



**FOR 2022-2023 ACTION: 17 January 2022 rev**

**UN Network on Racial Discrimination and Protection of Minorities:**

**Framework for Common Action for a Post-COVID-19 World 2021+**

**UN Network Work Plan 2021-2025**

**Co-Chairs: OHCHR (Secretariat Co-Chair) and UNESCO (Co-Chair 2022)**

## **Background**

In September 2021, the Secretary General presented Our Common Agenda to the UN General Assembly, outlining his vision for UN common work going forward to tackle the multiple challenges facing the planet as 2022 begins. These include multiple areas intrinsic to the work of the United Nations Network on Racial Discrimination and Protection of Minorities (“The Network”), including Leave No One Behind, tackling discrimination, promoting peace and preventing conflicts, ensuring justice, and placing women and girls at the centre.<sup>1</sup> In his report, the Secretary General noted,

Racism, intolerance and discrimination continue to exist in all societies, as seen during the pandemic with scapegoating of groups blamed for the virus. As a start, the adoption of comprehensive laws against discrimination, including based on race or ethnicity, age, gender,

---

<sup>1</sup> <https://www.un.org/en/un75/common-agenda>.

religion, disability, and sexual orientation or gender identity, is long overdue. New approaches to proactively support the participation in public affairs of those who have traditionally been marginalized, including minority and indigenous groups, are also necessary.<sup>2</sup>

In November, the General Assembly adopted a resolution welcoming the Our Common Agenda report, and calling for consultation with “all parts of the United Nations system and other relevant partners on his proposals in the report” for follow-up action to accelerate the full and timely implementation of the proposals in the report.<sup>3</sup>

In this context, the Network aims at facilitating, amplifying and coordinating UN agencies and entities support to the implementation of the Secretary-General Common Agenda.

The United Nations Network on Racial Discrimination and Protection of Minorities was established in 2012 at the initiative of then-Secretary-General Ban Ki-Moon to enhance dialogue and cooperation between relevant UN Departments, Agencies, Programmes and Funds. Recent global developments – including the massive impact of the COVID-19 pandemic in minority communities, as well as Black Lives Matter and its global affiliated movements – have significantly heightened the relevance of the Network, as well as raised its priority across many of the involved UN agencies and entities. The Network has endeavoured in the recent period to support the UN system – including UN Country Teams and Humanitarian Teams at country level – in responding to what one involved senior official referred to as “the compelling ask to the UN system coming from society-at-large worldwide” that we improve our response to racial discrimination and minority rights issues.

The Network brings together over 20 UN Departments, Agencies, Programmes and Funds, all of which have identified focal points for this purpose (current members include DESA, DOCO, DGC, DPA, DPKO, ILO, OCHA, OHCHR, OSAPG, PBSO, UNAIDS, UNAOC, UNDP, UNEP, UNHCR, UNESCO, UNFPA, UNICEF, UNITAR, UNESCO, UNODC, UN Women, WFP and WHO). OHCHR acts as permanent co-chair of the Network. In 2021, the Network for the first time has a rotating co-chair, currently UNESCO. The Network’s regular email list currently includes circa 200 UN staff.

In December 2020, the Network adopted a Workplan for the period 2021-2025, for the first time done under a “pillared” format, with various UN agencies and entities taking the lead in providing thematic coordination. [The Network Work Plan 2021+](#) , covering the period 2021-2025, has eight Pillars, each coordinated by one or more UN entities, as follows:

1. Leave No One Behind (UNHCR Pillar Lead)
2. Times of Crisis (OHCHR Pillar Lead a.i.)

---

<sup>2</sup> Our Common Agenda: Report of the Secretary General, 2021, para. 34.

<sup>3</sup> A/RES/76/6, para. 2.

3. Criminal Justice (UNODC Pillar Lead)
4. Intersectionality (ILO Pillar Lead)
5. Communications (DGC and UNFPA Pillar Leads)
6. Knowledge Hub (UNHCR Pillar Lead)
7. UN Internal Diversity: currently awaiting the outcome of the Secretary General’s Task Force on Addressing Racism at the UN
8. UN Network on Racial Discrimination and Protection of Minorities Development Pillar: (OHCHR and UNESCO Co-Chairs Pillar Leads)

The Pillar Leads for each of the Network pillars are coordinators for the given thematic area of action. Designation as a “Pillar Lead” does not indicate primacy within the UN system, nor does it replace or duplicate any other work across the UN system, common or otherwise.

The core overall aim of the Network for the period to 2025 is above all **to move and mobilize UN action on the ground to address racial discrimination and strengthen protection of minorities in programming and in practice**. This agenda faces deeply entrenched challenges due to the fact that in many places – including whole regions and sub-regions – acting on these dual concerns is taboo and/or stigmatized as “sensitive”. The extent of this problem – and the resulting void in UN programming in many places -- is set out in a recent analytical exercise done by Network members from OHCHR, OSAPG, UNICEF and UNODC during 2021, the summary of which is included here as Annex. Developing modes to change this problematic state-of-affairs is a methodological work-in-progress.

