing. In the Guarani communities visited in the town of Guaira in Paraná, on the border with Paragua, the local farmers were running a virtual propaganda campaign against the Guarani and their land claims. They were against granting any rights and services at all, despite the fact that these are guaranteed in the constitution and in federal laws. The Guarani Indians huddle on small plots of land they have occupied, a few hectares for several hundred people, with no demarcation or title, denied a water supply, denied access to health services and denied schooling for their children. Many of them do not have Brazilian citizenship, or rather they do not have personal documents proving this, as the local anti-indigenous administration refuses to issue these, literally “because they say that we do not speak Portuguese well enough”! Needless to say, this goes against an array of national laws and international conventions, including the Universal Declaration of Human Rights. However, this does not deter these municipalities and State administrations from persisting. These indigenous groups are not a threat to anyone. They make up a fraction of a per cent of the population, their land claims are minuscule and they exercise no economic threats against anyone. Nonetheless, they are constantly harassed and discriminated against. The situation of the Guarani is described above and recommendations for dealing with this situation will be given below.

4.2.2. Developmentalist imperatives: PAC and IIRSA

The vertical disintegration of policies from the federal level to the State and local municipalities is but one side of the problem for the indigenous peoples and their rights. The federal government itself has, since the time of the military dictatorship, planned large-scale transport infrastructure and energy development programmes, plans that were implemented and accelerated during the Lula governments and backed up by laws that removed any obstacles (particularly indigenous and environmentalist) during Dilma’s presidency. We are talking about the Growth Acceleration Program, the so-called PAC (Programa de Aceleração do Crescimento), now PAC-2, with a total investment budget for the period 2007-2014 of R\$ 1.59 trillion (US\$ 872.3 billion) in road infrastructure and large-scale energy development, dominated by mega-hydroelectric dam projects in the Amazon basin. The PAC2 also covers investments in sports infrastructure in relation to the UEFA Cup 2014 and the Summer Olympics 2016. The PAC is accompanied by the IIRSA, the *Initiative for the Integration of the Regional Infrastructure of South America*, linking all the South American countries together, and a convenient vehicle for Brazilian regional dominance. Several of the highways crossing the Amazon basin now connect the Atlantic ports with Pacific ports in Chile, Peru and Ecuador. The IIRSA is organized into 10 development hubs, and constitutes a major threat to indigenous peoples’ territorial integrity and livelihoods all over the continent. It is financed through the large regional development banks, with increasing investment from the BNDES. The construction companies involved in the PAC and the IIRSA helped finance Dilma Rousseff’s election campaign. Five contractor corporations: Grupo Andrade Gutierrez SA, Camargo Correa SA, Queiroz Galvao SA, Grupo OAS and Odebrecht SA, gave 45 million Reais to the Workers’ Party for Rousseff’s 2010 campaign, or a third of all contributions, Brazilian election records show. This gives a perspective of what it is that the indigenous peoples are up against, despite the sympathetic constitution and progressive legislation.

4.2.3. The hydroelectric dam complex

The PAC and IIRSA have planned to build 151 dams in the Amazon basin alone within the next 15 years, of which 47 per cent are classified as "high impact" while only 19 per cent are rated as "low impact". Eleven of the dams would directly affect a conservation area. Forty dams would be constructed "immediately upstream or downstream" of an indigenous territory. The dams will have a significant impact on fish populations, nutrient cycling and health. 40 per cent of the projects are already in the advanced planning stages and more than half will be large dams producing over 100 megawatts. 60 per cent of the dams will cause the first major break in ecological connectivity between the protected Andean headwaters and the lowland Amazon, while more than 80 per cent will drive deforestation due to new roads, transmission lines or flooding. The construction of the Belo Monte Dam on the Xingu River is presently one of the most conspicuous and emblematic cases causing the greatest controversy ever in Brazil over a hydroelectric project. Once completed, the Belo Monte Dam will be the third largest in the world. It will submerge up to 400,000 hectares and displace 20,000 people. Right now, Brazil is spending 167.4 billion Reais (93 billion USD) on building over 20 hydroelectric plants in the Amazon.

4.2.4. The struggle for IPR is not complete

This looks rather like David's struggle against Goliath and, in this light, the support from the Norwegian Programme to Indigenous Peoples' Rights in Brazil seems not only justified but also urgent and necessary. Thirty years of support for indigenous peoples' rights have not yet achieved its goal, and the process must now stand its ground. Apart from the structural and bureaucratic limitations of FUNAI, which should rightfully be the federal agency defending indigenous peoples' interests, it also struggles with deficient budgets. FUNAI's total annual budget for project activities with indigenous communities and organisations is less than the annual budget of the NISPB! And FUNAI has to cover all of Brazil, with an indigenous population of 896,917 (Census 2010), distributed in 280 peoples and groups, speaking 180 different languages, and living in 688 Indigenous Territories. The NISPB has a larger budget, and only works with 18 projects and 17 organisations covering a fraction of the people, and yet making a positive difference, also at the policy level, and widely respected for its support.

4.3. Programme's performance – SWOT analysis

In the summary conclusion to the case studies in Chapter 4, the overall performance of the Programme was discussed and the following strength and weaknesses identified (see section 3.6). The opportunities will be discussed in the subsequent Chapter 6 Embassy management of the Programme:

Chart 5: SWOT analysis

	Helpful	Harmful
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	<i>Strengths</i>	<i>Weaknesses</i>
<i>Internal origin</i>	<ul style="list-style-type: none"> a. Continuous institutional support and core funding b. Long-term support timeline and perspective c. Flexibility and short response time in the management d. Proximity and accessible management 	<ul style="list-style-type: none"> a. Deficiency in programmatic planning and monitoring b. Large volume of individual partner contracts and management c. Limited capacity for training and capacity building of IPOs d. No space for exchange of experiences among partners
	<i>Opportunities</i>	<i>Threats</i>
<i>External origin</i>	<ul style="list-style-type: none"> a. New cooperation agreement with FUNAI and federal agencies b. New programmatic management structure c. Programme cooperation with Norwegian NGOs and Norwegian companies d. New programme priorities and strategy for coming period 	<ul style="list-style-type: none"> a. Rollback of indigenous rights and public policies, and pressure from anti-indigenous lobbies b. Deficient vertical integration of policies and inconsistencies c. Large-scale regional infrastructure and energy development (IIRSA, PAC, dams, roads. etc.) d. Extractive industry and agribusiness interests

4.3.1. Recommendations

It is the general recommendation that the NISPB continue its rights-based support to the indigenous peoples of Brazil. The support may be more opportune now than previously, with the formal rights established for the indigenous peoples, and in the same time having indigenous peoples' rights in Brazil under increasing pressure from a variety of sectors. Some agents are attempting to roll back the process and restrain IP rights, which are seen as an obstacle particularly to the interests of the extractive and agribusiness sectors, and with FUNAI's influence diminishing. (cf. 2.5.3) Consequently, it seems pertinent to continue the support to consolidate the democratic gains of 30 years of support which otherwise may be lost. The 30-year anniversary of the Programme may be a good opportunity for the Norwegian government and Norad to pledge their continuing support. In this context, it is also recommended to look into possible alliances with Norwegian corporate interests in Brazil, particularly in the energy and mining sectors, which have attracted major investment and interest from Norwegian companies, of which Norsk Hydro is by far the largest.¹⁵ The oil industry is also expanding, currently off-shore, but it is considered only a matter of time before inland oil exploration continues, affecting IPs and TIs. Over 100 Norwegian companies are currently operating in the oil sector in Brazil. The CSR profile and policies of Norwegian companies operating in Brazil could offer a

¹⁵ Norsk Hydro purchased control of the major Paragominas bauxite mine in the Brazilian Amazon from Vale SA, as part of a deal that also included Vale alumina and aluminum assets. Norsk Hydro also controls around 91 per cent of Brazil's Alunorte alumina refinery, the world's biggest, with a capacity of 5.8 million tons per year. The refinery supplies Norsk Hydro's primary aluminum smelting capacity in Brazil, Norway and Qatar. A new expanded alumina refinery is planned for Bacarena in the state of Pará in the near future. (Source: Dow Jones Newswire February 12, 2013)

model to be followed by Brazilian companies. Whatever alterations and changes may be suggested and carried out on the existing programme in the future, the above-mentioned four basic principles or parameters that characterize the strength and success of the NISPB over the last 12 years of performance should be upheld as guiding principles. In terms of how to overcome the weaknesses, recommendations will be detailed in a subsequent section on the Embassy's management of the programme. (see 5.2.3 and 5.3.1)

4.4. A perspective on the Programme's specific outcomes

In Chapter 3, section 3.6 "Tendencies in portfolio and projects - conclusions", the Programme's specific outcomes and achievements were discussed and analysed, and illustrated with graphic charts. The issues discussed were: the change in focus from land rights and demarcation to sustainable territorial management; the new challenges related to international climate change policies and forest protection; IPOs' capacity to participate in these national and international policy processes; the portfolio composition and distribution of support to NGOs vs. IPOs over time; the thematic composition and distribution of the support; and, finally, the geographical concentration and regional distribution of supported projects. The main conclusions and related recommendations will be presented in the following sections:

4.4.1. Gradual transfer of support from NGOs to IPOs not achieved

In terms of number of projects supported 2001-2014, there is an almost 50/50 distribution of projects supported in each category; however, in terms of amounts spent for each category there is a marked difference, with 65 per cent (114 mill. NOK) being spent on NGOs and 35 per cent (62 mill. NOK) on IPOs in the same period. (cf. 3.6.4). Looking at the distribution of support between the organisations within each category, it is more uneven. Among the NGOs, two organisations out of twelve received 51 per cent (33+18) of the support, while the IPOs had a more even distribution (see Chart 1 p. 13).

To capture changes in trends in transfer of funds from the NGO category to IPOs, the distribution 2001-2014 was compared with the funding allocations 2012-2015, revealing a reverse tendency of a 5 per cent increase in funds going to the NGOs (NGOs 65 per cent/ IPOs 35 per cent) (see Chart 2, p. 14).

Finally, comparing the number of NGOs and IPOs 2001-2012 with the number of organisations supported from 2013 on, an even more marked difference could be seen. Of the 12 NGOs supported in the period, eight were still being supported in 2013, while of the 14 IPOs only five were still left in the support portfolio. Of the five IPOs, one is under observation and may be removed from the portfolio, while a decision has already been made to exclude another, leaving only three or four in 2014. (See Chart 3, p. 15.)

This conspicuous tendency runs counter to the declared goals of the NISPB to gradually increase the proportion of its support going to IPOs.

4.4.2. Recommendations

a. It is recommended that the Programme, informed by the present study, elaborate a new strategy for gradually and consistently transferring support from the NGO category to the IPO category over time, with clear benchmarks and a timeframe. A corresponding set of criteria (indicators) for monitoring the success and progress of the IPOs as compared to the NGOs should be developed.

To do this, other prerequisites will be required:

b. It is recommended that a thorough study of the performance problems of the IPOs on all levels be carried out in order to identify, chart, analyse and classify the problems, the interrelatedness and the dynamics. It should cover structural, functional, managerial and political problems, and also analyse these in a cultural and idiosyncratic context. This also includes the latent discussion of indigenous representativeness, i.e.

whether a specific representative or organisation is truly representative of the base it claims to support. This study already contains the elements to inform the terms for such scrutiny.

c. Based on the results of such a study, which should be done jointly with the organisations and with a clear participatory approach, a strategy of how to help the organisations overcome some of the problems should be produced. The consultants were quite concerned over the increasing anti-indigenous discourse in Brazil. There are not so many active indigenous leaders and organisations operating that we can afford to lose any of them, given the magnitude of the problems arising at the State, regional and municipal levels. A more proactive “salvage” strategy for strengthening the IPOs, not only at the local but also at the regional and national levels, is recommended.

