



The Free, Prior and Informed Consent Advantage

Action for empowerment in Latin America

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Acronyms

ACCESSOS ASAP	Economic Inclusion Programme for Families and Rural Communities in the Territory of Plurinational State of Bolivia
FPIC	free, prior and informed consent
ILO	International Labour Organization
IPBES	Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services
IPPF	Indigenous Peoples Planning Framework
IWGIA	International Work Group for Indigenous Affairs
NICAVIDA	Sustainable Development for Rural Families in the Dry Corridor of Nicaragua Project
PDTS	<i>[Programa de Desarrollo Territorial Sostenible]</i> Public Services Improvement for Sustainable Territorial Development in the Apurimac, Ene and Mantaro River Basins
PLANPIES	<i>[Plan de Acción Nacional de Pueblos Indígenas de El Salvador]</i> National Action Plan for Indigenous Peoples in El Salvador
SECAP	Social, Environmental and Climate Assessment Procedures
TRIP	territorial resilience investment plan
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples



Key messages



IFAD is the first international financial institution to adopt free, prior and informed consent (FPIC) as an operational principle in its policy documents

Today, FPIC is embedded in various IFAD policies, including its policies on improving access to land and tenure security, engagement with indigenous peoples, and environment and natural resource management, and its Framework for Operational Feedback from Stakeholders: Enhancing Transparency, Governance and Accountability. These policies are supported by practical guidance on how to seek FPIC and by standard 4 in IFAD's updated Social, Environmental and Climate Assessment Procedures, which requires "meaningful consultations and FPIC" in all projects in areas that are home to indigenous peoples or that may have an impact on the land access and land use rights of rural and indigenous peoples' communities.



Latin America is an important region with regard to FPIC policy and implementation

It has made notable progress on policy and institutional development with regard to indigenous peoples and Afro-descendants, including with regard to FPIC specifically. The region has the greatest number of countries that have ratified the International Labour Organization Indigenous and Tribal Peoples Convention, 1989 (no. 169), which entails legally binding obligations regarding full, effective and meaningful consultations. Furthermore, all countries in the region voted for the adoption of the United Nations Declaration on the Rights of Indigenous Peoples (A/RES/61/295) and the American Declaration on the Rights of Indigenous Peoples (2016). These key international instruments establish the collective rights of indigenous peoples and government obligations to ensure that FPIC processes take place in accordance with certain standards.



For IFAD, FPIC represents a proactive approach to shaping development pathways with local communities

For IFAD, FPIC goes beyond consent. IFAD-funded projects are people-centred to begin with and rarely finance large-scale infrastructures. For IFAD, therefore, FPIC is a process of dialogue and consultation, rather than simply a safeguarding principle; it is a proactive approach to identifying development pathways with local communities. FPIC is solicited through consultation and the participation of communities and local institutions at specific stages of the project cycle. For IFAD, FPIC is not only about compliance; it is an empowerment-oriented approach that promotes the effective participation of indigenous peoples and local communities. This is an entry point for promoting women's and youth empowerment and achieving IFAD's climate and environmental commitments.





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Introduction

Free, prior and informed consent and IFAD in Latin America

"There can be no development for indigenous peoples without their free, prior and informed consent and without them being involved in every step. These fundamental principles are enshrined in the UN Declaration on the Rights of Indigenous Peoples."
Former Secretary-General of the United Nations, Ban Ki-moon.

Free, prior and informed consent: a fundamental right

Free, prior and informed consent (FPIC) is a collective right of indigenous peoples, recognized in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP). In practical terms, FPIC is applied at IFAD as a mandatory operational instrument to ensure the full and effective participation of indigenous peoples and local communities in decision-making on proposed and ongoing investment and development programmes that may affect their social, political and economic

rights, including their access to lands, territories and resources, and livelihoods. FPIC is an iterative process, solicited through consultations undertaken in good faith with the representative institutions endorsed by indigenous peoples and local communities. Furthermore, FPIC enables them to negotiate the conditions under which project elements affecting them are designed, implemented, monitored and evaluated.

Beyond safeguards: an essential sustainable development mechanism

UNDRIP recognizes that “respect for indigenous knowledge, cultures and traditional practices contributes to sustainable and equitable development and proper management of the environment”.¹ Indeed, indigenous peoples are widely acknowledged as guardians of biodiversity and the natural environment, and they are the prime actors in the search for community-based solutions. If their rights are not respected, massive land use changes may threaten not only their resources but the stability of life on Earth for everyone. As the world faces ever more pressing environmental and climate-related challenges, the right to FPIC is more relevant than ever.

IFAD’s corporate commitments: a firm foundation for FPIC

IFAD is the first international financial institution to adopt FPIC as an operational principle in its policy documents. A key point is that IFAD-funded projects are people-centred and rarely finance large-scale infrastructure. For IFAD, therefore, FPIC often goes beyond consent and being a “do no harm” safeguarding principle; rather, it is a proactive and empowering approach to shaping development pathways with indigenous people and local communities. IFAD therefore adopts a participatory approach, which aims to ensure that indigenous peoples are co-creators of development actions affecting their land, territories and resources.

In IFAD-funded projects and programmes, the borrowing entity or grant recipient is responsible for seeking and obtaining FPIC. This involves the systematic consultation of communities and local institutions throughout the project cycle. IFAD further specifies that FPIC is required in two scenarios: (i) IFAD-funded projects that are likely to have an impact on the lands, territories and natural resource rights or livelihood rights of rural communities, whether or not they include indigenous peoples; and (ii) IFAD-funded projects that target rural areas that are home to indigenous peoples. In both cases, design teams need to identify the indigenous peoples and local communities whose rights would potentially be affected, as set out in IFAD’s Social, Environmental and Climate Assessment Procedures (SECAP).

FPIC is embedded in a number of IFAD policies, including but not limited to those relating specifically to indigenous peoples.

¹ The Global Assessment Report on Biodiversity and Ecosystem Services by the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES) highlights the importance of indigenous peoples and local communities for biodiversity, pointing out that, whereas three quarters of the land-based environment and about 66 per cent of the marine environment have been significantly altered by human actions, these trends have been less severe or avoided in areas held or managed by indigenous peoples (IPBES, 2019).

2008 Policy on Improving Access to Land and Tenure Security

This IFAD policy clearly applies FPIC to indigenous peoples, and, more broadly, to local communities. It notes that: “Before supporting any development intervention that might affect the land access and use rights of communities, IFAD will ensure that their **free, prior and informed consent** has been solicited through inclusive consultations based on full disclosure of the intent and scope of the activities planned and their implications.” [emphasis added]

2009 Policy on Engagement with Indigenous Peoples

FPIC of indigenous peoples is a condition for project approval, with both consent and consultation required. The policy states that: “In working with Member States on projects targeting or affecting indigenous peoples, IFAD shall support the participation of indigenous peoples’ communities in determining priorities and strategies for their own development. When appraising such projects proposed by Member States, in particular those that may affect the land and resources of indigenous peoples, the Fund shall examine whether the borrower or grant recipient consulted with the indigenous peoples to obtain their **free, prior and informed consent**. The Fund shall consider this consultation and consent as a criterion for project approval.”