During 2020, [the Network adopted a Checklist to Strengthen UN work at Country Level to Combat Racial Discrimination and Advance Minority Rights](#), the Network’s flagship product for 2021. The Checklist was launched in March 2021 and is currently being rolled out for use in field contexts. Comments and feedback on the utility of the Checklist are welcome, as the Network intends to update the Checklist based on field experience with its use. Translations into Arabic, Spanish and Russian are currently available, with French and other languages under preparation. During 2021, the Network also provided seed funding to UN Country Teams (UNCTs) seeking to advance their programming as concerns racial discrimination and protection of minorities. In October 2021, under WHO leadership, the Network undertook a month-long intensive training module for 13 UNCTS worldwide. Th period 2022-2023 aims *inter alia* to build on these efforts.

Details of the Network’s activities, it’s current Work Plan, as well as its public work products and publications, are available on the Network homepage: <https://www.ohchr.org/EN/Issues/Minorities/Pages/UNNetworkRacialDiscriminationProtectionMinorities.aspx>

### Core Priority Points for Network 2022-2023 (Outcome Level)

In the period August-October 2021, the Network undertook open public consultation toward the development of its activities for the period 2022-2023. As of now, the goals/aims/outcomes set out by the Network for the year 2022 can be summarized as follows:

- Strengthened UN country-level programming as concerns racial discrimination and protection of minorities, in particular as imprinted in UN common programming;<sup>4</sup> (LNOB Pillar)
- Advanced knowledge base, documentation and dissemination of good practices in the area of racial discrimination and protection of minorities; (LNOB Pillar)
- Advanced normative guidance as concerns intersectionality, minorities and UN programming; (Intersectionality Pillar)
- Developed road map for advocacy to strengthen Security Council and Peacekeeping action on tackling racial discrimination and strengthening minority protection, with 2025 goal set at SC Resolution on the model of SC Resolution 2475. (Times of Crisis Pillar)
- Strengthened minority protection guidance and indicators in RMR processes and/or successor processes. (Times of Crisis Pillar)
- Public campaigning around 30<sup>th</sup> anniversary of 1992 UN Minorities Declaration. (Comms Pillar)
- Stepped-up UN coordination and action to implement international standards and the Agenda for Transformative Change on Racial Justice and Equality through building capacity of UN staff, strengthened evidence-based programming at country and regional level and networks of criminal justice professionals and civil society organisations for access to justice and addressing racial discrimination in the criminal justice system. (Criminal Justice Pillar)

Network Work Stream	Coordinating Agency	Senior Level Recommendation (from Senior Network meeting minutes 4 November 2020)	Actions 2022-2023	Action, Goals and Purposes 2022-2025
<u>Racial Discrimination and Protection of</u>	<u>Network Coordinator:</u> WHO <sup>5</sup>	Providing practical guidance to UN Country Teams and other field-based entities on measures to combat racial discrimination and strengthen protection of minorities, including gender dimensions and intersectional aspects, in	<b>2022</b>	Develop additional module on minority inclusion and

<sup>4</sup> See Annex 1 baseline.

<sup>5</sup> Due to a change of donor priorities, WHO is not able to commit resources to the level at which it was able to in 2021. Agency/entity responsibility for specific work items in the LNOB Pillar is explicitly allocated after each activity, with WHO committing in particular to a specific set of activities following up the October 2021 training module, as listed.

<p><u>Minorities in SDGs and LNOB</u></p>	<p><i>Involving</i> OHCHR, UNESCO, UNODC, OSAPG, UNHCR, UNICEF, ILO, UNFPA</p>	<p>particular by documenting and highlighting practical examples, and with a view <i>inter alia</i> to complementing the forthcoming UNSDG operational Guide on LNOB. This material should particularly inform – and be attentive to -- COVID-19 response, as well as to the development of UN country frameworks and programming.</p>	<p>Follow-up to October 2021 training module for 13 UNCTS:</p> <ul style="list-style-type: none"> <li>• <b>Training materials.</b> Systematize training materials from the October 2021 UNCTS course: record all ppts, create a web page, and post syllabus with ppts and recordings online, and promote this resource with all UNCTS. (WHO with OHCHR)</li> <li>• <b>Community of Practice.</b> Convene community of practice sessions for the participants from the 13 UNCTS that participated in the October 2021 course and their regional counterparts, encouraging national representation from each country to grow and offering a platform for follow-up and regional expert input. Topics can include “deep dives” on areas such as criminal justice, indigenous languages, and country work on peoples of African descent, alongside dedicated sessions for hearing report backs of progress from UNCTS. (WHO lead)</li> <li>• <b>TOT.</b> Convene a training for trainers session so that the 2021</li> </ul>	<p>tackling racial discrimination and related forms of intolerance into the standard HRBA training package.</p> <p>Establish an evidence base on racism and discriminations in collaboration with relevant stakeholders including academic and scientific communities (responsibility UNESCO)</p> <p>Other actions t.b.d., depending on resources.</p>
---	--	--	--	--