4.5. Reinforcement and sustainability of partner organisations

As discussed throughout the case studies in Chapter 4, the institutional support of the partner organisations, whether “indigenist” support NGOs or representative IPOs, has been fundamental to their performance and, in several cases, their very existence. Institutional support and core funding covers the running costs of an organisation, and it is increasingly difficult for the partners to secure funding that has not been earmarked to very specific project activities. This has, in many cases, also been a prerequisite for diversifying funding and support partners. Although there is no doubt that institutional support creates dependency on continued funding, all organisations seem absolutely aware of the danger of depending on a single or few funding sources and all seem to be following a strategy of diversification. As argued in the case studies and mentioned during the interviews with the supplementary organisations, the “project market” is becoming increasingly fragmented, specialized and specific and, accordingly, core funding becomes increasingly difficult to obtain. In this scenario, the NISPB institutional support still remains a cornerstone for most of the organisations supported. This is despite the fact that most of the partners have diversified their funding and are continuously looking for new support partners, in an attempt to reduce their vulnerability to any discontinuation of support from one or other partner, including the NISPB. In this respect, the support NGOs seem to be the most resilient, all of them receiving support and cooperation from a wide array of foundations and funding organisations, mostly in Europe, the USA or Japan. This also goes for the larger regional indigenous organisations in the Amazon basin, such as CIR, FOIRN and Hutukara, which enjoys support from a number of national and international NGOs, and funding from many sources. As documented in the case studies, some of these organisations have also received training in strategic planning, management and a Logical Framework Analysis directly from the Programme, which has reportedly helped them in scaling up and improving their partner search and fundraising abilities. The CIR also emphasized that the institutional support helped it to promote transparency and this, consequently, brought about more space for reflection within the organisation.

4.5.1. Weak and unsustainable organisations

Not all IPOs are a success story of impact and sustainability. There is a segment of weak IPOs, particularly at the regional level, and particularly (although not exclusively) outside the greater Amazon, that have great difficulty in performing to the satisfaction of donors and which have not reached a sustainable level of support, nor the political results they aspire to. These are the organisations the Programme has chosen to phase out and discontinue supporting, as shown and discussed in section 3.6.4. Although there may be good reasons for such decisions, and echoes in the decision to reduce the number of organisations supported in the NISPB portfolio, this is creating a disproportionate cut in support to IPOs as compared to NGOs (cf. 5.4.2) and this is, inadvertently, against the overall goal of the programme of strengthening indigenous peoples organisations’ in Brazil. The consultants find it problematic that the weakest organisations are the ones that are falling off the radar, often regional organisations in which a reinforcement of the indigenous movement and representation is highly needed. Representative indigenous organisations cannot be replaced or substituted by support NGOs in the political field, and gradually excluding them from support due to performance problems does not solve the problem, and the need for them to prevail. Of course, the

magnitude of the problem is greater at the regional level but the structure of the problems can also be found at the local level. The case of APIZ is illustrative of this, whereby the IPO - despite management training courses and agreed benchmarks for performance and results - has not been able to solve a fundamental problem of internal divisions within the indigenous group and complicity with illegal logging inside the TI Zoró from certain sections (see section 4.4.2). The consultants consider it crucial that the weakest segments of the IPOs are not abandoned due to managerial inefficiency but that real solutions to the deficiencies are identified and support given to overcome these shortcomings, in order to build a stronger indigenous peoples (IP) movement, which is the goal of the programme. The experiences of well-functioning organisations may provide guidelines and, support NGOs could play a role in altering this unsustainable scenario.

4.5.2. Recommendations

It is recommended that priority be given to reinforcing the weaker segments of the IPOs, particularly at the regional level, and that a strategy is drafted on how this can be done, based on a thorough analysis of the causes of the deficient performance and results. It seems relevant in this context to mention that training in conflict resolution in culturally sensitive environments, negotiation and campaigning may be central elements of such a strategy. Several of the support NGOs have experience in these fields and could be involved as resources in the process.

4.6. Geographical distribution of supported projects

As previously discussed, the spread of the activities supported is nationwide and covers almost all regions of Brazil, as listed in the mapping matrix (*Annex 5*). The Programme has a stated priority of increasing support to indigenous organisations and NGO partners outside the Amazon region (*Amazônia Legal*) and has succeeded in supporting regional organisations both in the south and in the northeast, and in the habitats of the Cerrado and the Mata Atlântica, although the majority of the projects are still in the Amazon region. However, this scenario is going to change in the future, as no IPO outside the greater Amazon region will be receiving support after 2014, according to the present budget.

4.6.1. Indigenous peoples in cities

According to the 2010 national census, there is a total of 896,917 indigenous persons in Brazil. Of these, 324,834 or some 36 per cent were living in urban or peri-urban settings (geographically defined as urban jurisdictions) and 572,083 or 64 per cent in rural settings (IBGE 2010).¹⁶ Among these latter, 517,000 (57.7 per cent of the total) lived in officially recognized TIs. This means that over 40 per cent of the indigenous population of Brazil is living outside recognized territories, whether urban or not. These are statistical figures based on specific census registration methods (self-identification), and the actual number of indigenous peoples in Brazil, and particularly in urban environments, may be considerably higher. No data was available on how many of these are in urban settings inside the Amazon region and how many outside in other geographical areas. This study has not focused specifically on the increasing number of indigenous peoples living in urban or peri-urban settings and the migratory patterns of IPs between rural settings to urban or metropolitan settings, but it is evident that indigenous peoples and their livelihoods in urban environments pose new challenges to the support of IPs in Brazil. In this study, all of the Guarani communities visited were in urban or peri-urban environments outside the Amazon, with limited or no access to land and territories, and with numerous latent conflicts with the dominant non-indigenous Brazilian population. Strong partner

¹⁶ <http://saladeimprensa.ibge.gov.br/en/noticias?view=noticia&id=1&idnoticia=2360&busca=1&t=ibge-maps-indian-population>

NGOs such as CIMI, CTI and ISA are focusing on these problems, particularly among the Guarani peoples in the Mata Atlântica and adjacent areas, with the support of the NISPB. The particular problems of urban indigenous livelihoods may be a future priority focus.

4.6.2. Indigenous peoples outside the Amazon region

As discussed in some detail in the Guarani case study (Section 4.2), there is a considerable percentage of the indigenous population in Brazil living outside the greater Amazon region (*Amazônia Legal*) in the South, South-East and Mato Grosso do Sul regions, and most of the North-East Region. Taking the 2010 census, our gross calculations indicate an indigenous population outside the Amazon of 419,619, or 46.8 per cent of the indigenous population of Brazil. Nonetheless, as discussed earlier, it is still the Amazon habitat, the biodiversity and its colourful and exotic indigenous population that attracts most of the public interest and NGO support, both nationally and internationally, and few people are probably aware that almost half of the indigenous population in fact lives in geographical areas outside the Amazon, in agricultural areas, in dry and semi-dry habitats and often in urban or even metropolitan zones. Of these groups, the Guarani is the single most numerous and most vulnerable group, often living in extreme poverty. Only a fraction of the international support to indigenous peoples' rights in Brazil goes to IPs outside the Amazon, and it is to the credit of the NISPB that it has decided to scale up its support to IPs in these regions.

4.6.3. The Guarani situation

The total number of Guarani in Brazil today is estimated at some 70,000 persons (CTI 2013, personal communication) spread across a number of small communities, particularly in the southern and south-eastern part of Brazil. The different Guarani subgroups in Brazil, Argentina, Paraguay and Bolivia total an estimated 260,000 individuals. As discussed earlier in Chapter 4, the Guarani most often live on minuscule plots of land, with a vast number living outside demarcated and legalized territories. They are the most vulnerable of all the indigenous groups in Brazil, living in very poor conditions and suffering the entire spectrum of poverty, including the highest suicide rates in Brazil, on top of the weight of widespread ethno-racist discrimination and cultural stigmatization. (cf. 4.5.2). This was particularly conspicuous in the areas visited in the State of Paraná, close to the border of Paraguay. The core of the Guarani problems lies in their lack of access to land, and demarcation and legalization of land and expansion of insufficient territories is a *sine qua non* for solving the disturbing situation of the Guarani. The NISPB supports two pro-indigenous NGOs working with the Guarani, CIMI and CTI, and channels support through the latter to the multiregional Guarani organisation, CGY, which is working for the demarcation and legalization of Guarani territories and land claims.

4.6.4. Recommendations

- a. It is recommended that the Programme give high priority in the future to supporting projects and organisations outside the Amazon region, and that support for the reinforcement of representative indigenous organisations at the regional level are particularly targeted.
- b. It is recommended that the Guarani situation be given particular attention in the non-Amazonian regions, and that support to land demarcations and legalizations of territories is given precedence. We suggest that a special strategy for at least a five-year period is drawn up concerning the Guarani situation, and that a special budget line for the support to the Guarani is established and the necessary means allocated.
- c. In conversations with ISA and CTI, the issue of a lack of accessible land for the Guarani due to private ownership of most of the land in the Guarani regions was raised, along with a proposal to find a way to buy the necessary land for the Guarani, (Marcio Santilli, ISA, 2013, personal communications). It is suggested that, in cooperation with ISA, CIMI and CTI, the NISPB investigate the possibilities of such a procedure and the criteria for establishing a joint venture land fund for this purpose (public/private "basket fund"). The establishment of such a mechanism would be an innovative solution, which, if practicable, may prove useful in other regional contexts as well.

4.7. A summary: Gender and women as cross-cutting issues

In general, gender issues and women's interests have not been given high priority by the pro-indigenous NGOs in Brazil in their project support to indigenous peoples, communities and organisations. This has also, until recently, been the case for government policies and institutions although this is gradually changing. In *II National Policy Plan for Women published in 2008* (Secretaria Especial de Políticas para as Mulheres 2008), the particular problems of indigenous women are being addressed. The Special Secretariat for Women's Policies, which is coordinating the implementation of this policy, recognizes that there are huge differences in the specific contexts for women, and that when addressing specific issues such as sustainability or access to land, these differences should be recognized in order to make policy inclusive. Following this principle, the second edition of the National Plan incorporated "indigenous women and other traditional community members", as it puts it. The focus was particularly on the link between institutional discrimination and violence against indigenous women, and on the role of women in sustainable agriculture, land rights and food security. At the end of 2012, the Special Secretary commenced a programme called "Dialogue with Indigenous Women", in association with FUNAI.

The difficulties of bridging the gap between general public policy for women and policies for indigenous peoples is a problem not only for government institutions but also for the NGOs and IPOs in their methodological approach and in their specific projects. One of the reasons is that there are no disaggregated data relating to men, women and children, and a lack of qualitative data on women's rights and roles on issues related to land, health and education. However, more subjective and conformist justifications for not giving priority to a gender-sensitive approach to women's issues in indigenous projects are also present. (see 4.7.2 Organisation's reasons for not working from a gender perspective). And yet the responses from the indigenous communities visited in this study were very positive towards a gendered focus in the project work, looking at the differentiated but complementary roles of men and women in the community context and in their strategies for coping with the urgent issues of land, economy and livelihoods. Women's central importance in the cultural reproduction and maintenance of community cohesion, and in vital areas such as nutrition and health, was particularly accepted by both men and women in the communities.

At the institutional level, women's secretariats have been created in many of the IPOs and these are gaining increasing importance in the political process of consolidating indigenous rights and policies in Brazil. In the territorial and environmental management of indigenous lands, too, women are playing an increasing role in producing adequate strategies. CIR is particularly illustrative of this tendency.