2011 Policy on Environment and Natural Resource Management

This policy recognizes the value of traditional knowledge in fighting climate change and land degradation. It states that: “Respecting the principle of free, prior and informed consent, IFAD will support indigenous peoples in enhancing the resilience of the ecosystems in which they live and in developing innovative adaptation measures and emerging opportunities for indigenous peoples’ engagement in carbon sequestration and the provision of other environmental services.”

2019 Framework for Operational Feedback from Stakeholders: Enhancing Transparency, Governance and Accountability

As might be expected in this framework focused on governance and stakeholder feedback, one of the objectives is to “improve the quality and inclusiveness of stakeholder engagement and feedback processes”. It also states that: “Existing approaches encompassing free, prior and informed consent (FPIC), participatory planning and M&E, and inclusion of women and other marginalized groups will continue to be refined.”

IFAD strives to support its policy provisions with practical guidance and procedures. IFAD’s updated **SECAP** is a key tool in enhancing its investments, and FPIC is included in one of the overarching guiding principles and specific requirements designed by IFAD to both enhance the empowerment of indigenous peoples’ communities and avoid, minimize, reduce or mitigate potentially adverse impacts of IFAD’s investments. For IFAD, FPIC is a requirement when resettlement issues arise, but it also has a broader application and would be required, for example, for the commercial use of indigenous peoples’ cultural heritage. SECAP includes an FPIC requirement in four out of the nine standards, and each standard is accompanied by background information on the requirements, steps to take, and roles and responsibilities, as well as support for screening, assessing and monitoring of associated risks. See box 1 for the main provisions.

Box 1: FPIC in IFAD's updated Social, Environmental and Climate Assessment Procedures (SECAP)

In the updated SECAP, FPIC is included in the guiding principles and requirements to avoid, minimize, reduce or mitigate the adverse impacts of projects supported by IFAD. The updated SECAP includes FPIC-related provisions in four of the nine social, environmental and climate standards. These standards set out the requirements that borrowers/recipients/partners and the project should meet throughout the project's life cycle. An online SECAP screening tool also helps project teams to identify when and where FPIC is required. The provisions that are relevant to FPIC are presented below.

Standard 1: Biodiversity conservation

For IFAD-supported projects that involve the utilization of genetic resources, IFAD will ensure that benefits derived from their utilization are shared in a fair and equitable manner. When genetic resources are collected from traditional or customary lands of indigenous peoples, the provisions of standard 4, 'Indigenous peoples', will apply, including FPIC of affected communities.

Standard 3: Cultural heritage

When a project proposes to utilize cultural heritage, including knowledge, innovations or practices of local communities to benefit the project or for commercial purposes, communities should be informed of (i) their rights under national law, (ii) the scope and nature of the proposed use and (iii) the potential consequences. FPIC of the local communities should be sought and arrangements should be made for fair and equitable sharing of benefits.

In general, standard 3 requires an inclusive and meaningful consultation process to document the presence and significance of cultural heritage in a project area, assess the potential impacts, and explore avoidance and mitigation options.

Standard 4: Indigenous Peoples

Introduction:

In working with Member States on projects aimed at benefiting indigenous peoples, IFAD will support their participation in determining priorities and strategies. When appraising such projects – especially those that may affect the land, territories or resources of indigenous peoples – project approval is contingent on obtaining FPIC during project design. If FPIC is not possible at the design stage, an FPIC implementation plan should be prepared to guide the FPIC process during implementation. In appraising such projects, the Fund will verify whether they include measures to (i) avoid potentially adverse effects on the indigenous peoples' communities or, (ii) when avoidance is not feasible, minimize, mitigate or compensate for adverse effects.

Objectives:

Ensure that each project is designed in partnership with indigenous peoples and with their full, effective and meaningful consultation, leading to FPIC.

Requirements:

IFAD will ensure that FPIC is applied in all projects affecting indigenous peoples that:

- May have an impact on the land access and use rights of rural communities; or
- Target indigenous peoples or rural areas that are home to indigenous peoples.

Engagement with indigenous peoples will be undertaken in good faith, in a culturally appropriate manner and with full regard for these peoples' institutions, governance systems, customs and methods of decision-making. Each borrower/recipient/partner is responsible for seeking FPIC as part of the consultation process with indigenous peoples. This process should continue throughout all phases of the project cycle. FPIC needs to be solicited either before project approval (in the design phase) or during implementation, depending on the nature of the project and the stage in the project cycle at which target communities are identified. When it is not possible to seek FPIC during project design, an FPIC implementation plan should be prepared specifying how FPIC will be sought during early implementation and before any investments are made. The FPIC implementation plan must be made accessible in a timely manner and as early as possible during implementation.

Standard 7: Physical and economic resettlement

FPIC should be obtained from all people potentially affected by resettlement to ensure that mitigation and benefit-sharing measures improve their livelihoods and are appropriate and sustainable.

Source: Adapted from IFAD, 2021a.

A How To Do Note on seeking FPIC in IFAD's investments was updated in 2021 and provides specific country examples and step-by-step guidance on how to proceed with seeking FPIC from indigenous peoples and local communities (IFAD, 2021b). Another practical tool is IFAD's biodiversity-related Supporting Nutrition-Sensitive Agriculture through Neglected and Underutilized Species: Operational framework (Padulosi, Roy and Rosado-May, 2019), which specifies that species and crop selection must be subject to FPIC, and requires project staff to use participatory approaches in which women, youth and indigenous peoples are active participants. In addition to requirements for investment projects, IFAD's **Indigenous Peoples Assistance Facility** requires evidence of FPIC from indigenous peoples' communities to be submitted with grant proposals.

In addition to written policies and guidance, **the Indigenous Peoples Forum at IFAD** is a key high-level mechanism that allows indigenous peoples to go beyond consent and to shape IFAD's work. The forum is a process of dialogue at country, regional and corporate levels. The global session of the forum convenes every two years in February in conjunction with the Governing Council, IFAD's main decision-making body. A series of country and regional workshops leads up to each global meeting, ensuring that the forum reflects the diversity of perspectives and recommendations gathered from indigenous peoples around the world, the countries where IFAD operates. The forum at IFAD was established in 2011 based on the experience of the **Farmers' Forum**, established in 2004. It is an ongoing, bottom-up process of consultation and dialogue between organizations of small-scale farmers and rural producers (collectively known as farmers' organizations), IFAD and governments, focused on agricultural and rural development and poverty reduction.