			<p>October course can be replicated at regional levels for more countries. (WHO lead with group derived from 2021 training team)</p> <p>Continue to disseminate and Use the UN Network on Racial Discrimination and Protection of Minorities Impact and Assessment Checklist on Combatting Racial Discrimination and Advancing Minority Inclusion and Protection to support the development of UN Common Country Assessments, UN Sustainable Development Cooperation Frameworks (CCA/CF) Processes and COVID-19 Response Plans. Also, continued action to promote the Secretary General’s Guidance Note on Racial Discrimination and Protection of Minorities. (OHCHR lead)</p> <p>Provide seed funding and methodological support for selected UNCTs via Call for Expressions of Interest (t.b.c. based on funding). (OHCHR and UNESCO lead t.b.c.)</p> <p>Advance understanding of racial discrimination and protection of minorities issues in programming among UNCTs and Regional Bodies (OHCHR with UNESCO, DCO and others)</p>	
--	--	--	---	--

			<p>Continue to disseminate and advance knowledge base on extent and depth of UN common programming at country-level (CCAs and CFs), building on 2021 research paper (OHCHR, OSAPG, UNICEF, UNODC)</p> <p>Compile and disseminate a good practices in combatting racial discrimination and strengthening protection of minorities in the field document, with divided thematic roles; based on developed template, inputs received to date, and materials from the 2021 Network training (OHCHR lead).</p> <p><b>2022-2023</b></p> <ul style="list-style-type: none"> <li>• <b>Begin work toward Mandatory module for all staff.</b> Produce a mandatory training/ module on racial discrimination and protection of minorities for all UNCT staff. (Activity dependent on time resources and higher-level support)</li> </ul> <p>Develop an analytical framework to build an evidence base, including benchmarks and indicators, related to racism and</p>	
--	--	--	--	--

			<p>various forms of discrimination (responsibility UNESCO)</p> <p>Develop programme content with UNCTs in rolling out the UNESCO Master Class Series against Racism and Discrimination (responsibility UNESCO)</p>	
<p><u>Racial Discrimination and Protection of Minorities in Times of Crisis</u></p>	<p><u>Network Coordinator</u> OHCHR a.i.</p> <p><u>Involving</u> UNICEF, UNHCR, PBSO, OSAPG, UNODC ILO</p>	<p>Advancing attention to and action on combatting racial discrimination and strengthening protection of minorities in security, peacekeeping and the protection of civilians in conflict-affected settings, with Security Council resolution 2475 (2019) and affiliated work as a possible model in this regard.</p> <p><u>and</u></p> <p>In addition to SDG-relevant focus, Network matters should be reflected in and aligned with the Agenda for Protection; Network is requested and authorized to work also on peace, security, prevention and protection matters, with the Peacebuilding Fund a possible tool in this regard.</p> <p><u>and</u></p> <p>There should be systematic attention to and action on racial discrimination and minority protection and participation matters in RMRs (in addition to CCA, CF and COVID-19 response work ongoing);</p>	<p>(1) Continue work toward identifying durable Agency Pillar Lead;</p> <p>(2) <u>RMR Process:</u></p> <ul style="list-style-type: none"> <li>• Convene to discuss providing guidance and indicators for racial discrimination and protection of minorities in RMR</li> <li>• Provide guidance and annotation of RMR indicators as concerns racial discrimination and protection of minorities (OHCHR in consultation with RMR-relevant agencies and entities)</li> </ul> <p>(3) <u>In the context of the 30<sup>th</sup> anniversary of the 1992 UN Minorities Declaration,</u> with relevant civil society, advance knowledge basis toward</p>	<p>Work toward Security Council Resolution on Racial Discrimination and Participation of Minorities in conflict affected countries.</p>



			<p>strengthening attention to racial discrimination and protection of minorities in peace, security, conflict, post-conflict and prevention, including by:</p> <ul style="list-style-type: none"> <li>• Convening Pillar with relevant actors</li> <li>• <u>1992 UN Minorities Declaration showcase event, 10 December 2022</u>: Holding Human Rights Day 2022 event on racial discrimination and protection of minorities in the UN prevention and security architecture (OHCHR)</li> </ul> <p>(4) Follow up 2021 Network efforts to strengthen attention to racial discrimination and protection of minorities in the architecture established pursuant to the Secretary General’s Call to Action on Human Rights</p>	
<u>Racial Discrimination and Protection of</u>	<u>Network Coordinator</u> UNODC	Deepening substantive understanding and engagement of law, policy, norms, facts and good practices in the areas of expertise of the UN Network as a whole, and its participating agencies	Continue building capacity of UN staff on Racial Discrimination and Protection of Minorities in Criminal Justice	Strengthened capacity of UN staff and criminal justice