4.7.1. Recommendations

- a. It is recommended that the NISPB set aside funds for supporting indigenous women's participation in the *Dialogues* process with FUNAI and the Special Secretary for Women's Policies.
- b. It is recommended that the Programme establish closer contact with women in the indigenous partner organisations, with the aim of developing specific indicators for enhancing and monitoring the programme's social and community outreach. Additionally, the programme officers or consultants could develop an appropriate gender approach to indigenous peoples in Brazil. This should take place through a participatory construction that could serve as a path for more technical cooperation with government agencies in their attempts to link women's and indigenous peoples' rights in the delivery of social policies.
- c. If it is the Programme's intention to invest more in indigenous culture as a means of strengthening rights, it is recommended that indigenous women's participation in the elaboration and execution of projects be prioritized and enhanced, given their role as cultural keepers in the communities.
- d. It is recommended that a gender network be established among interested partner organisations, pro-indigenous and indigenous alike, reinforcing the process of establishing indicators and strategies for specific support to indigenous women. If a special budget line were set aside for such a network, it would greatly facilitate indigenous women representatives' discussions of their different demands and perspectives in terms

of necessary support and frameworks. Furthermore, such a participatory construction would be able to articulate the gender and women's discussions between the IPOs and the NGOs, to the benefit of both.

4.8. Cooperation with other Norwegian NGOs in Brazil

Three Norwegian NGOs operate in Brazil with partnerships and support to indigenous peoples, namely the Rainforest Foundation Norway, Norwegian Church Aid and FIAN (FoodFirst Information and Action Network), all of which have intersecting activities, partners and interests with the NISPB support portfolio. The organisations receive most of their funding from Norad and the Norwegian Foreign Ministry, and are in many aspects running complementary programmes to the NISPB. Contacts and information sharing with the Embassy varies but there has hitherto not been any coordination or common efforts in project support. The study team conducted interviews with all three organisations in Oslo regarding their views of the NISPB and the degree of cooperation and information sharing. Their positions are summarised below:

4.8.1. Concluding remarks on project management and cooperation

All of the Norwegian organisations interviewed expressed an open interest in closer cooperation with the NISPB and the embassy in the future. RFN and NCA both raised the issue of the increasing pressure being placed on indigenous rights in Brazil by rural lobby and corporate interests, and the uncomfortable position of an embassy-based programme such as the NISPB in a contradictory and complicated national political environment. Both organisations also commented on the renowned outcome efficiency and success of the Programme.

The consultants believe that the status of the NISPB and other Norwegian contributors to the IPR work in Brazil offer an opportunity to think creatively as to how the different programmes and organisations could support each other in the future.

4.9. Cultural cooperation and exchange

Cultural exchange represents a special field of cooperation between the two countries and, in the field of indigenous culture, there is a particular and growing interest in both countries. Cultural expressions are a strong conveyor of political messages, and this is particularly conspicuous in the indigenous movement. This is not least due to the Sámi people and their political movement in Norway, which has had contact with the Embassy and Programme in Brazil for many years, and frequently has representatives visiting the Embassy and the NISPB partners in Brazil. One particular expression of this cooperation is the presence of a Kayapo delegation and others at the annual **Riddu** Riddu music and culture festival in northern Norway. The international indigenous Riddu Riddu festival is held every year for five days in July during the Arctic summer in the Sea Sami village of Olmmáivággi, or Mandalen as it is called in Norwegian, in the municipality of Kåfjord. Artists, performers and indigenous activists from all over the world visit this festival, which is supported by a number of Norwegian ministries, municipalities, Sámi organisations and private donors.

The NISPB has been supporting video productions and training of indigenous video producers and documentarists through different partner organisations, of which the Video nas Aldeias and the Instituto Catitú are specialist organisations. The Programme has also produced its own video documentaries and interviews and generally takes an active part in cultural events in Brazil involving indigenous peoples and cultures.

Communications from the Embassy about the Programme and related cultural activities are generally directed towards the Brazilian public. Little or no communication is directed at the Norwegian public about

the NISPB and its human rights work for indigenous peoples in Brazil. The consultants regard it as very important that the Norwegian public be informed about the work of the NISPB. Not only is it of general public interest in Norway as to how taxpayers money is spent on development aid but the success of this programme and the focus on indigenous peoples may be of special interest to Norwegians given that Norway has always been at the forefront of indigenous rights advocacy worldwide, and has itself developed a political space for the Sámi in the national political process. Culture, art and cultural expressions are excellent vehicles for such information work.

4.9.1. Recommendations

The Norwegian Foreign Ministry has a special budget for support for cultural exchange activities for embassies, and the potential for cultural exchange between Brazil and Norway is great. The Embassy could form an ideal platform for developing such activities, and the consultants recommend that it look into the possibilities of establishing such a platform and of obtaining support from the special funds for cultural exchange. See next section on the 30-year anniversary for more detail on this proposal.

4.10. The Amazon Fund

A special issue relevant for the present study is the Amazon Fund and the role it has played and is expected to play in supporting civil society organisations and IPOs in Brazil. The Amazon Fund was created in 2008 by presidential decree of ex-president Lula in response to the observed rise in deforestation in the Amazon region. To curb this disturbing development, he launched the Plan of Action for Protection and Control of Deforestation in the Legal Amazon for the period 2008–2011. To this end, the Amazon Fund was created in August 2008, with an allocation of 500 million USD from the Brazilian government but with the intention of obtaining additional resources for implementation of the action plan. The Norwegian government was the first contributor to this fund, pledging 1 billion USD to be paid up until 2015, based on documented results in reducing deforestation in the Amazon. So far, 112 million USD has been transferred. German development aid also pledged 27 million USD, and has so far transferred 12 million.¹⁷ The Amazon Fund is administered by the Brazilian National Development Bank - BNDES. A steering committee has been appointed, and includes representatives of the Amazonian local authorities, ministries of the federal government, the Bank and civil society (environmental NGOs, indigenous peoples, industry, farmers, etc.). Norway has observer status in the steering committee. The embassy in Brasilia has monitored the establishment of the fund closely, and now has a Norwegian official stationed at the embassy to follow and monitor the work of the fund.

The Fund provides grants for projects in the following fields:

- Management of public forests and protected areas;
- Environmental monitoring and control, environmental legislation;
- Sustainable forest management;
- Economic activities based on sustainable use of the forest;
- Surveys of relevant areas (economic and ecological data), land-use planning and regulation;
- Conservation and sustainable use of biodiversity;
- Restoration of deforested areas.

¹⁷ Source: Climate Funds Updates webpage <http://www.climatefundsupdate.org/listing/amazon-fund>

Up to 20 per cent of the available funding may be used to develop monitoring and control systems for use in other ecosystems (for example, other types of forest) and in other tropical countries.¹⁸

4.10.1. Performance and critique

Initially, there were great expectations of the Amazon Fund and the role it could play in supporting civil society organisations and IPOs in Brazil. However, the fact that it was the BNDES that would be managing the fund, given that the role hitherto played by the BNDES as the main financer of infrastructure and large-scale development project in the Amazon, paving the way for the accelerated destruction of the rainforest, was seen as a contradiction in terms by many organisations and observers both in Brazil and internationally. The Fund's performance has been subject to extensive criticism from civil society organisations in Brazil, as the procedures for applying for projects and the processing time seems excessive. Few NGO projects have been accepted, and it has become obvious that only larger projects will receive support, meaning that most civil society organisations and IPOs will not be able to benefit from the Fund unless they form larger project consortia, and have a very clear environmental focus. The critique also spilled over into the Norwegian political debate where opposition, from both sides of the spectrum, criticized the government for spending taxpayers' money on an environmental fantasy, stating that it was obvious the Amazon Fund was unable or unwilling to use the money. We find the last criticism unwarranted, as it is very important that investments in forest conservation and ecosystems maintenance render the expected results, and that investments are thoroughly screened before being implemented, as harmful investments will be highly counterproductive in the long run. That said, it is obvious that the processing time is long, and that the bureaucratic procedures of the BNDES could be improved. So far, only two of the NISPB's partner organisations have succeeded in getting a project approved through the Amazon Fund, and these are OPAN and ISA as part of a much larger consortium for a project on sustainable production and a seed network.

4.10.2. Conclusion

The critique made by numerous of the partner organisations and the two large Norwegian NGOs, the Rainforest Foundation and Norwegian Church Aid, that the Amazon Fund is structurally unsuitable for providing support to civil society organisations' work in favour of indigenous groups and organisations in Brazil, should be taken seriously. Institutional support and support to the building of strong and representative indigenous organisations and networks are, at this moment, not activities that can be considered by the Fund. It is a matter of both scope and scale. All support must be earmarked to specific activities that will render documented effects on preserving rainforest environments, and small-scale projects are not deemed feasible, which means that only larger institutional projects or consortia of a number of organisations will realistically be considered for support.

The joint conclusion is that the Amazon Fund as per today is incompatible as an alternative funding source for the activities of the NISPB, and for the majority of the partners or projects in the present portfolio, and expectations of cooperation between the Fund and the NISPB are unrealistic.

¹⁸ Source for the data on the Amazon Fund is the website of the Norwegian Ministry of Environment.

5. Embassy management of the Programme

5.1. NISPB operational planning and monitoring

The NISPB does not have an overall programmatic or explicit strategy for its operations, apart from general guidelines for support to IPs, in line with ILO Convention 169, the action plan for the indigenous support programme in Brazil from 2005 (Bengtson 2005) and the recommendations from Norad's review in 2008 (Arnegaard and Bengtson 2008). Because of the lack of a more structured programmatic and strategic approach, the Programme as such does not operate on the basis of a LFA or other process planning and monitoring tools, making any results monitoring very difficult on a programmatic level. Moreover, the Programme lacks a baseline for establishing a point zero for progress and results monitoring. The absence of such a programmatic approach is also reflected in the monitoring and reporting system of the NISPB. There is no cumulative results monitoring system or database that would make it possible to track long-term results and impacts. In line with this lack of an overall programmatic approach, there are also no explicit written monitoring guidelines.

However, this does not imply that the programme officers do not have clear procedures and criteria for project selection and monitoring. On the contrary, interviews with the responsible staff at the Embassy and the programme's main external consultant revealed a systematic procedure for selecting projects, annual programming of monitoring and field visits, a series of templates for applying, reporting and concluding projects, and a semi-annual evaluation and scoring system for progress monitoring. However, this does not follow an explicit, written and accessible guideline or programmatic system. It is more like an implicit built-in procedural approach, which has developed as a trial-and-error process over time between programme officers and the Embassy's external consultant. It is primarily embedded in the personal memory of the programme staff. This leaves the Programme without independent institutional memory at the Embassy, without a database that can be consulted for tracking projects and developments; without political, cultural and social data. Due to the uniqueness of this long-term support, a database and institutional memory is of central importance for the history of the indigenous movement in Brazil and Latin America, and for Brazilian history as such. It is thus not only for obvious managerial reasons that the institutional memory could be systematized.

The consultants acknowledge that the lack of an overall programmatic approach has grown out of the historical development of the NISPB, and that this also has advantages. One of these is the openness and flexibility of the programme, allowing organisations to approach the programme and Embassy staff with any proposal without the limitations of a predefined framework or line of action, and more rigid relevance criteria. This guarantees a breadth in the coverage of types of organisations and project foci, due to certain randomness in the selection. However, the subjectivity of such criteria in the selection process could also be a vulnerability. We will discuss the options for establishing a programmatic planning and monitoring system for the NISPB in the next section but simply wish to flag here that we consider such an approach as vital to the long-term viability of the programme. Transparency and visibility are aspects in this reasoning.