IFAD's support for FPIC in Latin America

A key region with regard to FPIC

The focus of this report is Latin America. Although the extractive industries are having a negative impact on indigenous peoples and local communities (Due Process of Law Foundation, 2015), it is a region that has also made notable progress on policy and institutional development with regard to indigenous peoples and Afro-descendants, including with regard to FPIC specifically. The region has the greatest number of countries (15 out of 24 countries, as of January 2022)² that have ratified International Labour Organization (ILO) Convention 169, which entails legally binding obligations regarding consultation. Furthermore, all countries in the region voted in favour of the adoption of UNDRIP in 2007 and the Declaration on the Rights of Indigenous Peoples of the Organization of American States in 2016. These key international instruments establish the collective rights of indigenous peoples and government obligations to ensure that FPIC processes take place in accordance with recognized standards.

However, it can take time and be very challenging to align international policy frameworks with national context and ensure proper enforcement. While a number of countries have integrated provisions on prior consultation into national laws, not all have a specific law on FPIC, as distinct from consultation (International Work Group

² Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Dominica, Ecuador, Guatemala, Honduras, Mexico, Nicaragua, Paraguay, Peru and Venezuela.

for Indigenous Affairs [IWGIA] and the Ford Foundation, 2019).³ Policy gaps related to FPIC and challenges in implementation have contributed to conflicts regarding natural resource exploitation, dams, infrastructure and other large-scale projects that have been initiated without FPIC processes in place. Moreover, difficulties in implementing policy have led to a somewhat narrow and legalistic interpretation of FPIC in which positions are polarized; as a result, the positive experiences generated in the context of participatory development are overlooked.

IFAD's FPIC action in the region

As part of the global sessions of the Indigenous Peoples Forum at IFAD, Indigenous Peoples regional action plans are agreed between indigenous peoples representing their regions and IFAD. The Regional Action Plan 2021–2023 for Latin America and the Caribbean explicitly refers to consultations while developing individual country strategies, and these consultations have led to specific provisions in country strategies. For example, in Honduras, the country strategic opportunities programme (COSOP) for 2020 to 2025 states that “[i]t is important that IFAD and the Government, before implementing the projects, obtain the Free, Prior and Informed Consent pursuant to national policies and IFAD's policies” (IFAD, 2020a).

When it comes to specific projects, the fact that FPIC processes need to be tailored to each specific context can present challenges for project teams in interpreting and implementing FPIC. One example of a recent project design that aims to embed FPIC is the Sustainable and Appropriate Development Project in Rural Territories in Ecuador. The project design document includes an FPIC implementation plan with detailed guidance on how to seek FPIC from indigenous peoples' communities in project areas, including a summary of key international and national policies, a definition of FPIC, five steps for seeking FPIC and minimum standards. The five steps include (i) developing an FPIC implementation plan; (ii) assessing who the indigenous peoples are in project areas; (iii) identifying and recognizing indigenous peoples' organizations that will be actors in FPIC; (iv) defining the process of the consultations; and (v) the consent agreement. The project guidance highlights that this process is expected to involve at least four visits to each community and explains what should be included in the final step for formal consent to be finalized with the interested communities. This initial plan helps ensure an effective FPIC process when projects start, and needs to be updated and monitored throughout the project cycle with the interested communities. The Indigenous Peoples Planning Framework in the Resilient Rural Belize project, supported by the Green Climate Fund, is structured along similar lines and includes similar provisions.

Another example of good practice is the Hinterland Environmentally Sustainable Agricultural Development Project in Guyana, which includes an FPIC manual, an FPIC agreement template and resources for staff with expertise on indigenous peoples and the FPIC process. An alternative is to develop FPIC guidelines that can be applied to all projects in a country – a project management unit covering several projects in Argentina has done just that. The advantage of this approach is that it makes it easier to ensure cross-benefits and learning.

3 Paraguay and Peru are two examples of countries without these laws.

The Latin America and the Caribbean Division team has also been working to strengthen IFAD's capacities to deliver on IFAD's corporate FPIC commitments in the region. For example, a technical analyst on social inclusion and indigenous peoples joined the regional team in 2020 to strengthen design and implementation, including on FPIC, and an assessment of FPIC implementation and good practices in IFAD-financed projects was carried out. The results from the study were presented to IFAD and external actors – see box 2 for recommendations arising from the study and discussions. The case studies in the subsequent sections illustrate some of these recommendations in action. Moreover, capacity-building events are being held that are specifically focused on FPIC and IFAD's Policy of Engagement with Indigenous Peoples; these events are for IFAD staff, consultants and project management units.

Box 2: Recommendations for FPIC implementation from the Latin America study

1. **Support** the replication and scaling up of FPIC implementation by improving the knowledge of FPIC processes – for example through regional workshops to generate knowledge – and their documentation and dissemination. These materials would also be useful for capacity development and as an evidence base in policy dialogue at national and regional levels.
2. **Engage** with government institutions for indigenous peoples and with indigenous peoples' own institutions in project design processes and when defining FPIC strategies.
3. **Ensure** adequate project technical expertise regarding indigenous peoples' issues, and FPIC in particular. Wherever possible, engage specialists who are indigenous peoples and speak the local languages of the project area.
4. **Check** that staff and consultants engaged in project implementation, implementation support, supervision, and monitoring and evaluation understand the FPIC process.
5. **Raise** awareness among government and other partners who design and implement projects to the international and national frameworks related to the rights of indigenous peoples, and FPIC specifically.
6. **Using** participatory approaches, help indigenous leaders, including women and youth with leadership potential, to determine what FPIC means for them and to know their rights, as many currently do not.

Source: Adapted from IFAD 2021a, which was based on the study of FPIC by Dennis Mairena Arauz, 2020.

In some countries,⁴ IFAD has been supporting policy dialogue between indigenous peoples, governments and United Nations country teams (for more information, see IFAD, 2020b). This support has taken place since 2015, in collaboration with the IWGIA and the Secretariat of the United Nations Permanent Forum on Indigenous Issues. Successful results of the initiative include the launch of the National Action Plan of Indigenous Peoples in El Salvador in 2018 (see El Salvador: FPIC policy engagement and practice), and integrating FPIC requirements into guidelines for public policy on indigenous peoples in Paraguay. In Paraguay, this support has resulted in decree 1039/19 in 2018, which approves the Protocol for the Process of Consultation and Free, Prior and Informed Consent with the Indigenous Peoples Living in Paraguay (Presidencia de la República de Paraguay, 2018). This kind of policy engagement paves the way for longer-term impacts beyond those supported by IFAD alone.

The future of FPIC in IFAD's investments in Latin America and the Caribbean

While IFAD's support in the region will continue to be driven by local communities themselves, IFAD is nevertheless continuously improving its guidance to support FPIC in a holistic and meaningful way – including building the knowledge base, and sharing lessons and best practices in the region and beyond. As the rights of indigenous peoples and local communities continue to be threatened by land use changes and other factors, IFAD will continue to work with them and other partners to understand and strengthen their rights so that they can fully contribute to their own and global sustainable development.