<p><u>Minorities in Criminal Justice</u></p>	<p><i>Involving</i> OHCHR, UNICEF, UNESCO</p>	<p>and entities in particular. In 2021, this shall include attention to tackling racial discrimination and strengthening protection of minorities in areas including, but not necessarily limited to criminal justice and law enforcement, taking note in particular of the views and concerns expressed during the Human Rights Council’s June 2020 urgent debate, as well as advancing more broadly the minority protection agenda as per the SG’s February 2020 call to action on human rights.</p> <p><u>and</u></p> <p>United Nations Congress on Crime Prevention and Criminal Justice (Kyoto 2021), particularly relevant as concerns the issues of: (1) excessive use of incarceration in a criminal justice context; and (2) structural discrimination in criminal justice.</p>	<p>Cooperate with and support the criminal justice related work of the various Geneva based treaty bodies and special procedures relating to racial discrimination and protection of minorities (CERD, WGEPAD, new expert mechanism PAD, Permanent Forum (NY), etc.)</p> <p>Promote dissemination and implementation of the recommendations of the Agenda towards transformative change for racial justice and equality</p> <p>Engage national or international associations of law enforcement or criminal justice professionals in particular those from minority, indigenous or Afro-descent communities</p> <p>Create a civil society advisory group</p> <p>Strengthen the capacity of criminal justice actors and institutions to address and respond to racial discrimination within criminal justice systems, through participatory and inclusive approaches<sup>6</sup></p>	<p>professionals to address racial discrimination and protection of minorities in the criminal justice system</p> <p>Stronger cooperation and exchange between UN governing and expert bodies, and network members to advance racial justice and equality</p> <p>Evidence-based tools and technical assistance provided to requesting Member States/UNCTs through inclusive and participatory approach</p>
--	---	--	---	--

<sup>6</sup> Ensuring the meaningful participation of all of the communities and peoples concerned, is essential to the work of the Network. We propose that participation is effective, genuine, inclusive, equal and open to all members of the community, and takes place throughout the programme cycle, including at the initial planning stages. In essence, recognising the notion of ‘nothing about us, without us.’ Additional steps may be required for Indigenous peoples (bearing in mind the right to free, prior and informed

			<p>and development of tools, provision of training and policy guidance</p> <p>Continue raising visibility of racial discrimination and protection of minorities in Vienna-based governing bodies (CND, CCPCJ, Congress, HONLEA)</p> <p>Explore with Member States if there is interest in tabling a resolution and/or adopt new standards and norms on racial discrimination and criminal justice</p> <p>Propose a UN Study on racial discrimination and criminal justice systems</p>	Standards and tools developed and disseminated
<p><u>Intersectionality</u></p> <p>Please note: the Intersectionality Pillar will convene for the first time under ILO coordination during January 2022. As such, the actions</p>	<p><u>Network Coordinator</u> ILO<sup>7</sup></p> <p><u>Involving</u> OHCHR, UNAIDS, UNICEF, UN Women, UNODC,</p>	<p>Providing practical guidance to UN Country Teams and other field-based entities on measures to combat racial discrimination and strengthen protection of minorities, including gender dimensions and intersectional aspects, in particular by documenting and highlighting practical examples, and with a view <i>inter alia</i> to complementing the forthcoming UNSDG operational Guide on LNOB. This material should particularly inform – and be attentive to -- COVID-19 response, as well as to the development of UN country frameworks and programming.</p>	<p>Develop and publish guidance note on intersectionality, racial discrimination and minority protection</p> <p>Develop and make available repository on intersectionality, racial discrimination and minority protection</p> <p>Develop the Pillar Work Plan under new Pillar leadership (ILO)</p>	T.b.d., based on outcomes in 2021

consent and article 41 of the United Nations Declaration on the Rights of Indigenous Peoples). Please see the following publication for further information on meaningful participation: United Nations Development Fund (UNDP), *Marginalised Minorities in Development Programming*, (New York: May 2010).

<sup>7</sup> ILO assumes coordination of the Network Intersectionality Pillar from 1 January 2022. Activities and approaches for the period 2022-2023 will be among first orders of business for the beginning of 2022.