5.2. Consultation, supervision and training

Besides the mentioned management procedures of the NISPB, the Programme also plays a proactive role in supervision and training services to partner organisations as or if needed. To help the programme officers at

the Embassy carry out project visits and supervision, it has for several years used the services of an external consultant, a specialized and highly skilled specialist in institutional issues. Several partners have benefitted from his skills through LFA courses and his support in facilitating strategic planning workshops. It could be noted that such highly structured planning tools at the project level stand in glaring contrast to the lack of the same on the programmatic level within the NISPB, and almost as a contradiction in terms, emphasizing that the NISPB is not a coherent programme as such but a conglomerate of individual organisations and projects, with no explicit coherence. The technical programme training from the consultant was highly appreciated by some of the partners. Although LFA capacity mainly relates to the managerial aspects of project work, it is also seen as a resource for fundraising in the project market, and thus supporting partner diversification and organisational sustainability.

However, not all of the organisations' problems are a matter of strategic planning or logical framework analyses. In the case of the indigenous organisations, in particular, there is a whole series of other problems that are not solved through managerial tools or interventions. The problems of medium and high-level organisations' representativeness and contact with their bases relates to both ethnic, cultural, historic, political and financial factors that have little to do with institutional planning capacity and technical programming.

5.2.1. The example of APIZ

At the local level, we observed a similar problem in the case of APIZ, as already flagged in the presentation of the case in Chapter 4. APIZ has been placed under observation for further funding by the Programme, for not efficiently confronting the problem of complicity of community members in illegal logging activities at the TI Zoró. The Programme has made several attempts to improve this situation through supervision and planning sessions with the APIZ but apparently without the expected results. This problem cannot be solved through programming and goal-seeking intentional declarations. It is a problem deeply rooted in the culture and history of colonization of the Tupi-Mondé ethnic conglomerate, and has a lot to do with Zoró power structures, the collapsed clan system and internal conflicts. To solve this and recreate social cohesion in Zoró society, it will be necessary to stop the illegal extractive activities, a very different approach and strategy are needed, in which LFA and strategic planning skills are almost irrelevant. Here, an anthropological consultant specialized in conflict resolution in ethnic settings seems more appropriate.

5.2.2. External consultancy services and the capacity of the team

The procedure for hiring the consultant is on the basis of a call for consultancy services on an annual basis, with the ToR being posted on the embassy website with a deadline for application. So far it has been the same consultant winning the contract, which is understandable. However, other types of consultancy may be needed and the additional use of a more varied selection of consultants may be warranted. It is suggested that the institutional specialist be attached to the programme on a longer time horizon, as in reality he forms part of the embassy's management team.

Regarding the capacity of the programme team at the embassy, it is obvious that one and a half persons to administer and implement a programme of this magnitude and importance is minimal, even if we take into account the support of the external consultant. So far, the team has managed to run the programme flawlessly, and the consultants have heard nothing but positive comments from partners about the flexible and dynamic administration. However, if a more structured and programmatic approach and monitoring system is to be implemented, more working capacity will be needed.

A thorough analysis of capacity and needs is suggested, aimed at expanding the allocated working hours and workforce at the embassy. It is also notable that the programme officers should have more time for field visits to the project areas of their partners. This might contribute to improving quality assurance and better strategies for solving functional problems, particularly related to IPO performance.

5.2.3. Recommendations

- a) The consultants recommend that the planning and management system be scrutinised, made explicit, and specified in written guidelines.
- b) It is likewise recommended that a system or database for recording and monitoring progress be established and maintained in the future. To this end, technical assistance could be sought from the partner organisation, ISA, which has developed an impressive database and recording system for indigenous peoples and territories, and has years of experience and technical skills in databases for qualitative data and analysis. Other database and recording systems may be available in Norway through Norad.
- c) It is further recommended that the institutional specialist/consultant be attached to the Programme team on a longer time horizon. A three-year retainer contract for consultancy services is suggested.
- d) The consultants recommend that external consultants specializing in other thematic aspects of indigenous peoples' and organisations' current problems, as they relate to the Programme's expected results, be considered and hired by the NISPB.
- e) It is also recommended that the Embassy's programme management staff's capacity be enhanced, based on an analysis of their present capacity and needs.
- f) Accordingly, it is recommended that more time be allocated for programme officers' field visits to project areas.

5.3. Elements in a new programme framework - a conclusion

In the light of the overall assessment of the programme vis-à-vis the ethno-political and indigenous rights scenario in Brazil and in relation to the country's public policies, it can be concluded that the NISPB is of extraordinary importance for the indigenous peoples of Brazil and for the continuing democratic development of public policies in their regard, and that the Programme should continue its support for at least another 5-10 years.

To do this, however, the Programme needs to adapt to the new challenges of Brazilian society, and also to the policy and priorities of Norway's international cooperation. Furthermore, it is considered important that the NISPB reorganize its overall framework in such a way that overall programmatic planning, follow-up, supervision and results monitoring are explicit, visible and documentable. In other words: that the NISPB take the form of a proper, coherent and integrated Programme, and not just as an amalgamated conglomerate of individual projects.

It is not an easy task to restructure the NISPB towards such programmatic coherence. It must be done through a series of workshops and consultations between the parties involved, i.e. the Embassy and the programme officers, NORAD and the NFM, and relevant Brazilian institutions such as FUNAI, and the partner organisations. Concerns were raised during the consultancy as to the political appropriateness of operating an indigenous rights support programme that directly targets civil society from an embassy platform in another country in which growing conflicts between economic interest groups and indigenous populations are becoming increasingly politicized.

After consulting several qualified observers, it can be concluded that the placement of the NISPB at the embassy is not breaking any written or unwritten laws or diplomatic rules, and that all the activities of the organisations supported, both indigenous and non-indigenous, are well within the legal framework of the country, which it *de facto* defends. Likewise, other embassies run a number of other aid and support programmes targeting indigenous as well as non-indigenous organisations and social groups. An example, albeit somewhat the reverse, is that of USAID, which for years operated out of the American Embassy providing civil society support to indigenous peoples and environmental protection of the Amazon. USAID wanted to contribute to protecting isolated and uncontacted indigenous groups, and chose to support some of FUNAI's Protection Fronts (e.g. *Frente de proteção Etno Ambiental do Vale do Javari*), which run

surveillance and control posts at the main entrances to indigenous territories with isolated groups. However, USAID cannot support government institutions, only civil society organisations, and thus formally supported CTI, which in turn had a cooperation agreement with FUNAI, and re-channelled the support in that direction. The support never went through the national treasury, however. The creation of the TI Vale do Javari was quite controversial, as several thousand settlers and loggers were forced to relocate outside when it was established in 1998.

However, the legality of the NISPB *per se* would probably not deter certain anti-indigenous interest groups from flagging the programme up as a problem, if they noticed it and could use the case for campaigning. The solution would be to have a clear cooperation agreement with the relevant federal institutions in Brazil without compromising the four basic principles emphasized above.

5.3.1. Recommendations

- a. It is recommended that the Norwegian Indigenous Support Programme in Brazil reorganize itself into a coherent and integrated programmatic approach, with an accompanying results monitoring system as mentioned in section 5.2
- b. To do this, the first step will be to establish the situational status quo, i.e. establish a baseline or point zero at the programme level. To this end, it is suggested that the Embassy outsource this as an external consultancy. The present review could inform the drafting of the Terms of Reference, *inter alia*.
- c. It is recommended that a new programme be structured in thematic project lines or lines of support. These should correspond to relevant issues in a Brazilian indigenous rights context and public policy. Other terms and criteria for the selection of project lines may apply. *Ad hoc* suggestions for such project support lines could be:
 - Guarani land and territories
 - Indigenous peoples in border scenarios
 - Culture, heritage and identity
 - Land, territory, natural resources and climate
 - Ethno-environmental mosaics and corridors (synergy support for territorial consolidation and surveillance)
 - Gender issues and women's spaces in an indigenous context
 - Miscellaneous

These are, however, only meant as an illustration of the idea.

The project lines would make it possible to “pool” organisations and projects that could benefit from cooperation and knowledge sharing, creating productive synergies. An example of this would be “Land, territory, natural resources and climate” and “Ethno-environmental mosaics” where some of the specialist organisations such as IPAM and INBRAPI would be able to cooperate, and possibly strategically relate to the operations of the Amazon Fund. (See presentation of the Amazon Fund section 5.11)

- d. To consolidate the NISPB's strategic position at the Norwegian Embassy in Brazilia, and to further the impact of its project support, it is recommended that the Programme enter into a special cooperation agreement with FUNAI, which is allegedly highly positive to any cooperation with the Programme. Such an agreement should be around technical cooperation and information sharing, and should not imply that Norwegian funds are being allocated through the bureaucratic public treasury as a bilateral agreement, which the consultants regard as a no go. The cooperation should only encompass selected project lines, in which the cooperation with FUNAI would create a synergetic effect. Of the suggested project lines we could mention the Guarani land demarcation issue and the Gender and Indigenous Women's issue as well suited to synergetic cooperation with FUNAI.

- e. As also suggested in section 6.1, the Programme should establish a simple but effective results/output monitoring system, with relevant indicators and benchmarks. This should not necessarily follow the conventional LFA system but could try out more dynamic systems and instruments. This is said because the

results of institutional support are very often not tangible, and the outputs from this particular programme are processes. If the result is a floating outcome, i.e. a process seeking to move in a particular direction, indicators are also dynamic. LFA systems are not particularly suited to monitoring “moving targets”.

f. Such a dynamic results monitoring system should be developed by the programme officers and the Embassy, with the necessary help from a planning and monitoring specialist. Staff with daily responsibility for running the support programme must have direct ownership of the monitoring and recording system at the Embassy. Further, such a results monitoring framework cannot be established before the new structure and function of the programme is defined. It is not possible to design a monitoring system before you know what it is you want to monitor. Specialized assistance from Norad is suggested.

Annex 1. Terms of Reference and Methodology

Preamble

This study covers the project portfolio of the “The Norwegian Embassy-Driven Support to Indigenous Peoples in Brazil” referred to hereafter as the Norwegian Indigenous (Peoples’) Support Programme in Brazil (NISPB) or simply the Programme. The study covers the project period from 2002-2012 (2013), and focuses on the current 18 projects being supported through 17 civil society partner organisations.

The general purpose of the study, according to the Terms of Reference (ToR), is twofold:

1. *To acquire knowledge and draw lessons about the nature, relevance and outcomes of the Norwegian Indigenous Support Programme in Brazil*
2. *To inform future strategies, policies and interventions in this area of development cooperation.*

Based on the overarching rights-based approach of the Norwegian Support to Indigenous Peoples in Brazil, the ToR included a questionnaire matrix on relevant human rights issues to be addressed in the review, following the so-called PANTHER approach (see below), an extension of the conventional human rights-based approach. (cf. Friis and Kyed 2009). Alongside this, the ToR included a priorities checklist matrix to guide the assessment of the indigenous peoples’ support programme. According to the ToR, the review was to consist of three different parts, for which the ToR specified a number of issues to be addressed and questions to be asked. The three parts are the following:

1. *Mapping of organisations supported in the period 2002-2012 and a short analysis of the relevance of the programme and partner organisations to the Brazilian and Norwegian policies on indigenous peoples as well as the 2011 Norwegian Brazil strategy.*
2. *In-depth analysis of the outcomes (positive and negative) brought about by the support in selected areas and for selected organisations as well as identification of challenges and potential for improvements. The analysis should focus on outcomes for the following human rights components: participation, accountability, non-discrimination, human dignity, empowerment and rule of law.*
3. *Recommendations for the way ahead, e.g. main elements in a strategic framework for 2013-2017.*

Apart from the mapping of organisations based on archive material, an auto-survey among partners and supplementary documentation from the Embassy and Norad, the main focus of the study is on the second part, based on four case studies in the field and six complementary organisational interviews. It was agreed with Norad that the term “In-depth” was not literally applicable within the given time-frame, and that the study could instead be described as a rapid participatory rural appraisal, with a multi-sited stakeholder approach. (see Annex 14)

The study team consisted of external national consultant, Marcela Vecchione Gonçalves, Brazil; external consultant and team leader, Søren Hvalkof, Denmark; and, for the first half of the field visits, Kari Marie Thorsen, Senior Advisor from Norad in Oslo.