4 El Salvador, Panama, Paraguay and Peru.



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Introduction to the case studies

The subsequent sections present case studies of IFAD-supported projects in Bolivia, Brazil, El Salvador, Nicaragua and Peru. All the case studies include good practices regarding FPIC in different contexts and following context-specific pathways. Challenges common to all the project areas are shown in figure 1, and the projects supported initiatives to address them all, contributing to the achievement of related Sustainable Development Goals. The case studies all concern projects that adopted a people-centred approach, in which local communities, including indigenous peoples, are engaged in determining and achieving their own priorities. IFAD places great importance on the meaningful mainstreaming of women's and youth's equal voices in determining these priorities, their equal benefits from the projects and their equal voices in obtaining consent.⁵

⁵ Note that the case studies only present some aspects of projects, which involve a much broader range of actions.

Figure 1: Common challenges in the project areas



High poverty rates



Less access to inputs, heavy workloads for women, limited decision-making



Malnutrition



Youth outmigration to seek livelihoods elsewhere



High vulnerability to climate change, degraded ecosystems



Presence of indigenous peoples and local communities, with specific capacities and vulnerabilities, including erosion of traditional knowledge

For indigenous peoples, mapping the lands, territories, water, forests and other resources that they depend on, and inventorying traditional knowledge, are often key steps in obtaining FPIC for proposed actions relating to land and natural resources, and the **Bolivia** case study focuses on this. The **Nicaragua** case study shows how FPIC can be integrated into a gender, social inclusion and indigenous peoples' action plan to pave the way for a holistic approach to development; both the **Bolivia** and **Nicaragua** case studies show how IFAD aims to respect the governance mechanisms of indigenous peoples and local communities while also promoting women's and youth's equal voices in FPIC. The **Peru** case study, which is based on an IFAD indigenous peoples award-winning project,⁶ highlights possible steps to take in an FPIC process and shows the clear development gains when interventions are co-created. The **Brazil** case study is a recently designed project that has yet to start implementation; it is nevertheless an example of how a detailed indigenous peoples planning framework can provide a clear road map for locally relevant FPIC processes by engaging local communities in developing the FPIC plan.

⁶ The project was selected as the best-performing IFAD-funded project in IFAD's Indigenous Peoples Awards in 2021.



Bolivia: FPIC helping to improve land tenure security and sustainable natural resource management

Key facts

Project	Economic Inclusion Programme for Families and Rural Communities in the Territory of Plurinational State of Bolivia (ACCESOS ASAP), 2013–2019
Target group	59,600 poor rural families, of which around 74 per cent are indigenous peoples
Programme aim	Increase the socio-economic, cultural and environmental resilience of target groups and their territories through strengthening their capacity to face climate change impacts
Financing	IFAD including the Adaptation for Smallholder Agriculture Programme, US\$28 million; Spanish Food Security Cofinancing Facility Trust Fund, US\$15 million; national and subnational governments, US\$9.7 million; beneficiaries, US\$6.3 million

Quick context

In Bolivia, the project area has a rural population of Quechua, Aymara and farmers' households, characterized by high levels of poverty and malnutrition. The area includes a wide variety of ecosystems with fragile, threatened or degraded natural resources, and rural development is very vulnerable to climate change. Indigenous peoples enjoy 23 million hectares of collective property known as "Community

Lands of Origin” [Tierra Comunitaria de Origen], representing over 20 per cent of the country’s total land area. In addition to ratifying ILO Convention 169, Bolivia’s Law on Autonomies (031/10) provides for indigenous peoples to collectively form institutions for self-government (IWGIA, 2021a). Following the adoption of UNDRIP, Law 3760 of 2007 elevated the 46 articles of UNDRIP to the rank of law (Government of Bolivia, 2007).

IFAD-supported FPIC action

FPIC was built into the project design at the outset, and the project’s logical framework included an indicator for the objective that community organizations would improve their capacities to manage natural and economic resources to consolidate sustainable livelihoods. The indicator was “‘the principle of free, prior and informed consent’ is incorporated into all analysis and decision making processes involved in allocating project resources, and will be subject to ongoing monitoring and evaluation”.

For IFAD, “land tenure security” refers to enforceable claims on land, and people’s recognized ability to control and manage land and its natural resources.⁷ An important first step in this project was to support legal recognition of indigenous peoples’ communities – a prerequisite for obtaining collective titles to ancestral land and territories. As a result of the project, about 1.3 million hectares were delimited and titled, benefiting 157 indigenous communities of more than 15,500 men and women. Lands, territories and tenure security help to build a solid foundation for indigenous peoples to call for the full respect of their right to FPIC.

One tried and tested methodology to identify traditional lands and resources that has been extensively used in IFAD-funded projects is participatory mapping. In ACCESOS ASAP, georeferenced “talking maps” – a visual, and therefore more inclusive form of natural resource mapping – have helped to bring together science and traditional community knowledge to identify key issues, and climate change adaptation techniques and priorities. Using the talking maps methodology, maps depicting the past showed how natural resources were managed, and maps showing the present highlighted problems that communities faced, including conflict, poverty and a lack of resources. Maps of the future envisaged the hopes and dreams of the community. The talking maps approach will be further scaled up in ACCESSOS RURAL, a follow-on project. This visual approach is inclusive as it overcomes language and literacy barriers, allowing women and youth to contribute to discussions more easily. This proved successful in engaging communities in the sustainable management of ecosystems and the natural resource base.

7 Adapted from IFAD, 2008.



©IFAD/Oliver Page

Indigenous peoples' traditional agricultural knowledge is a valuable asset; the project recovered and documented this knowledge and local practices to cope with climate change. Community meetings, exchanges of experiences and trainings brought together community members to identify practices that improve productivity, reduce vulnerability to climate risks, and can be adopted and replicated. Importantly, the project obtained community consent to integrate these practices in its activities, and valued this traditional knowledge as an in-kind contribution from the indigenous peoples it aimed to benefit. This kind of mapping could provide an important foundation for indigenous peoples and local communities to protect their rights to access and benefit-sharing from traditional knowledge under the Nagoya Protocol (United Nations Secretariat of the Convention on Biological Diversity, 2011). This protocol lays out obligations on the equitable sharing of benefits, achieving prior and informed consent, and the mutually agreed terms and elaboration of a national legal access and benefit-sharing framework with indigenous peoples and local communities.



The ACCESOS ASAP project asked for the community's consent to use traditional practices as part of their climate change adaptation strategy. ©IFAD

Other community-driven tenure-security interventions financed by the project include the scaling up of *quthañas* (a water-harvesting system used by the Aymara and Quechua peoples among others) to tackle water scarcity due to climate change. The project also built on traditional agroecosystems, such as the *aynokas* (vertical sections of the watershed in which a different crop is communally grown each year) and the *sayanas* (family lands usually close to houses used by the families to complement the production of the *aynokas*).

These combined actions helped resolve various community problems and led to an inventory of options for financing; the funding was released through a series of local competitions or *concursos*. These proved to be successful in engaging communities in sustainable management of ecosystems and the natural resource base. The process involved entire communities in a series of *concursos* to recover, adapt and innovate knowledge and technologies for sustainable community natural resource management in the context of climate change – especially access to water. Selection criteria included better community nutrition, youth inclusion and women’s participation. The project has built on this mechanism to embed community-driven priorities in local planning.