<p>included here are provisional, pending further development.</p>	<p>UNHCR</p>			
<p><u>Communications and Campaigning</u> (including: Int. Day for the Elimination of Racial Discrimination (21 March), UN Human Rights Council and GA third Committee annual discussions item on racism; UN Minorities Declaration Anniversary (2022); (First) Int. Day for Countering Hate Speech (18 June); International Day for People of African Descent (31 August)</p>	<p><u>Network Coordinators</u> UNFPA and DGC</p> <p><u>Involving</u> OHCHR, UNESCO, UNODC, UNICEF, ILO</p>	<p>The senior level strongly endorsed the continued relevance of the Network, in particular in light of the various remarkable circumstances of 2020. Agencies commit to advancing the work of the Network, <i>inter alia</i> responding to the various calls by the Secretary General, including the Call to Action on Human Rights, and the letter to staff of June 2020, as well as in light of upcoming key anniversaries and processes 2021+, notably but not necessarily limited to mid-term review of the Decade of people of African Descent, 20<sup>th</sup> anniversary of the World Conference Against Racism, and the 30<sup>th</sup> anniversary of the 1992 UN Minorities Declaration.</p>	<ul style="list-style-type: none"> <li>- Develop and disseminate high level key messaging for key calendar events</li> <li>-Develop contact list of UN leads for the anti-racism agenda</li> <li>- Support as appropriate in development and dissemination of key high level messages for the transformative agenda + the "From rhetoric to reality: a global call for concrete action against racism, racial discrimination, xenophobia and related intolerance" HRC resolution</li> <li>- Disseminate and use the WGEPAD Operational Guidelines on inclusion of people of African descent in the 2030 Agenda</li> <li>- Communications activities and events marking the 30<sup>th</sup> Anniversary of the 1992 Minorities Declaration (OHCHR lead)<sup>8</sup></li> </ul>	<p>Awareness raising campaigning and development</p> <p>Build a sustainable advocacy and communication strategy based on the 2021 celebrations</p> <p>Build partnerships with the roster of celebrity champions to promote high visibility</p>

<sup>8</sup> Detailed program and concept note available from [michele.buteau@un.org](mailto:michele.buteau@un.org).

			- Quarterly update and share calendar and Trello board with actives and relevant materials	
<u>UN Diversity and the Policy Field: Internal/External Linkages</u>	<p><u>Network Coordinator</u></p> <p>OHCHR a.i.</p> <p>Pillar currently pending completion of the work of the Secretary General's Task Force on addressing racism at the UN; to be reviewed pursuant to delivery of the conclusions and recommendations of the Task Force.<sup>9</sup></p>	<p>Participants stressed the need to address structural discrimination internally and externally, as well as linkages between these, and called on the Network to work on inter alia on gender, age and disability, as well as other intersectionality grounds as relevant.</p> <p><u>And</u></p> <p>Urged that linkages be drawn between attention to racism, discrimination and diversity matters internally (in many cases the subject of ongoing scrutiny and processes in-agency now), and the external policy work. In line with its original 2012 mandate, the Network focusses on both the external policy field and processes to advance the diversity of the UN at all levels, and to tackle internal racism, discrimination and related intolerance, as well as interlinkages between internal and external.</p> <p><u>and</u></p> <p>Requested linkages to other diversity vectors, including age, gender and disability.</p> <p>With particular reference to advancing the UN's own diversity at all levels and to talent retention including among national and international staff,</p>		

<sup>9</sup> The original mandate of the network includes this aspect, and it was strongly reaffirmed at the 4 November 2020 ASG-level meeting. However, it is unclear if the Network adds value in this regard in 2021, in light of an ongoing group under the auspices of the Secretary General –the Task Force on addressing racism at the UN -- specifically dedicated to these questions. Pursuant to discussion with the members of the Task Force at the Network's March 2021 meeting, the Network will revisit its possible roles and actions in this area, pursuant to the completion of the work of the Task Force, expected in Q3/2021.

		participants noted data gaps and called for discussion as to how to overcome these.		
<u>UN Network Knowledge Hub Coordination</u>	<u>Network Coordinator</u> UNHCR  <u>Involves</u> All Network		Support and advance the Network with knowledge hub platform on TEAMS, including expansion of TEAMS competencies and Network databasing  Manages Network TEAMS channel  Develop a training module on impact of racism in displacement context  Organize a thematic webinar / side event	Acts as convenor with selected experts from the Network to support Network priorities/goals
<u>UN Network Development, Accountability and Branding</u>	<u>Network Coordinator:</u> Network Co-Chairs  <u>Involves</u> All Network	Beginning in 2021, the Network will add a rotating co-chair, to supplement OHCHR permanent chairing of the Network. The meeting left open the possibility of further discussion at a future date of a permanent rotating chair arrangement.  It is recommended that The UN Network on Racial Discrimination and Protection of Minorities considers establishing a link to the UNSDG. The Network would report to the UNSDG on a biannual basis via the most appropriate mechanism established for this purpose, beginning with a report to be presented by 30 June 2021, and would be available on a standing basis for expertise in its relevant domains. This recommendation would not preclude the Network from working also in other areas, most notably as concerns pillars of the Secretary-General's Call to Action dedicated to combatting gender discrimination; protection; and human	Act on conclusions of annual Network Senior meeting  Identify and act on possibilities to mobilize resources in support of Network efforts  Develop Co-chairing and common Network management.  Extend Network to relevant Field colleagues.  Convene and prepare at least one (1) Senior Level meeting of the Network annually, as well as at least three (3)	

		rights defenders/civic space, as well as in other areas as relevant.	Technical Level meetings of the Network annually.  Convene other meetings, including to Member States, donors and civil society as relevant	
--	--	--	---	--