Methods and analytical approach

The PANTHER approach to case studies

Although the Embassy's support to indigenous and pro-indigenous organisations in Brazil is referred to as a "Programme", it is not organized in a programmatic way. The pros and cons of this will be discussed. However, in the absence of a defined baseline and corresponding monitoring system for the NISPB, and with no explicit overall programmatic schema for its support, the consultants - in correspondence with Norad during the inception phase - opted to select four cases for more detailed study to exemplify the comprehensiveness and variability of the programme's impact on guaranteeing and strengthening indigenous rights in Brazil.

The overall methodological framework for the study anticipated by Norad is the so-called PANTHER approach. This methodology refers to component indicators that will measure the change in social actors and context as well as in the role of social actors in changing the context related to rights. PANTHER is an acronym of the components **P**articipation, **A**ccountability, **N**on-Discrimination, **T**ransparency, **H**uman Dignity, **E**mpowerment and **R**ule of Law, requested by Norad as the basis for assessing the Programme's outcomes.

As the consultancy team opted for a qualitative study based on grounded research into the indigenous rights scenario in Brazil, the original PANTHER component indicators were transformed into case-specific indicators adapted to this specific political and social context. To this end, the consultants prepared an interview guideline with a defined set of questions related to each indicator under each PANTHER component. The interview guideline was designed for open-ended interviews to be conducted with the selected organisations and communities visited. Using a participatory rapid rural appraisal approach, field visits to the organisations' and associations' areas of intervention were fundamental in order to combine the general interview guideline and the particularity of each situation in terms of geographical, cultural, ecological, economic and political challenges to be met in the strengthening of indigenous rights.

Limitations of applied methodology

The methodological design is, in our view, first and foremost designed for learning. It is to a lesser degree designed for assessing actual, overall contributions to outcome in any precise way. This is partly due to the fact that the selected informants are likely to have vested interests in positive assessments and recommendations. Our dependency on data that may be difficult to verify, often partly depending on the respondents' subjective qualitative assessment, also makes it possible for respondents to over-estimate contributions of their institution/Norway towards outcomes with limited possibility to control. The cases and participatory methods are selected for learning purposes and should not be seen as representative for all projects supported by Norway.

Main outcomes and topical categories

Based on this PANTHER scheme, the study will document and analyse the following main outcomes¹⁹:

a) Strengthened rights of indigenous peoples in a cultural and social context, and in accordance with their own priorities

As an instrumental precondition for the main outcome, a secondary outcome is:

b) Increased strength of indigenous and pro-indigenous organisations

¹⁹ See Annex 2 of the ToR: Priorities of the present programme: Checklist. See also *Arrangements and Action Plan for the Indigenous Support Programme in Brazil*, Norwegian Embassy in Brasilia (2005).

A number of the “programme priorities” listed in the ToR (Appendix 2) can be subsumed within the main outcome. As the application of the PANTHER indicators and corresponding questions and answers in the interviews, when plotted into the required interview matrix, proved quite voluminous (+ 180 pages) and not suited for direct presentation in a report format (see Annex 4: Interview matrix and guidelines), the findings have been summarised in four topical categories:

- 1) Land rights and demarcation
- 2) Cultural identity and rights, dignity and education
- 3) Sustainable social, cultural, environmental and economic management of territories
- 4) Discrimination and political violence

These four topical categories will guide the analysis throughout the study report.

When screening outcomes, a fifth category that cuts across all topical categories has been applied, namely

5) Strengthening indigenous organisations’ capacity to participate in public policy work, and their capacity to organize into an indigenous movement. This is not so much a matter of institutional strengthening in terms of management and planning as a matter of political capacity to have an impact on political decision-making at all relevant levels of influence.

(For a detailed discussion of methods, criteria and procedures, see *Annex 2: Methodology and approach*)

The Terra Indigena (Indigenous Land) as the unit of analysis

The selection of Indigenous Territories (literally “Indigenous Land”, Terra Indigena, TI) for the case study and for the partner organisations in these territories is based on the assumption that the Terra Indígena is the primary space in which the rights-based activities of the NISPB are being articulated. These activities are all related to the rights and livelihoods of the indigenous peoples who, for years now, have been struggling for their survival. The Terra Indigena is defined in the Articles 231 and 232 of the Brazilian Constitution as guaranteeing, safeguarding and promoting indigenous peoples’ rights in the country.

There are a number of actors operating in the Terras Indigenas, indigenous organisations of various kinds and representations, pro-indigenous NGOs, government organisations (federal, state governments, and municipalities), church organisations and other private actors. The processes articulated in the TI context all have linkages to social and political processes in the wider Brazilian society and to international/global processes. A case thus represents the current situation and socio-political scenario in a given Terra Indigena (TI), understood as indigenous rights-related processes and activities articulated by the different actors, both individual and institutional, associated with the indigenous territory.

In the specific context of the NISPB contribution study, the focus will be on those organisations supported by the Embassy, and supposed to be major articulators of IP rights for the indigenous peoples belonging to the TIs.

Selection of cases

In the inception phase of the study, the consultants carried out a pre-selection process of suitable cases for inclusion, on the basis of all available Programme reports and project application documentation (see Annex 3: List of documents and publications). The number of projects (18) and their geographical dispersion led us to specify the following selection criteria:

- a) Regional and geographical distribution, inside and outside the Amazon region.
- b) Variation in scope and scale and balanced focus between IPOs and NGOs
- c) Emblematic value for Indigenous Peoples’ Rights, i.e. a case representing a particular type of scenario
- d) Importance to the NISPB, i.e. cases differing in the importance assigned to them by the Programme.

e) Human rights violations and community resilience

The selected cases have the necessary potential for highlighting the threats to indigenous rights in Brazil and the role and relevance of the Programme in tackling and confronting these.

The four cases are:

- Case 1: TI Raposa Serra do Sol and Conselho Indigena de Roraima (CIR), in the State of Roraima (IPO). Part of the Amazônia Legal
- Case 2: The Guarani Nhandeva and Mbya, in the States of São Paulo and Paraná, and CTI and Comissão Yvy Rupa organisations. (NGO & IPO) Outside the Amazônia Legal
- Case 3: OPAN and the challenges of territorial management in enhancing the indigenous territorial rights of the TI Myky and TI Manoki in the Cerrado, State of Mato Grosso. (NGO). Part of the Amazônia Legal, but mainly deforested agricultural landscape.
- Case 4: APIZ and the frontier of cattle ranching and logging at the TI Zoró in Northwest Mato Grosso and the state of Rondônia. (IPO) Transitional area between the Cerrado and the Amazon.

Complementary organisations

As mentioned earlier, the Programme does not follow any general programmatic design or line of action framing or restricting the project partners' activities. This has led to the project portfolio of the NISPB having a very broad thematic orientation and coverage. This is also due to the priority of enhancing the partner organisation's institutional capacity and ability to develop and implement activities and projects, and to diversify their funding sources and partners in order to secure sustainability. To better cover this wide range of themes and activities in relation to the development of indigenous rights policies, the team chose six partner organisations for complementary interviewing, following the diversification criteria referred to above (2.2.4).

The complementary organisations are:

- Instituto Socioambiental (ISA)
- Conselho Indigenista Missionário (CIMI)
- Instituto de Pesquisas Ambientais da Amazônia (IPAM)
- Instituto Indígena Brasileiro para Propriedade Intelectual (INBRAPI)
- Iepé - Instituto de Pesquisa e Formação Indígena
- Instituto Catitú - Aldeias em Cena

A detailed description of the characteristics of each of these organisations and the corresponding selection criteria can also be found in the *Annex: Methodology and approach*.

Gender aspects - a cross-cutting issue

A particular focus on gender relations and issues was not part of the methodological requirements or expected outputs mentioned in the ToR. In spite of this, the inclusion a gender perspective into the study was discussed with Norad and the Embassy during the development of the methodological approach and the planning of the field visits, and it was decided to give it priority. As a cross-cutting issues in the analyses, the study would look on how specific roles in a society are gendered and in being so, can be embedded in power structures that impinge on indigenous peoples. An account of gender is important in terms of observing how political impacts related to discrimination, lack of human dignity and cultural weakening can directly influence how indigenous societies organize and how politics is played out in the indigenous territorial context, as well as in indigenous relations with non-indigenous politics and institutions. In this study, we have observed and analysed the following: 1) the Brazilian gender context of Indigenous Peoples; 2) gender issues highlighted in the cases; 3) the gender approach of the organisations.