Selected impacts and results

The impacts and results have been reported in a previous IFAD publication.



Reached 27,296 women and 14,345 young people (46 and 24 per cent of total, respectively)

Indigenous peoples comprised 74 per cent of target groups and 74 per cent of *concursos* beneficiaries

Over 1,200 groups accessed funding through *concursos*, of which 43 per cent were women and 19 per cent youth



Diversified food production allowing diversified diets

Increased income for purchasing food

Government school meals programme benefited from increased production



Over 500 ecosystems/biodiversity management groups with women leaders

Over 1,000 marketing groups with women in leadership

Over 27,000 women-headed families received project services (46 per cent of total)



15,220 people improved resilience to climate change, around 39 per cent of whom are women

20 per cent reduction in climate-related losses

Over 5,000 hectares of degraded land restored and rehabilitated



Brazil: scaling up FPIC for climate resilience

Key facts

Project	Planting Climate Resilience in Rural Communities of the Northeast Project, 2021–2029
Target group	375,000 vulnerable rural families
Programme aim	Reduce the impact of climate change and increase the resilience of the affected population in the semi-arid Northeast region of Brazil
Financing	IFAD, US\$30 million; Green Climate Fund, US\$99.5 million; national government, US\$73 million; beneficiaries, US\$15.33 million

Quick context

Family farmers in the semi-arid Northeast region of Brazil rely on agriculture for their livelihoods. However, these agricultural systems in the drylands are adversely affected by land pressure and climate change. When their productivity decreases, farmers turn to even more intensive production methods, which exacerbate the degradation of soils and the biodiversity loss, resulting in adverse impacts on climate, food and nutrition security, and income from the farm. Current practices place severe strain on the limited water resources, making smallholders extremely vulnerable to ever more frequent drought periods. In the project area, indigenous and traditional communities are particularly vulnerable because of their high level of dependency on natural resources and ecosystem services affected by climate change, marginalization, and poor access to services including health, education, sanitation, infrastructure and extension services.

Around 40 per cent of indigenous peoples' communities in the Northeast region of Brazil are located in the semi-arid zone (de Andrade and Dantas, 2020). Only 0.42 per cent of the *caatinga* (a biome unique to Brazil that predominates in the Northeast region) is demarcated as indigenous peoples' territory; the lands are usually small in size and the process of demarcation has slowed (IWGIA, n.d.). There are just under 1,200 registered quilombola communities (communities of African descent) in the semi-arid zone, which are home to between 2,000 and 15,000 families.

In 2012, the Government of Brazil launched the National Policy for Environmental and Territorial Management of Indigenous Lands [Política Nacional de Gestão Territorial e Ambiental de Terras Indígenas]. The policy calls for full participation of indigenous peoples in all processes that affect their lands, stressing the need to request and obtain FPIC before taking any action in indigenous territories. The policy also provides for the participation of representatives of indigenous peoples in institutions in charge of regional and national environmental policies that affect their territories.

IFAD-supported FPIC action

The project will support smallholders to adopt agricultural climate-resilient practices that increase the availability, flow and retention of water. This will result in resilient and productive farming systems that perform restored ecosystem functions, which, in turn, increase and stabilize family income and food security, while incentivizing younger generations to remain involved in rural activities. It will focus specifically on empowering the most disadvantaged groups – including women, youth, indigenous and traditional peoples – so they have the capacity to adapt to a changing climate.

The project design built on the policy and procedures of not only IFAD but also the Green Climate Fund, which shares some key concepts and approaches with IFAD, such as the centrality of consultation.⁸ During the design of the project, community consultations based on the FPIC principle were held, including consultations with indigenous community representatives of different ethnicities. The roles of indigenous peoples' traditional authorities were to lead the potential contributions of indigenous peoples to the project, respecting their specific situations, and to identify possible risks. Examples of preferences and concerns expressed include (i) the desire to increase agricultural production without pesticides; (ii) a preference for collective production; and (iii) a concern about monoculture practices that are driving deforestation in the project area. All of these are addressed in the project design and will also be incorporated into territorial resilience investment plans (TRIPs).

FPIC in this project applies to not only indigenous peoples but also local communities. The targeting strategy involves proactively informing them of the project and consulting them about their initial interest in participation. As a first activity, the project will discuss and agree on the FPIC process to be followed with each community. This will inform the development of TRIPs. Each TRIP will cover several neighbouring communities sharing landscapes and resources. Participatory approaches ensuring the participation of women, youth and people of different economic statuses will be followed to obtain broad consent on the TRIP, and to

⁸ Detailed guidance is set out in section 3.3 of the Green Climate Fund's operational guidelines for its Indigenous Peoples Policy (Green Climate Fund, 2019).

define the activities to be implemented with each community, and how participants will be targeted and selected.

An Indigenous Peoples Planning Framework has been prepared in the design phase that sets out the national and international policy frameworks, and how to go about seeking FPIC. It sets out the consultation plan to determine an FPIC approach, and specifies which institutions need to be engaged. These include local representatives of the National Foundation for Indigenous Peoples [Fundação Nacional do Índio] and indigenous peoples' organizations. They also include the local state-level implementing units, and the regional and/or local representatives of the foundation. The planning framework highlights the importance of FPIC that takes into account local specificities; as communities vary greatly in sociocultural terms, history, institutions and approaches to development, the processes that they will agree to undertake may also differ. One of the first steps for seeking FPIC, therefore, will be to agree on the FPIC process itself with indigenous peoples' communities. The planning framework therefore also sets out clear overall guidelines for the consultation process leading to FPIC, which are to:

1. Identify areas that are home to indigenous peoples and conduct preliminary consultations with these indigenous peoples to solicit their FPIC.
2. Conduct a sociocultural and livelihoods assessment to understand their constraints and priorities.
3. Confirm indigenous peoples' interest in engaging with the project, obtain their FPIC and document the agreement.

The planning framework also includes a range of practical provisions, and capacity development is a key element. For example, to ensure that everyone is familiar with the provisions, training sessions will be carried out in the first six months of project implementation. Furthermore, all professionals providing technical services within the project will undertake training in issues of gender equality and women's empowerment, and also youth empowerment, ethnicity and public health, with a focus on approaches and mechanisms that promote compliance with the FPIC process. This will include considering each community's way of life, the relationship they have with natural resources, and their land governance and management practices.

Making sure that there is a budget allocated for the FPIC process is important, particularly for organizing as many consultations as needed and ensuring they are meaningful (i.e. community members fully understand the implications and can contribute their views). For this reason, the project has allocated an adequate budget for the consultations. Translation and interpretation into indigenous languages are also provided for throughout the FPIC process.