SUMMARY

Racial Discrimination/Minority Rights Review 2021

**Scan of UN Country Level Programming Documents**

Common Country Analysis and UN Sustainable Development Cooperation Frameworks

Contents

<b>Introduction</b> .....	17
<b>Summary of Findings</b> .....	18
<b>Identification of promising practices in Common Country Analyses</b> .....	19
<b>Identification of promising practices in Cooperation Frameworks</b> .....	20
<b>Coherence between the Common Country Analysis and the UN Cooperation Framework, relative to discrimination and the rights of minorities</b> .....	21
<b>ANNEX 1: Summary of Analysis of Common Country Analysis Documents</b> .....	23
<b>ANNEX 2: Summary of Cooperation Framework Documents Analyzed</b> .....	39



## Introduction

During the period May-October 2021, colleagues of the UN Network on Racial Discrimination and Protection of Minorities (“UN Network”) reviewed UN programming documents – Common Country Analyses and UN Sustainable Development Cooperation Frameworks – to assess if and to what extent these aimed to identify and act upon racial discrimination and minority protection or minority rights issues, as well as to identify possible promising practices in this context. Colleagues from the Office of the Special Advisor for the Prevention of Genocide (OSAPG), UN Human Rights (OHCHR), UNICEF and UNODC took part in the review.

The UN Network review was undertaken as adjunct to a larger review of human rights in UN programming documents being undertaken by an inter-agency team. Justification for a particular assessment of racial discrimination and minority protection matters supplementing a broader human rights review of the UN programming documents was primarily the risk that a general human rights review might potentially miss gaps or issues around racial discrimination and protection of minorities, frequently arising due to the problem of denial, as well as because the widespread view that these issues are “sensitive”. An additional concern is the lack of a specifically dedicated agency in the field with racial discrimination and protection of minorities as its explicit mandate, by contrast with agencies specifically dedicated to the rights of women and girls, children and minorities, to name only several.

Prior to undertaking the review, the review team developed 16 questions through which to examine Common Country Analysis documents (CCAs), and 25 questions for the examination of Cooperation Frameworks (CFs). These questions have been primarily based on the Secretary General’s Guidance Note on Racial Discrimination and Protection of Minorities,<sup>10</sup> as well as on the Checklist developed by the UN Network on Racial Discrimination and Protection of Minorities to strengthen UN work at country level to combat racial discrimination and advance minority rights.<sup>11</sup> Both of these guidance documents are themselves strongly underpinned by primary normative instruments in these areas, notably the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), the 1992 UN Declaration of the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities, and the Durban Declaration and Programme of Action, adopted at the close of the 2001 World Conference Against Racism.

Due to limited capacity, the review was not able to examine all of the first generation of UN programming documents. As such, the evaluation team took the approach that it would aim for broad geographic coverage – aiming to examine documents from as many geographic sub-regions as possible – while at the same time reviewing only finalized programming documents. The review team examined thirteen Common Country Analysis documents (CCAs),<sup>12</sup> and

---

<sup>10</sup> <https://www.ohchr.org/documents/Issues/Minorities/GuidanceNoteRacialDiscriminationMinorities.pdf>

<sup>11</sup> <https://www.ohchr.org/Documents/Issues/Minorities/AnnotatedChecklist.pdf>

<sup>12</sup> Azerbaijan, Belarus, Bosnia-Herzegovina, Colombia, Guatemala, Iraq, Kazakhstan, Mali, Mexico, Sierra Leone, Somalia, Syria and Uruguay. The team reviewed only final CCAs.

sixteen Cooperation Frameworks (CFs).<sup>13</sup> To the best extent possible, the review team aimed to look at CCA and CF documents from the same country, in order *inter alia* to determine the extent to which issues identified in the CCA are taken up in the design and implementation of programming (i.e. in the CF). In the review of both sets of documents, reviewers were invited to identify possible positive practices for promotion and dissemination.

Most of the questions designed by the group to guide the analysis (as shown in the annexes) employ “Yes,” “Somewhat,” and “No” inputs. Relying on the judgement of the reviewers, “Yes” indicates that, in the opinion of the reviewer, the relevant variable(s) raised by the research question are present throughout the document and in a way that is indicative of full awareness of their importance to the UNCTs. “No” indicates their complete absence. “Somewhat” generally indicates that their absence is not complete, but that their presence has been deemed tenuous or scarce to the point where the criteria for a “Yes” answer could not be satisfied. Where the criterion for a “Somewhat” input has varied in some questions, this has been specified under the corresponding graph.