Annex 2. Project Mapping Matrix

Project Mapping Matrix - Norwegian Indigenous Support Programme Brazil 2001-2013										
Nr.	Organization	Funding periods	Total support NOK	Project areas	Objectives	Project priorities	3 major outcomes	Importance of Norwegian support	Major challenges	Continuing support
Pro-indigenous organizations and institutions										
1	Catitu - Aldeia em Cena Instituto Catitú	2009-2010 2011-2012 2013-2014	1.200.000 1.400.000 (2.500.000)	Xingu (PIX) and Maxakali, Minas Gerais.	Indigenous Audiovisual production and capacity building.	Indigenous women's video productions	1. Training Indigenous women in video production 2. Establishment of the Casa Cultural Ikopeng 3. Institutional and organizational strengthening of Catitú	The project of training indigenous women counts with the financial support and encouragement from the Norwegian Embassy. Without this partnership it would not have been possible to start a project. The institutional support from the Norwegian Embassy has been indispensable to create the conditions for the Instituto Catitú to establish itself, build its identity, develop and implement the most relevant projects to achieve their goals and gain visibility.	1. Retrain the anti-indigenous and anti-environmental backlash in public policy. 2. Create, revise and extend strategies with partners to counter the setback in IPR. 3. That ind. women play an active role in the struggle for IPR, and that they succeed in creating their own forms of organization and representation	
2	CIMI - Conselho Indigenista Missionário	2008-2010 2011-2012 2012-2013	3.600.000 1.600.000 2.900.000	Guarani-Kaiowá, Mato Grosso do Sul, Mato Grosso, São Paulo, Rio de Janeiro, Paraná, Santa Catarina e Rio Grande do Sul	General support and long term relationship with IPs. Special concern with the Kaiowa Guarani.	Support to the struggle for land rights of the Kaiowás, Guaranies, and Terena.	1. Training and empowerment of indigenous leaders and organizations strengthened. 2. Legal Assistance to indigenous peoples and reinforced and qualified. 3. Indigenous rights to traditional land recognized by the Brazilian State.	Support absolutely decisive. Through Cimi, the embassy has become the main supporter to the Guarani peoples in their struggles for autonomy and constitutional rights.	1. Continue the political mobilization so that the Brazilian government effectively assumes the responsibility it has in the fulfillment and realization of the right of peoples to their traditional territories. 2. Fight for the preservation of rights gained in the Federal Constitution and avoid setbacks that occur in this direction. 3. Ensure the fulfillment of rights in public policy, regarding health care, education, land management and food security.	
3 + 4	CTI - Centro de Trabalho Indigenista OBS 2 projects supported 2011-2013: a) Institutional support b) Support to Guarani land process via Commission Guarani Yvyrupa - CGY	2003-2004 2005-2007 2008-2010 2011-2013	300.000 2.190.000 3.750.000 3.850.000 4.800.000 5.700.000	Guaranis in Rio Grande do Sul, Santa Catarina, Paraná, São Paulo, Rio de Janeiro and Espírito Santo	Promote recognition of the territorial rights of the Guarani, contributing to process of regularization of Guarani lands, supporting their permanence in places where they currently stay, and support incentivized for conducting their traditional practices.	1. Influencing the indigenous policy of the Brazilian government (National Commission on Indigenous Policy (CNPI), New Statute of Indigenous Peoples, Etnoeducational Territories, restructuring of FUNAI) 2. Recognition of CTI by indigenous organizations as partner/interlocutor for the defense of their rights and in development of medium-long term ind. political strategies. 3. Reactivation of paralyzed land titling process for the Guarani; creation of new working groups by Funai for demarcation of lands outside regulation; government recognition of the legitimacy of the Commission Guarani Yvyrupa - CGY.	a) Ensuring institutional support, allowing for: • autonomy, mobility and joint policy with clear political and long term goals (not tied to products/immediate results as many agencies require) • professionalisation of political and administrative frameworks; CTI representation in Brasilia, enabling CTI to diversify their sources of support. • to continue IPR work areas outside of the context of the Amazon rainforest (privileged in terms of access to financial resources), as the Atlantic Forest (Guarani), the Cerrado (Timbira, Xavante Mopic) and Pantanal (Terena). ***** b) Ensuring specific support to the Guarani Programme: • CTIs direct actuation in the recognition of land rights of the Guarani in the south and southeast; • Support for communities in land conflicts with ranchers, securing their horticultural production, improving their environment and integrating their ritual performances. • The promotion and support to the interaction of Guarani leaders in six states through the Commission Yvy Rupa, to face the opposition to their land claims and the neglect of the State, and reluctance to comply.	1. That the Congress approves the New Statute of Indigenous Peoples and the National Council of Indigenous Policy. 2. Ind. autonomy and integrity on their lands and territories 3. IPOs respond firmly to increasing threats to the indigenous rights and propose new forms of autonomous control over territories.		
5	Iepé - Instituto de Pesquisa e Formação Indígena	2008 2009-2011 2012-2014	500.000 3.315.000 6.200.000	Specific focus on Brazilian Guayana: States of Pará and Northern Amapá.	Support to indigenous demands for education and training and to strengthen community and collective forms of management.	1. Contribute to the environmental management of indigenous lands and territories in Amapá and Northern Pará through training and articulation of regional IPOs. 2. Contribute to a better understanding of environmental and indigenous issues, producing and providing updated information. 3. Contribute to the institutional development and strengthening of Iepé.	1. Improved management of public indigenous policies and programs Amapá and Northern Pará. 2. Community segments and indigenous organizations engaged in the development and implementation of Territorial and Environmental Management Plans 3. Implementing institutional restructuring and strengthening	• The Norwegian support has been instrumental in structuring the Iepé since it is one of the few partner organizations that provides resources for institutional and administrative support. • Extremely important support to activities such as the preparation and dissemination of publications (books, newsletters and other informational materials) and courses with freedom of choice of topics. The flexibility of the Embassy when defining the issues to be discussed is a big difference from government projects. • Norwegian cooperation was also decisive in achieving results in Territorial and Environmental Management Planning • Facilitating linkages to projects and fundraising with other partners (RFN, Moore Foundation, TNC) in the regional context.	1. Confronting the "anti-Indigenous" political context: the orientation of the anti-indigenous legislative and executive branches has been accentuated, and is now explicit both in the House and Senate, as in the actions of the Presidency and its ministries. 2. Countering setbacks through affirmative action for IPs in education, preferential treatment in family support and health care etc. 3) Challenges of living and creating viable livelihoods inside demarcated territories with increasing population and little prospects of territorial extension.	
6	IPAM - Instituto de Pesquisa Ambiental da Amazônia	2011-2012 2013-2014	2.700.000 1.800.000	High profile research institution, 8 offices /research units. HQ in Brasilia. Others in: Altamira, Belém, Canarana, Itaituba, Rio Branco, San Francisco (USA), Santarém.	Independent research, policy and outreach for sustainable development in the Amazon region in a way that reconciles people's economic aspirations and social justice with the maintenance of the functional integrity of tropical forest landscapes.	Climate change mitigation and adaptation (REDD+ etc.) and IPR in the Amazon and public policies. Training, capacity building and analysis for IPs and public institutions.	1. Advocacy and qualified technical input to FUNAI and other public policy institutions on the National Strategy for REDD+, with the inter-ministerial work group, focusing on how to ensure the rights of indigenous peoples facing climate change in the Amazon. 2. Broadening qualified participation of indigenous leaders and organizations - especially the Coordination of Indigenous Organizations of the Brazilian Amazon (COIAB) and the Coordination of Indigenous Organizations of the Amazon Basin (COICA) - in national and international discussions on climate change and REDD+. 3. Armed with knowledge about climate change, indigenous organizations could increase their impact in national and international fora, such as the UN Convention on Sustainable Development held in Brazil (Rio +20), MMA workshops on REDD+ safeguards, and participation in the COPs of the UNFCCC.	The support from the Norwegian Embassy has allowed for an extension of the climate talks on the national level (CGMT/FUNAI), as well as discussion of REDD+, involving a broad and diverse indigenous participation. Internationally the support made it possible to reinforce the indigenous participation and articulation with international bodies, such as the indigenous caucus at COPs/UNFCCC.	1. Increasing commodification and exportation of the Amazon natural resources and alarming setbacks in public policies on the environment and indigenous territorial integrity, requires indigenous mobilization and strengthening through the empowerment of leaders and organizations. 2. A new challenge is the appropriation of the climate agenda by indigenous organizations and pro-indigenous NGOs, aiming as participation in developing policies and programmes that support adaptation strategies for forest populations, vulnerable to climate change, i.e. most indigenous peoples in Brazil. 3. It is necessary to implement the National Environmental and Territorial Management Policy for Indigenous Lands (PNGATI), which represents the institutionalization of recognized demands of the indigenous peoples to protect their lands, livelihoods and peoples.	
7	ISA - Instituto Socioambiental	2001-2003 2002-2003 2008-2009 2008-2009 2009 2010-2012 2013-2015	1.420.000 932.000 2.000.000 3.000.000 1.400.000 14.451.940 15.000.000	Monitoring Atix (PIX), Capacity building, Monitoring Yanomami, FOIRN, Rio N. Institutional	Produce qualified information about indigenous peoples and territories, for public policy development, the fighting of prejudice and creating partnership with local organizations in Xingu, Rio Negro and with the Yanomami.	1. Research/monitoring of indigenous lands with indicators of sustainability, protection and threats, analysis and dissemination of qualified information about indigenous peoples and territories in Brazil on the internet and in books. 2. Institutional training and strengthening of indigenous associations in Rio Negro and Xingu 3. Pro-Yanomami, support to Mutukara	1. Brazilian and international public receive qualified information about the reality and the socio-environmental context and culture of indigenous peoples in Brazil. 2. Grants for public policy development on the rights of indigenous peoples to their lands and their exclusive use of its resources. 3. Maintaining and expanding the network of collaborators (NGOs, Indians, missionaries, Funai, doctors, researchers, and others) in documenting the cultural heritage of indigenous peoples and territories. + Books, Maps and Website/databases: http://pib.socioambiental.org/pt http://ti.socioambiental.org/	The Norwegian support has been crucial because it funded the monitoring project on an ongoing basis since the mid-1980s, which allowed the formation of the a georeferenced database that has been maintained, improved and updated since. With this, the ISA can provide agile and skilled answers to the indigenous peoples, its partners and inform the public opinion about the environmental and political challenges. This work has been recognized and respected by government agencies and the Public Ministry (Public Prosecutors), who often use our information, because they know it comes from experts and are always updated.	1. Currently the challenges mainly come from the legislature, through projects and Constitutional Amendment Bills for violating indigenous rights to land and natural resources, or against specific land claims. After the defeat of society with regard to the Forest Code, it appears that the ruralist bench in Congress will engage in reducing indigenous rights, not only trying to limit the recognition of new ITIs but also trying to reverse rights already secured. Of all the threats against indigenous rights the biggest is the amendment PEC 215 which is intended to move the responsibility of the recognition indigenous territories from the Executive to the Legislature branch. (From the president to the congress)	