In addition to measures relating directly to the FPIC process, the project design includes a number of measures to ensure that it delivers benefits relevant to the needs of traditional and indigenous communities, as identified through existing studies and IFAD experience in Brazil. A fundamental issue is access to land; many family farmer, traditional and indigenous communities do not have tenure security for their lands, which makes them vulnerable to encroachment from other actors. The project therefore includes legal support for beneficiary communities to register their land,

and the participatory mapping and planning exercise to develop TRIPs will include conflict mediation and resolution regarding the use of resources, if needed. This action provides communities with an incentive for improved farming practices, and also gives them a stronger foundation for the future so that they have a clear legal basis on which to claim their rights, including the right to FPIC.

Other practical measures include access to technical assistance teams trained in climate-resilient productive systems principles and practices, water-access technologies and gender-transformative approaches, which are appropriate for indigenous and traditional communities, and attract youth. In the case of grievances, the project requires that the mediator has credibility in the context of traditional and indigenous communities, and displays understanding of their cultural specificities.

Selected impacts and results

Expected outcomes are (i) increased resilience and enhanced livelihoods of the most vulnerable people, communities and regions; and (ii) improved dietary patterns, nutrition and food security of households.



A total of 28,800 households will report reduced water shortfall for agricultural production – their livelihoods basis. In addition, 67,000 families will benefit from household investments in productive resources, and 103,000 families will benefit from “collective resilient investments” at the community level.



A total of 53,600 households will be food-secure in areas/periods at risk of climate change impacts. In addition, 75 per cent of women will report the minimum dietary diversity. Overall, 144,000 persons will receive targeted support to improve their nutrition. Households will increase their production of nutrient-rich crops for their own consumption, including neglected and underutilized species.



At least 40 per cent of beneficiaries will be women. “*Cadernetas agroecologicas*”⁹ will be used to engage household members to stimulate discussions on more equitable workloads, moving towards transforming gender relations. Households will be provided with access to labour- and time-saving technologies.



A total of 84,000 hectares of land will be brought under climate-resilient management, and 11 million tons of CO₂ equivalent in emissions will be avoided and/or sequestered. At least 75 per cent of households will improve their climate resilience. In addition, 124,000 people will gain access to climate information services.

⁹ Agroecological logbooks used to capture the often underestimated contribution that women make to their households and to identify and address gender inequalities that play out at the household level.



El Salvador: FPIC policy engagement and practice

Key facts

Project	National Programme of Rural Economic Transformation for Living Well (Rural Adelante), 2019–2024
Target group	8,000 poor rural families living in areas that are highly prone to extreme climate change impacts, especially drought
Programme aim	Sustainably increase the incomes of 8,000 poor rural families in 87 municipalities within El Salvador’s eastern departments of La Unión, Morazán, San Miguel and Usulután, which constitute Central America’s Dry Corridor.
Financing	IFAD including the Adaptation for Smallholder Agriculture Programme, US\$17.13 million; national government, US\$0.5 million; beneficiaries, US\$1.06 million

Quick context

In the eastern region of El Salvador, where Rural Adelante is being implemented, there are four ethnic groups (Nahuat Pipil, the Chortí, the Lenca and the Cacaopera or Kakawira). In 2014, the Ministry of Health recorded a total of 32,735 indigenous peoples in 60 of the 82 municipalities of the region. The municipalities in which indigenous peoples are concentrated are among the poorest in the region. The Government sought to move on from the years of struggle and invisibility of indigenous peoples by reforming the Constitution to recognize them. Despite this, indigenous peoples continue to struggle, as do other small farmers, with poverty and food insecurity exacerbated by the region being located in the “dry corridor”

of Central America and by El Salvador's vulnerability to climate risks. These risks include recurrent droughts, excessive rain and severe flooding, which hit already fragile agricultural production and subsistence farming.

IFAD-supported FPIC action

Rural Adelante's objective is to sustainably increase the incomes of 8,000 poor rural families living in areas that are highly prone to extreme climate change impacts, especially drought. Given that the project area is home to indigenous peoples, engaging with them from the start was key to ensuring their full participation in and access to project resources and benefits.

A consultation process with indigenous peoples' institutions led by the Ministry of Agriculture and Livestock was organized to shape the design of the project in accordance with the indigenous peoples' characteristics, interests and needs. Special efforts were made to ensure the presence of women and youth in these consultations, including targeted meetings, where necessary.

The consultations led to several recommendations, including (i) strengthening indigenous peoples' organizations; (ii) building on indigenous agricultural production practices; (iii) valuing nutritious food and indigenous species, for example through the creation of an indigenous seed bank; (iv) promoting the participation of indigenous youth in education programmes; and (v) respecting the traditional knowledge and holistic vision of indigenous peoples to support the concept of "*buen vivir*" or "living well". These suggestions were duly incorporated into project design: for example, the project is supporting 20 indigenous organizations to revive traditional production technologies and traditional agricultural practices that support adaptation to climate change, and training indigenous youth in value chain development.

The project is also continuing to strengthen indigenous peoples' and the Government's capacities to ensure FPIC in the long term by strengthening the participation of indigenous peoples' organizations and networks in national assemblies, and their engagement in public policy dialogue for rural development. Rural Adelante also strengthens the capacities of indigenous peoples' institutions to engage effectively in programmes that affect them. These actions are part of the "strengthening the public policy framework for rural development" project component, which encompasses policy analysis, formulation and implementation support in connection with selected value chain gender, youth, environmental and climate change adaptation dimensions. The expected outcome is the strengthened capacities of women, rural youth and indigenous peoples to improve their participation in the rural development public policy cycle.

This support provided to indigenous peoples' organizations follows on from IFAD's long-standing country-level policy engagement. In December 2018, the President of El Salvador launched the National Action Plan for Indigenous Peoples in El Salvador [Plan de Acción Nacional de Pueblos Indígenas de El Salvador] (PLANPIES), which includes a clear focus on FPIC. PLANPIES is the successful result of a partnership between the Government, indigenous peoples' organizations, IFAD and other organizations to support a more enabling environment for indigenous peoples, and it can be seen as an example of FPIC in practice.

PLANPIES has been instrumental in institutionalizing FPIC in the country. It identifies the lack of respect for FPIC of indigenous communities as a challenge, and the national consultation process with indigenous peoples to develop PLANPIES identified FPIC as being fundamental to their agricultural activities and food security. PLANPIES defines FPIC and requires it for all initiatives that will have an impact on indigenous peoples.

The starting point for this was the United Nations World Conference on Indigenous Peoples in 2014, at which countries affirmed their commitment to consult and cooperate in good faith with indigenous peoples' institutions to seek their free and informed consent before the approval of any project affecting their lands, territories or other resources, and also to develop and implement national action plans. This event provided a global stimulus for action; by 2015, El Salvador had already modified article 63 of the Constitution in order to officially recognize indigenous peoples.