## Summary of Findings

As a result of the above, the material presented here does not constitute a comprehensive review of racial discrimination and protection of minorities issues in UN programming documents. Rather, it should be understood as providing (1) an indication generally that, for a range of reasons not explored in detail here, and with several notable exceptions, UN Country Teams are struggling to identify and act upon requirements to support advances in tackling racial discrimination and protection of minorities. This problem appears to exist even in those cases where UN Country Teams have acted on some human rights requirements, and also where they have identified some groups as at risk of being left behind; and (2) this problem notwithstanding, some UN Country Teams have in fact endeavoured to act on these matters, and the review identified some potentially positive practices in these areas, approaches which might potentially be replicated elsewhere.

As a general matter, with a number of exceptions noted below, based on the sample examined, UN Country Teams

- UN Country Teams are struggling to identify and act upon requirements to support advances in tackling racial discrimination and protection of minorities. As noted below, in 46% of cases CCAs reviewed did not at all address racial discrimination and protection of minorities issues, and 31% of the remaining CCA documents did so only “somewhat”. 54% CCA assessments of Sustainable Development Goals’ (SDGs’) progress did not at all refer to progress or challenges as concerns racial discrimination and protection of minorities. This problem appears to exist even in those cases where UN Country Teams have acted on some human rights requirements, and also where they have identified some groups as at risk of being left behind. Across the board, UN Country Teams appeared far more willing to identify discrimination facing women and girls than they did as concerns racial discrimination. At least one CCA examined referred to religion as a threat.

---

<sup>13</sup> Azerbaijan, Belarus, Bosnia-Herzegovina, Colombia, Guatemala, Indonesia, Iraq, Kazakhstan, Liberia, Mali, Mexico, Sierra Leone, Somalia, Timor Leste, Uganda and Uruguay. In the case of Iraq, the CF reviewed was still in late draft form. The rest of the documents were final.

- Several UNCTs omitted to identify any minorities present in their territories. It was significantly more common to find that CCAs and CFs exhibit awareness of the reality of discrimination in general, whilst not associating this discrimination to the specific case of ethnic, cultural, religious and linguistic minorities. Where minorities were indeed mentioned, emphasis seemed to be placed on ethnic minorities, with scarce indications of awareness of religious or linguistic minorities in their territories.
- Even where UNCTs did in fact identify racial discrimination and protection of minorities in the Common Country Analysis, some of these struggled to pursue these insights in programming. When these insights permeated Cooperation Frameworks, in some instances this translated into a commitment to further the rights of minorities and other groups vulnerable to discrimination, whilst omitting a commitment to support work to address racial or related discrimination.
- This problem notwithstanding, some UN Country Teams have in fact endeavoured to act on racial discrimination and minority rights matters, and the review identified some potentially positive practices in these areas, approaches which might potentially be replicated elsewhere.
- There were very few indications of processes of consultation with minorities and other vulnerable groups to elaborate the documents under review. UN Cooperation Frameworks included only one instance where the country related the Cooperation Framework to the Durban Declaration and Programme of Action, as well as no relation between the Cooperation Frameworks reviewed and the programme of activities of the International Decade for People of African Descent, or the inclusion of measures to address hate speech. It might be interesting to assess what are the prevalent notions and forms of discrimination to which the relevant actors refer when elaborating these documents, and why might it be that some forms of discrimination receive little mention therein.

### Identification of promising practices in Common Country Analyses

The above issues notwithstanding, from among the Common Country Analysis (CCA) documents reviewed, several examples appear promising as regards addressing racial discrimination and protection of minorities issues: Bosnia-Herzegovina, Guatemala and Uruguay.

The case of Bosnia-Herzegovina stood out as a possibly exemplary Common Country Analysis. Albeit there is still room for improvement as to the availability of data relative to the rights of minorities (which the CCA acknowledges as an area to be addressed), the analysis is generally thorough. Gender is recognised as a variable which is intersecting with other grounds of discrimination, including as concerns Roma and persons displaced on ethnic grounds.

Moreover, the CCA notes the ECtHR judgment in *Sejdic and Finci v. Bosnia-Herzegovina*, finding minorities structurally discriminated against in relation to certain positions of representation in Bosnia-Herzegovina.

The Common Country Analysis of Guatemala was also noteworthy, as it contains extensive and continuous remissions to recommendations issued by UN Treaty bodies, notably CERD, relative to issues of minority inclusion and racial discrimination. Data gaps relative to the specific effects of discrimination with relation to the rights of minorities and other vulnerable groups are acknowledged and identified as an aspect to be improved in the future. The document also explicitly recognises an association between ethnicity, poverty, and limits to participation and representation, with further associations to gender. Overall, the document showcased how can recommendations received by countries from the UN be utilised to enrich Common Country Analyses, through awareness of crucial issues relative to discrimination.

The case of Uruguay was also interesting, as the Common Country Analysis contains information concerning the minority groups that were able to provide inputs during the analysis, which may contribute to show that measures have been taken to increase participation and to facilitate spaces of discussion with vulnerable communities. The document also shows an important reliance on quantitative data, often collected via surveys, which seeks to describe in detail the effects of multiple and intersecting forms of discrimination on the rights of these groups. Where the data have been insufficient or lacking, the document acknowledges existing gaps. As in the case of Guatemala, the document recognises comments issued by bodies of the United Nations concerning the rights of minorities and vulnerable groups, and seeks to incorporate these into their analysis and throughout the document.