8	OPAN - Operação Amazônia Nativa	2004-2006 2008 2009 2008-2009 2010-2012 2013-2015	1.300.000 600.000 600.000 900.000 4.600.000 (6.300.000)	TI Myky TI Manoki TI Maraiwatsede TI Enawne- Nawe All Mato Grosso	The goal is to support indigenous organizations in their social projects, contributing to the promotion and strengthening their modes of social organization and cultural expression, protection of their lands and patrimony, favoring autonomy and social control.	Currently, OPAN develops of two regional programs, one in the Amazon - Villages Project and another in Mato Grosso that focuses implementation of three projects developed together with the Manoki (Iranboc) & Myky (since 1999), Xavante (TI Maraiwatsede since 2008) and Enawene Nawe (since 1974) The Norwegian support goes to the Mato Grosso programme: Increase the social, political and cultural autonomy of the indigenous people in Mato Grosso, by strengthening their organizations and qualified sustainable management of their territories.	1. Institutional strengthening of indigenous organizations enabling greater outreach/visibility of rights and indigenous voices in Brazil and especially in Mato Grosso. 2. Numerous products of political, educational and reflective character, produced and disseminated by various organizations with direct support from the Norwegian Embassy to confront the political challenges that characterized so-called 'Indigenous Question'. 3. Strengthening the territorial management the indigenous people in Mato Grosso. We highlight the removal of invaders from the Xavante TI Maraiwatsede in 2012.	The Norwegian support has been instrumental in achieving these results in that the International Cooperation tend to redirect their priorities, retracting its support for Indigenous Issues. The indigenous peoples themselves resent the withdrawal of support expressing the problem as: "Who can we trust? Who can we still count on?" (the RNE)	1. Maintain political autonomy, food security and territorial governance across the siege of environmental and territorial policies executed by government agencies and corporate interests. The becomes particularly urgent in Mato Grosso with the expansion of infrastructure works around and inside of indigenous lands (Hydroelectric, waterways, railroads, mining, expansion of monoculture / pesticides, etc.). 2. Addressing the political debate with Brazilian society on indigenous rights recognized in the Constitution of Brazil in 1988. 3. The Consolidation of PNASI (National Policy on Indigenous Health) in the transition to SESA1 (Indigenous Health Department / Ministry of Health) and strengthening of DSEIS (Special Indigenous Sanitary Districts) through indigenous leadership (social control).	
	Video nas Aldeias	2003 2008-2009 2012- 2011 2012-2014	568.260 1.300.000 1.400.000 2.700.000		Secure access and use of audiovisual media for indigenous peoples as a means of expression, and to record the memory of their cultural heritage; and the dissemination of the productions in the indigenous and non-indigenous media, in Brazil, Latin America and the world, in order to raise awareness and respect for these people.	1. Proceed with the training program and production of young indigenous filmmakers, supporting the production of people already formed and expanding opportunities for access to audiovisual resources to more people, in addition to producing films about important issues of indigenous policy. 2. Investing in broadcasting and media in multiple spaces, giving special attention to young audiences, school, and dissemination through the internet.	1. Form a first generation of indigenous filmmakers with nationally and internationally recognized productions. 2. Over decades Video nas Aldeias has been inspirational to many initiatives. With the coming of a new policy of the Ministry of Culture since 2004, the VNA was considered an exemplary case of inclusion of marginalized populations and of valuing the cultural diversity of Brazil. This has generated new opportunities for indigenous filmmakers, and the demand for support is rising. 3. By investing more in quality than in quantity, we have, in terms of diffusion, broken the limitation of ethnographic festivals and achieved recognition in major film festivals, thus reaching new audiences	The Norwegian support was and remains essential for the survival of this initiative through good times and bad time, continuously and uninterruptedly pursuing the medium and long-term goals. By guaranteeing a base of operation to the VNA for an extended period of time, the Norwegian support has enabled us to leverage a range of other funding sources to develop activities in various regions of the country	1. The clash between the national society and the indigenous peoples is permanent in the dispute over land and natural resources. At a time when Brazil tries to take a leap of development with large infrastructure projects, indigenous rights are trampled shamelessly. Unfortunately the negotiations with the government are not conducted in an honest and transparent way, on the contrary, mostly following the logic of co-optation. 2. The outcome of this struggle depends on the joint action of civil society. It is necessary that professionals from various fields help with the technical diagnosis of projects, to support the claims of the IPs, and that they facilitate the means for their expression and mobilization in defense of their rights. The Guarani-Kaiova martyrdom for regaining fragments of their territories has lasted for more than 40 years, only now managing to mobilize segments of civil society through social networks. You need to support this reconquest of the Guarani-Kaiova. The VNA is moving in this direction.	
Indigenous Organizations										
10	APIB - Articulação dos Povos Indígenas do Brasil	2009-2011 2012	7.540.000 1.717.135	National umbrella IPO. Covering all Brazil including areas outside the Amazon basin.	Consolidate the articulation of Indigenous Peoples and Organizations of Brazil (APIB), aimed at promoting and protecting indigenous rights.	1. Promoting permanent mobilization and articulation of the indigenous movement in different regions and at the national level. 2. Develop and implement a training program for indigenous leaders and organizations. 3. Monitor governmental actions and projects that impact the sustainability and promotion of indigenous culture, aiming influencing Public Policy related to IPs. 4. Develop a program of information and communication about the reality of indigenous rights, informing state, national and international public opinion. 5. Build and strengthen alliances with the international indigenous movement and other social movements, as well as partnerships with institutions and solidarity networks supporting the indigenous cause. 6. Ensuring the institutional and organizational infrastructure, as well as maintaining a support team of political and technical advisors to APIB.	1. Draw attention to the situation of indigenous rights, at a time when the actual government has not signaled what would be their policy on indigenous rights. 2. The disregard for indigenous rights stimulated rapprochement, alliances and partnerships between the indigenous movement and support organizations, both indigenous and environmental, giving rise to the Forum for the Defense of Indigenous Rights (FDDI). 3. Showing the government and national and international public opinion the reality and the struggles of indigenous peoples, forcing the government to give some signs of obligingness, albeit partially, of the demands, with the creation of the National Commission of Indigenous Policy (CNPI), the proposals for the construction of the Statute of Indigenous Peoples and the National Policy on Environmental and Territorial Management of Indigenous Lands (PNGATI).	• Without the funding we would not have had the conditions for realizing the annual mobilization of APIB, and establish and maintain the contact office. • The support has been crucial for the dialogue between regional organizations, initially linking to the FDDI network and later form APIB despite all differences and particularities.	• The increasing absence of international cooperation and support, both in terms of funding and in political struggles. • The distancing of political partnerships, the disarticulation networks and support, due to the divisiveness of cooptation and coercion imposed by the government.	
	APIZ - Associação do Povo Indígena Zoró Pangyjej	2003 2008 2009 2010 2011 2012 2013-2014	215.000 400.000 400.000 525.000 615.340 880.000 (1.800.000)	TI Zoró, Mato Grosso and Rondônia	Works for the defense of physical, cultural and territorial integrity of the Zoró the people, with particular emphasis on education (creating two community school centers), culture, with focus on valuing women's work, crafts and traditional foods; and environmental and territorial management.	1. Establishment of a Management Council as well as departments of environmental management, planning, monitoring and surveillance in the organization. 2. Follow-up on FUNAI's territorial surveillance and monitoring program. 3. Seminars and workshops on alternative income generation and environmental management in Indigenous Territories for IP association representatives and community chiefs of the Tupi Mondé territorial mosaic. 4. Support to 150 Zoró families for the production and sale of 70 tonnes of Brazil Nuts in 2012/2013. 5. Support to other IPs of the corridor Tupi Mondé to sell their products at fair prices.	1. The construction and establishment of the Zawá Karej Pangyjej School Village, with innovative traditional architecture and alternative curricula and programme. The new school village reverted the tendency of school evasion and became a nucleus for regaining cultural autonomy of the Zoró. 2. An increasing number of young Zoró has now an educational level that makes it possible for them to take up positions as directors, managers, community organizers, health promoters etc. Also the women have now been motivated to take up such positions that hitherto were occupied by men. 3. the institutional support made it possible to consolidate and diversify partnerships, and particularly within environmental and territorial management, facilitating the organization of value chains for Brazil Nut production, management of wild rubber and copaiba growth, and handicraft production generating income for the poor families.	With the construction and establishment of the School Village, the Zoró had a collective space, a new platform making it possible to establish their envisioned cultural-pedagogic project and policy, and articulate the project with other partners, including the public school system and school administration. The Norwegian support was absolutely crucial and essential for this outcome.	1. Be prepared to counteract the increasing circumventions and infringements of the indigenous rights guaranteed in the constitution of 1988, and the attempts by the actual government to create new anti-indigenous laws like the proposal for a new law on Mining in Indigenous Territories PEC 303/2008, and the proposal of an Amendment to the Constitution PEC 215/2000 that transfer the rights to recognize indigenous territories from the Executive Branch to the Congress. 2. Introduce and implement adequate public policies regarding health care, education, territorial management, as well as promoting ways to avoid forced indigenous alliances with agro-business interest. 3. Gain political allies that can help to defend indigenous rights and interest in the National Congress, at fill in spaces in the legislative and executive branches at all levels, to counter the anti-indigenous aggressions from the Ruralist bench	
12	APOINME - Articulação dos Povos e Organizações Indígenas do Nordeste, Minas Gerais e Espírito Santos	2004 2008-2010 2011 2012-2013	200.000 1.900.000 800.000 1.700.000	Northeastern Brazil, Minas Gerais and Espírito Santos	Promote, encourage, support and strengthen the indigenous peoples resistance and struggle for their rights and and recovery of their traditional territories, ensuring that the Brazilian state respect the human rights of indigenous peoples as guaranteed in the Federal Constitution of Brazil and in international treaties.	1. Increase the demarcation of indigenous lands of the Northeast, Minas Gerais and Espírito Santo and execute management plans in indigenous territories. 2. Consolidate and strengthen the management structure to increase APOINME capacity of political influences on the construction of indigenous public policies. 3. Articulate all instances of the indigenous movement at the local, regional, national and international levels, promoting interaction with other social movements and furnish new partnerships and allies.				