Together with the IWGIA and the Department of Economic and Social Affairs, IFAD supported policy engagement between indigenous peoples, governments and United Nations country teams for the development of national action plans to implement UNDRIP. In 2016, policy dialogues took place in El Salvador, as well as in Paraguay, Africa and Asia; El Salvador was the first country to launch its national action plan. More specifically, IFAD mobilized a grant and technical expertise through the Fund for the Development of Indigenous Peoples of Latin America and the Caribbean and the IWGIA. IFAD also worked in partnership with other United Nations country team



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The 2018 launch of El Salvador's first National Action Plan for Indigenous Peoples, confirming FPIC
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members, specifically the United Nations Development Programme and the Food and Agriculture Organization of the United Nations. High-level support from the President and collaboration with the Ministry of Culture were important enabling factors. The support was also provided to enable the Government to carry out a robust consultation process.

In addition to the grant, the IFAD-loan-supported Rural Territorial Competitiveness Programme (Amanecer Rural, the predecessor of Rural Adelante) provided financial and technical support to the process, and supported the formation and strengthening of the National Council of Indigenous Youth of El Salvador.

The Ministry for Agriculture and Livestock has developed an Action Plan for Indigenous Peoples for Rural Adelante, which includes FPIC, and sets out how the specific interests and characteristics of indigenous peoples will be addressed throughout the project.

Selected impacts and results

PLANPIES ran from 2017 to 2020. The fact that indigenous peoples themselves were at the forefront of developing it – supported by IFAD, the Government, the Fund for the Development of Indigenous Peoples of Latin America and the Caribbean, and the IWGIA – resulted in them taking the lead in its renewal and adopting it as their own development strategy. They have obtained funding from the Pawanka Fund for actions aligned with that strategy, focusing on sustainable livelihoods, food security and nutrition, and women’s empowerment.



Over 33,000 people/more than 8,000 families will benefit from project services, of which at least 5 per cent will be indigenous peoples, 40 per cent will be women and 20 per cent will be youth. Almost 6,000 families with business plans will increase their incomes, and at least 40 per cent of all those trained will be employed/start income-generating activities.



A total of 250 producers, mainly youth, will be trained in climate-resilient production and a climate information service for 5,000 producers is being created. A climate change adaptation investment fund supports the adaptation actions of rural organizations and communities to protect agricultural production.



Overall, 180 organizations at all levels will be trained in gender and social inclusion; trainees will include 500 representatives of organizations for women, youth and indigenous peoples, who will be trained in effective public policy engagement (50 per cent of trainees will be women). Furthermore, regional forums for women and indigenous peoples are being established and a gender action plan is being developed.



A total of 5,000 producers will use climate services and adopt climate change adaptation technologies, and 20,000 people will be more resilient to climate change impacts. The climate change adaptation policy will be strengthened.



Nicaragua: FPIC mainstreamed in the gender, youth and indigenous peoples strategy

Key facts

Project	Sustainable Development for Rural Families in the Dry Corridor of Nicaragua Project (NICAVIDA), 2016–2023
Target group	Approximately 30,000 families as direct beneficiaries/52,000 poor and food-and-nutrition-insecure rural people in the country's dry corridor, including indigenous peoples, women and youth
Programme aim	Ensure small farmers' access to nutritious food and an adequate diet and increase their capacity for natural resource management and adaptation to climate change.
Financing	IFAD, US\$20.5 million; Central American Bank for Economic Integration, US\$15 million; national government, US\$5.97 million; beneficiaries, US\$6.98 million

Quick context

Nicaragua's location in Central America's semi-arid dry corridor makes it highly vulnerable to extreme weather events. Climate change has only worsened the situation, making rain patterns more erratic within an already fragile context of environmental degradation and depleted water resources. In recent years, production has also been affected by the effects of El Niño, and recurrent droughts caused devastating losses for smallholders, including subsistence farmers, who depend on their crops to live. These climate impacts are exacerbating the already precarious livelihoods of the indigenous

peoples of Nicaragua. Nicaragua has adopted UNDRIP, and ratified ILO Convention 169 in 2010. Yet, its indigenous communities are facing multiple challenges, including those due to construction through communal lands, affecting their livelihoods and land-tenure insecurity in the face of these pressures (IWGIA, 2021b).

IFAD-supported FPIC action

NICAVIDA contributes to rural families' resilience and access to nutritious food and an adequate diet, and to increasing their capacities regarding natural resource management and climate change adaptation. It seeks to promote the equitable participation of women and men, youth and adults, and indigenous and non-indigenous peoples in the preparation and implementation of family, territorial and business plans. These plans aim to protect food security, improve natural resource management and facilitate access to other public goods and services that support the productive transformation and economic diversification of rural and indigenous families.

The project decided to bring together gender and social inclusion issues into an integrated Gender, Youth and Indigenous Peoples Strategy. The strategy seeks to promote community driven development, in which FPIC is emphasized as a fundamental principle. Similarly, the strategy states that family, territorial and business plans must also be developed in a participatory way and include an FPIC process involving indigenous peoples' leaders. A training programme was developed to ensure that all actors knew about and were ready to comply with the strategy's provisions.

The strategy sets out a road map of actions, responsibilities and timelines, and collective responsibility for implementation lies with a joint mechanism made up of the project management unit and stakeholders, including the Ministry of Family, Community, Cooperative and Associative Economy and institutions in the National System of Production, Consumption and Commerce. The project management unit also involved coordinators of the project components, including the gender, youth and indigenous peoples specialists, and specialists in nutrition and small businesses.

This group was tasked with ensuring that the Gender, Youth and Indigenous Peoples Strategy was incorporated into key operational project procedures, such as annual work plans, quarterly and monthly plans, the terms of reference of consultants, procedural manuals, technical progress reports and evaluations, and all communications and capacity-development mechanisms. These practical measures were supported by clear project budget provisions. All of these operational measures were considered critical to ensuring that good intentions translated into reality.

The Ministry of Family, Community, Cooperative and Associative Economy plays a very important role in ensuring effective implementation, and the technical and administrative teams of its departmental delegations and its network of promoters are responsible for ensuring the implementation of the strategy in their respective territories, and preparing information disaggregated by sex, age and ethnic group.

The provisions of the strategy were also embedded in agreements between the project management unit and institutions under the National System of Production, Consumption and Commerce to ensure effective implementation at both central and local levels. The National System of Production, Consumption and Commerce,



Assembly of participants in the NICAVIDA project in the city of León, Nicaragua. ©IFAD

under the Ministry of Agriculture, is a key institution as it is an official coordination and consultation forum in the agricultural sector, and it prepares agricultural sector policies.

Participating families were supported to establish social networks, particularly gender and youth networks, of both indigenous and non-indigenous peoples. The project has also supported their capacities for self-monitoring and analysis of the progress of strategy implementation.

Selected impacts and results



At least 80 per cent of families (24,000) will increase their assets by at least 15 per cent, and will increase their incomes by at least 25 per cent. A total of 20,000 people will be trained on income generation and improved employment opportunities. At least 2,800 family and business plans will be approved.



At least 85 per cent of families (24,500) will improve the quality of their diets, as measured by the Minimum Dietary Diversity for Women score. Chronic child malnutrition will be reduced by 20 per cent by the project's end.