13	ARPIN-SUL - Articulação dos Povos Indígenas da Região Sul	2009-2010 2011 2012	2.070.000 850.000 750.000	Regional IPO Southern Brazil:Southwest Paraná /West Santa Catarina/Norte e West of Paraná /Southern coast PR/SC/ Rio Grande do Sul) Vale do Itajaí/SC	Strengthening the articulation of Peoples, Communities and Indigenous Leaders in Southern Brazil to qualify struggles in defense of our constitutional rights, giving visibility to health status, education, land and environment, promoting sustainable development by influencing policies public.	1. Articulate and defend the rights of Indigenous Peoples., Strengthening of Micro Regional organization. 2nd. The struggle for land and the current situation of Indigenous Peoples in the southern region. 3rd. Influence, track and monitor public policy through participation in spaces of discussions.	1. Recognition and affirmation as the promoter of indigenous rights in the Southern Region, articulation of the struggles and always respecting and defending the environment and culture of the peoples, has contributed to the organization being among the top three in Brazil struggling for indigenous rights. 2. Creating new indigenous organizations in order to strengthen the debate on specific fields such as creation of AMISUL (Organization of Indigenous Women in the South). 3. It was possible to confront acts from the legislative and executive powers that violate the indigenous rights and to counter development policies imposed by the Brazilian state with projects that have a direct impact on indigenous lands.	• The Norwegian support has been absolutely crucial. Without this resource we would not have been able to organize the indigenous movement, because of its unique support to institutional strengthening, creating possibilities to articulate and build mechanisms of struggle with transparency and organized planning, giving the indigenous movement obvious advantages of fast responses in the political playing field. • The discourse of the Brazilian state that we are a rich nation pushed out the support of other countries, leaving the indigenous movement only depending of the support of the Norwegian Embassy, without which we could not possibly fight for our demands. • The most important is that we achieved the autonomy of the indigenous movement, not being held hostage by other partners or the state itself, but managing an authentic indigenous discourse.	• How to cope with the development policy of the Brazilian state where the executive and legislative powers and agrribusiness have as goals the exploitation of natural resources and minerals on indigenous lands. • Maintain the structure of an organized and united indigenous movement and seek new partners that as well as the embassy support institutional strengthening and mobilization, necessary to meet the demands of the movement. • The creation of viable public policies for indigenous peoples, which respects for the regional specificities of each community and the continuous struggles for health care, education, etc., strengthening FUNAI which was restructured to meet the demands of state policies and not of the indigenous peoples. • Advance demarcations of indigenous lands blocked by agrribusiness and a development model of large-scale production, put up as the only possible destiny for Brazil in the new global order.
14	CINEP - Centro Indígena de Estudos e Pesquisas	2008-2009 2010-2012	1.700.000 2.972.192	Universities and educational centers: Northeast Olinda/PE, Pantanal Center West in Campo Grande/MS South,in Dourados/MS.	Supporting the training of indigenous students, researchers and academics, technicians, and leaders and help articulating with the IP movement	Carrying out a series of startegic workshops, courses and training seminars in different locations of Brazil.	1. Networks and workshops for indigenous academics in cooperation with their communities. 2.Training of 100 indigenous academics and leaders in indigenous politics. 3. Impacting public opinion on indigenous issues from indigenous intellectual thinking	The NISP is critical to ensure the whole process of organization, coordination, mobilization and technical training of indigenous leaders and academics.The Norwegian program is one of the few that still support processes of organizing, structuring, maintenance of teams which includes institutional and alternative training processes needed to ensure the rights og excluded social segments like IPs.	1. Defend the existing legal rights of IPs against a strong conservative reaction within the State structures, with pressure from agrribusiness, the large ranchers, mining companies and fundamentalist religious forces. 2. Manage the strong and accelerating socioeconomic changes within ind. communities. 3. How indigenous peoples will handle and manage, the potentials of their new indigenous professionals.
15	CIR - Conselho Indígena de Roraima	2003 2008 2009 2010-2012 2013-2015	300.000 750.000 900.000 4.438.437 (5.200.000)	Regional IPO for the State of Roraima, Northern Brazil.	Strengthening the struggle and autonomy of indigenous peoples through the construction of accessible and fair public policies and strengthening of internal social organization and unity between indigenous leaders of the state of Roraima.	1. Strengthened indigenous organization ethno-regional coordination and general management aspects and in coordination with the bases in the communities. 2.. Law projects and constitutional amendments for exclusion or reduction of rights and interests of indigenous peoples changed or barred. 3. Indigenous communities enjoying their territories free of invaders, preserving and restoring their environment and natural resources. 4. Living conditions of the indigenous people of the state of Roraima improved as the effect of proposing economic alternatives for sustainable use of natural resources. 5. Accelerated procedure legal and administrative processes of regularization of indigenous landtenure with or complete and empowered communities to denounce human rights abuses. 6. Brazilian and international civil society better informed and sensitized about the present situation and the future of contemporary indigenous societies.	1. Regularization of indigenous landtenure and Ethnodevelopment in the TI Raposa Serra do Sol and the establishment of the Centre for Indigenous Education and Culture Raposa Serra do Sol (CIFICRS). 2. Environmental management and confronting climate change. In 2008, the training of Indigenous Environmental Agents started in partnership with FUNAI and IBAMA, and total of 240 environmental agents from all ethnic groups in the state are now in the process of ongoing training. 3. Promoting and Guaranteeing the Rights of the Indigenous Peoples: Mobilizations developed in the last ten years by the CIR seek to ensure the right to free and informed consent with indigenous peoples in discussions about mining, large scale developments and other matters that concern them, as established in the Convention 169 of the International Labour Organisation (ILO) and in International Declaration on the Rights of the Indigenous Peoples of the UN.	The support of the Norwegian Embassy has been the financial backbone of the CIR over the past years representing around 48% of external revenue received by the organization. It has also been an important political support in the most difficult times of persecution against the CIR and the indigenous communities, during and after the struggle for ratification of the TI Raposa Serra do Sol, and a key technical support through the completion of Institutional Strengthening Program, developed since in 2007 in partnership with CAFOD.	1.Land and Environment: Despite the formal recognition of indigenous lands in Roraima in administrative and legal acts, the challenge remains to indigenous communities to exercise their rights effectively, taking possession of their land free from encroachments, taking advantage of natural resources, managing their sustainable development projects, and managing their territories according to their decisions, uses, beliefs and customs. 2. Public Policy and Indigenous Rights: The national context of strong government support to agrribusiness and large enterprises in the Amazon has led to an intensification of the pressures from political and economic sectors against the rights of indigenous peoples in the State of Roraima and across the country. 3. Institutional and organisational strengthening.
16	FOIRN - Federação das Organizações Indígenas do Rio Negro	2011-2013	5.400.000	The Upper Rio Negro Region, State of Amazonas..The Federation is composed of approximately 90 base organizations representing indigenous communities distributed along major rivers that form the watershed of the Rio Negro.	Contributing to the Sustainable Development of the Rio Negro basin by strengthening and increasing networks of indigenous civil society organizations.	1. Increasing the range of sustainable initiatives and valorization of culture in Rio Negro, in the FOIRN. 2. Strengthening the Regional Coordination Offices of FOIRN.			
17	HAY - Hutukara Associação Yanomami	2005 2008-2010 2011-2013	170.000 2.100.000 3.680.000	TI Yanomami, State of Amazonas.	Consolidate Hutukara as the legitimate organization and representative of the Yanomami and Ye'kuana Peoples.	1. Continue the institutional structuring of HAY to defend Yanomami Indigenous Territory (TIY). 2. Join more than ten (10) regions of HAY, broadening the operational base. 3. Improve the administration and management of the HAY projects.	1. Increasing the of political representation and protagonism of the leaderships of the organization. 2. Recognition by the leaders, of HAY as a tool of resistance and struggle for survival of the Yanomami and Ye'kuana peoples. 3. Expansion of public health policies, education and territorial protection in the Yanomami Indigenous territory.	The support of the Norwegian people to the Yanomami and Ye'kuana people through Hutukara was and still is crucial to the achievement of results. Without this support Hutukara would not be able to accomplish their goals and alsothe support for the physical structure facilitated greater contact with other donors guaranteeing the administrative and financial sustainability: CAFOD, Rainforest Foundation United States, Rainforest Foundation Norway, Embassy of Finland (2009), PDPI / MMA.	1. Mining on indigenous lands and the construction of dams. The Federal Government will create all the legal instruments to advance these developments, much to the detriment of the Rights of Indigenous Peoples. 2. Neglect and / or fragmentation of public policies in health, education, territorial protection (demobilizing FUNAI), and food insecurity in Indigenous Territories 3. Federal Government Congress derails the discussion about the Statute of Indigenous Peoples and the ILO Convention 169.
18	INBRAPI - Instituto Indígena Brasileiro para Propriedade Intelectual Nacional	2004 2008-2010 2011-2013	180.000 2.800.000 4.000.000	National coverage	Indigenous Peoples Brazil obtain self-determination in promoting and protecting of their specific human rights, as well as in managing their cultural and environmental heritage.	Indigenous Peoples and Organizations of the five regions of Brazil empowered, informed and qualified to defend their human rights, their traditional knowledge associated with biodiversity or not, assuring a focus on gender.	Could not be specified in three major outcomes. See auto-evaluations survey in annex 08B	The performance of the Norwegian Embassy has contributed, in decisive ways, to the development of INBRAPI's activities, through the Institutional Project, ensuring the exclusive work of indigenous professionals in the institution, thus producing a proactive role of Indigenous Peoples as social actors, primary subjects in the scenario of preservation and conservation of their cultural heritage and biodiversity, integrating the cultural universe of Indigenous Peoples. The support has accelerated the attainment of strategic partnerships with agencies of the Federal Government, the International Cooperation and the private sector.	• Demarcation of Indigenous Territories and Law Projects that impact on Territorial Rights and Natural Resources • Recognition and Implementation of the Rights of Indigenous Peoples on their Traditional Knowledge, Cultural Expressions and Genetic Resources • Economy, Culture and Sustainable Development

Older projects - discontinued support									
19	AMARN - Associação das Mulheres Indígenas do Rio Negro	2001-2004 2007-2008	350.000 350.600						
20	CCPY - Comissão Pró-Yanomami	2003-2004	567.000						
21	CI-Brasil - Conservator International do Brasil.	2007-2008 2009-2012	1.600.000 1.500.000						
22	COIAB(DMIA B/COIAB) - Coordenação das Organizações Indígenas da Amazônia Brasileira	2003-2004 2007-2009	45.000 1.500.000						
23	FDDI - Fórum em Defesa dos Direitos Indígenas	2008-2009	2.500.000						
24	Fórum Paliter - Fórum das Organizações do Povo Paliter Surui	2005-2007 2005-2007	1.100.000 750.000						
25	PACA - Proteção Ambiental Cacalense	2003-2004 2002-2005	252.000 870.000						
26	Associação Indígena Pandarej	2003-2004	50.000						
27	UNI-Tefé - União das Nações Indígenas de Tefé	2001-2004 2007-2008	330.000 500.000						

Color codes:

Continued funding



Under observation



Discontinued



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APIB: 2012 - ORÇAMENTO - final version - APIB.xls

APIB: 2012 - projeto APIB - FINAL VERSION.docx

APIZ: 2011 - Relatório Anual - APIZ.doc

APIZ: 2012 - Proposta de Projeto - terceira versão - APIZ.pdf

APOINME: 2011 - Annual Report - APOINME.docx

APOINME: 2011 - Anual Report (old format) - APOINME.docx

APOINME: 2012-2014 - Orçamento - final version - APOINME.xlsx

APOINME: 2012-2014 - PROJETO TRIENAL - APOINME - v2.docx

ARPINSUL: 2012 - Proposta de Projeto - ARPIN-SUL (versãofinal).doc

ARPINZUL: 2011 - Relatório Anual - Arpin-Sul.doc

CATITU: 2011 - Annual Report - Catitu.pdf

CATITU: 2011 - orçamento Catitu.xlsx

CATITU: 2011 - Projeto Catitú - Embaixada da Noruega.docx

CIMI: 2011 - Anual Report - CIMI.docx

CIMI: 2012-2013 - Orçamento v2 - CIMI.xlsx

CIMI: 2012-2013 - Projeto CIMI - final version.docx

CINEP: 2010-2012 - Orçamento Projeto CINEP-NORUEGA versão final 2.xls

CINEP: 2010-2012 - Projeto CINEP-NORUEGA última versão.doc

CINEP: 2011 - Anual Report - CINEP.doc

CIR: 2010 - CIR Projeto Institucional v3.doc

CIR: 2011 - Annual Report - CIR.docx

CTI: 2011 - Annual report - CTI institucional.docx

CTI: 2011-2013 - CTI_Solicitação Plurianual Noruega 2011 - 2013_final.pdf

CTI: 2011-2013 - Orçamento - Projeto Apoio Institucional - CTI.doc.xls

CTI: 2011-2013 - Projeto Apoio Institucional - CTI.doc

FOIRN: 2011 - Resumo das atividades - FOIRN.pdf

FOIRN: 2011-2013 - Novo apendix I (2012).docx
HAY: 2011 - Annual Report - HAY.docx
HAY: 2011-2013 - Projeto Institucional Hutukara.doc
Iepé: 2011 - Annual Report - Iepé.doc
Iepé: 2012 - Matrix Lógica Revisada_Maio_Iepé.doc
Iepé: 2012 - Projeto Triannual do Iepé (2012-2014) Terceira Versão.doc
Iepé: 2012 - Quadro geral anual dos projetos (2012-2014) - próximos anos.xlsx
Iepé: 2012 Orçamento Iepé revisado (SegundaVersãoProjeto).xlsx
INBRAPI: 2011 - Annual Report - INBRAPI.docx
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IPAN: 2011 - Annual Report - IPAM.pdf
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ISA: 2011 - Annual report - ISA.pdf
ISA: Orçamento Trienal 2010-2012 v1.pdf
ISA: Projeto Trienal 2010-2012 v1.pdf
OPAN: 2010-2012 - Apoio Institucional - orçamento revisado 2 OPAN.xls
OPAN: 2010-2012 - Proposta 10.04.24 - OPAN.doc
OPAN: 2011 - Annual Report - attachments - OPAN.pdf
OPAN: 2011 - Annual Report - OPAN.docx
VnA: 2011 - Annual Report - new format - VnA.docx
VnA: 2011 - Annual Report - old format - VnA.docx
VNA: 2012- 2014 - orçamento VNA.xlsx
VNA: 2012-2014 - Projeto - VNA.docx

Older documents:

AMARN03 - apendix I.doc
AMARN07 - apendix I.doc
APIB09 - apendix I.doc
APIZ03 - apendix I.doc
APOINME04 - apendix I.doc

ARPIN-Sul08 - apendix I.doc
Catitu09 - apendix I.doc
CCPY03 - apendix I.doc
CI07 - apendix I.doc
CIMI08 - apendix I.doc
CINEP08 - apendix I.doc
CIR03 - institucional - apendix I.doc
COIAB03 - apendix I.doc
COIAB07 - DMIAB - apendix I.doc
CTI-Guarani08 - apendix I.doc
CTI03-apendix I.doc
FDDI08 - apendix I.doc
Forum Paiter05 - escolarização - apendix I.doc
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Hutukara05 - apendix I.doc
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ISA Yanomami 2009 - apendix I.doc
ISA03 - monitoramento - apendix I.doc
ISA03 - utdaning - apendix I.doc
ISA10 - apendix I.doc
OPAN05 - apendix I.doc
OPAN07 - capacitação - apendix I.doc
OPAN10 - institutional support - apendix I.doc
PACA03 - escolarização - apendix I.doc
PACA03 - institucional - apendix I.doc
Pandarej 03 - Apendix I.doc
UNI-Tefe03 - apendix I.doc
UNI-Tefé07 - apendix I.doc
VNA03 - apendix I.doc

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