Women (including young women) will comprise 50 per cent of beneficiaries. At least 50 per cent of the 2,800 family and business plans approved will be led by women. The Gender, Youth and Indigenous Peoples' Strategy focuses on reducing women's workloads, increasing their participation in rural organizations and economic empowerment.



At least 80 per cent of families will increase their resilience to climate change, measured by factors such as climate-smart production practices, and sustainable soil and water management, and the use of climate services for decision-making about farming.



Peru: award-winning approaches pay development dividends

Key facts

Project	Public Services Improvement for Sustainable Territorial Development in the Apurímac, Ene and Mantaro River Basins [Programa de Desarrollo Territorial Sostenible] (PDS), 2016–2022.
Target group	50,000 rural families living in poverty
Programme aim	Improve livelihood strategies and help farmers participate more fully in goods and services markets
Financing	IFAD, US\$28.5 million; national government, US\$38.76 million; beneficiaries, US\$7.25 million

Quick context

Peru has 4 million indigenous peoples, out of a total population of 28 million, with tremendous diversity: there are some 55 groups of indigenous peoples, who speak 47 native languages. Over 20 per cent of the country is under mining concessions, overlapping with the just over 47 per cent of the country that is indigenous territories and farmlands (IWGIA, 2020). Extractive activities, such as oil spills and oil palm cultivation, and climate change effects, such as drought and forest fires, are major threats to native communities, the huge variety of ecosystems and the wealth of natural resources in Peru. On the other hand, Peru is one of the few countries in the region to have a law regarding FPIC (Government of Peru, 2011) in addition to other legislation requiring FPIC, such as a law to protect the collective knowledge of

indigenous peoples related to biological resources (Law 27811, 2002) in commercial contracts. The presence of indigenous institutions – and also the Vice Ministry of Interculturality, which is responsible for indigenous peoples' affairs – also contribute to an enabling network for FPIC.

IFAD-supported FPIC action

The project aims to improve the quality of life of indigenous and *campesino* (peasant) communities, and supports community-led development. In line with national law and international frameworks, IFAD's country strategy specifically includes a provision to ensure that projects respect the prior consultation process (IFAD, 2018). PDTS put this into practice through a series of steps:

- **Step 1: Mapping**
At the project design stage, the various indigenous peoples in the targeted geographical areas were identified.
- **Step 2: Validation**
This mapping was validated through consultations with district municipality authorities, and the Machiguenga Council of the Urubamba River, an indigenous federation. This validation was key to endorsing the data for the Ministry of Culture of Peru, the institution responsible for indigenous affairs.
- **Step 3: Development of an FPIC plan**
PDTS then defined and coordinated the following steps to seek FPIC:
 1. Community leaders were contacted, through written and verbal means, to update them on the proposed approach and seek their feedback.
 2. An on-site meeting was organized with community leaders, at which the project was presented to them verbally, accompanied by written materials. The project objectives, expected results, products, activities, budget, opportunities and the responsibilities of all those involved were presented.
 3. Community leaders reflected before going to the Communal Assembly, the next stage in the local administrative hierarchy, for approval. The community leaders had time to debate and reflect on the proposal, and time was also devoted to jointly defining a calendar of meetings and specific activities, depending on the availability of each member of the board. Among other issues, it was agreed to work in the local language, including in written materials.
 4. A Community Assembly meeting was held to present the project and allow participants to discuss and propose their own ideas.
 5. The community leaders analysed the feedback from the Communal Assembly and shared the results with the project team. The project team then produced three important documents: (i) an act of commitment to participate in inter-family competitions for the financing of initiatives developed by the communities themselves, in turn based on priorities in a Life Plan [Plan de Vida] – a community-driven planning mechanism supported by IFAD; (ii) an act of internal evaluation and authorization of joint work with PDTS; and (iii) an act of consent and consultation for joint work with PDTS.

Throughout the process, an experienced facilitator with knowledge of the local languages and context was on hand to offer advice, support and information to the community leaders to make sure they fully understood the entire proposal.

After the communities developed their Life Plans, they were supported to develop investment plan proposals, obtain quotations, hire technical assistance, carry out the investments and report on them through Local Resource Assignment Committees. These committees gather representatives from local and regional authorities, ministries and non-governmental organizations in the area, and farmers' organizations. Together, they judge the quality of the proposals put together by communities and farmers' organizations, and decide whether they deserve funds from PDTS.



PDTS meeting to present the project as part of the FPIC process. ©IFAD

Communities were also engaged in the formulation of a Concerted Territorial Development Plan [Plan de Desarrollo Concertado],¹⁰ and supported to do so effectively through a mix of participatory methodologies, including exchange sessions, and talking maps – an inclusive, visual mapping approach to identifying local resources, issues and development pathways (see the section 'Bolivia: FPIC helping to improve land-tenure security and sustainable natural resource management' above). This methodology essentially helps to organize and communicate collective community decisions by diagramming scenarios (past, present and future) on territorial maps. These create a sound foundation on which local communities can design and implement their own community development initiatives.

Another IFAD-supported project in the country¹¹ has built on this successful approach and includes an explicit FPIC plan.

10 This is a fundamental tool for participatory local management, and is built on the opinions, interests and agreements of state and civil society actors. It sets out the long-term road map for the local government, and the community vision. It is designed with the greatest possible participation of society representatives. See *Municipalidad Distrital de Frias* (n.d.).

11 Local Productive Development Project in the Highlands and Rainforest of Peru (*Avanzar Rural*), 2019–2025.



IFAD Indigenous Peoples Awards 2021 – ©IFAD/Esmir Enriquez Salcedo

Life Plans formulated by and for the community are the basis of the community's development, with support from the Government and other actors. This approach goes beyond the legalistic sense of consent. A video is available for more information (IFAD, 2021c).

Selected impacts and results

In 2021, the project received an award for being the best-performing IFAD-funded project at the IFAD Indigenous Peoples Awards in 2021 (IFAD, 2021d). The project has obtained the free, prior and informed consent of the indigenous peoples involved, which is a fundamental step in their empowerment. The following results were achieved at the midterm point of the project (for more information, see IFAD, 2020d).



The project reached over 2,700 indigenous families, considerably exceeding the original end target. Over three quarters of households have increased their incomes by at least 30 per cent. Over 30 concerted territorial development plans have been developed in a participatory way; over 200 communities have developed their local development plans and life plans; and over 200 community organizations have been supported to formalize, thereby facilitating access to finance.



Child malnutrition has already been reduced by over 22 per cent, exceeding the original target of 20 per cent at the project's end.



Affirmative action to ensure that women, youth and people with disabilities fully participate and benefit from the allocation of finances proved important in catalysing their involvement, even in more traditional communities. Indeed, women-led small businesses and microenterprises are among the best performing ones.



Overall, 100 per cent of indigenous households and 95 per cent of *campesino* households say they have adopted climate-resilient and environmentally sustainable practices and technologies as a result of the project's support.

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