The Common Country Analysis of Belarus elicited interest because of its detailed awareness of documents of the United Nations human rights system; especially concerning the Roma population and comments on the matter issued by CERD. It was however seen that this awareness shown in the Common Country Analysis did not seem to have been transferred to the Cooperation Framework, and there was a strong sense that the CCA was likely written by a consultant on the basis primarily of desk research, with limited apparent involvement of policy-makers and other key actors in country.

## Identification of promising practices in Cooperation Frameworks

As concerns the Cooperation Frameworks, three countries from the pool reviewed appeared to offer possible positive practices: Bosnia-Herzegovina, Iraq and Guatemala.

The UN Cooperation Framework of Guatemala exhibits an important interest to mainstream the rights of indigenous peoples and persons of African descent as a part of all expected outcomes. As in the case of the Common Country Analysis, the Cooperation Framework contains consistent remissions to recommendations issued by CERD on these matters. Moreover, the document mentions the expectation to establish an inter-institutional body dedicated to the review of progress in the attainment of the expected outcomes specifically from a human rights perspective.

One of the outcomes of the UN Cooperation Framework of Iraq was salient due to its mention of the aim to attain social cohesion and peaceful societies, with an explicit mention of vulnerable populations, including women, youth, and minorities. It was observed, however, that the document might have benefitted from stronger focus on distinguishing different types of minorities, such as ethnic and religious, which might necessitate different approaches from other minority types.

In the case of Bosnia-Herzegovina, the UN Cooperation Framework was shown to count with important elements which could serve to anchor improvements for the situation of minorities, tackling racial discrimination and advancing diversity. Particularly strong commitments to strengthen the anti-discrimination law framework were found. The Cooperation Framework also showed strength in its treatment of institutional development to achieve these aims, albeit more so than that of individual and community empowerment. Particularly in the field of education, the Cooperation Framework brings forward potentially positive goals and commitments.

### Coherence between the Common Country Analysis and the UN Cooperation Framework, relative to discrimination and the rights of minorities.

The review group was also interested to assess whether when issues around discrimination and the rights of minorities and other vulnerable groups were identified in the Common Country Analysis, this awareness was translated into programmatic commitments that were incorporated into the UN Cooperation Framework.

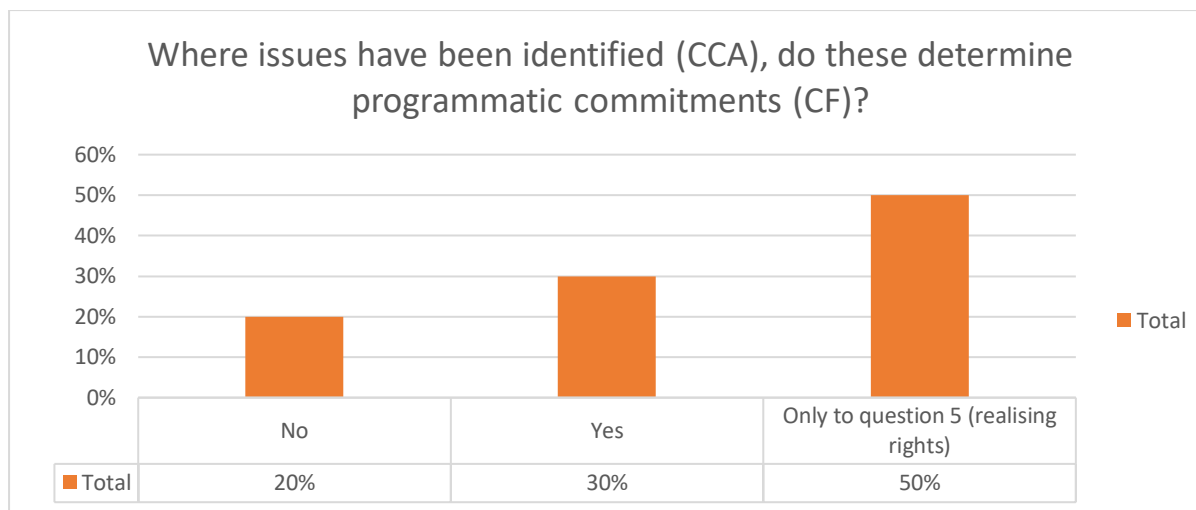
To achieve this, the following condition was set:

Given a “Yes” or a “Somewhat” answer to questions 1-8 of the CCA Review Instrument (which determine an awareness of issues around discrimination and the rights of minorities and other vulnerable groups), was there also a “Yes” or a “Somewhat” answer to questions 1 and/or 5 of the CF Review Instrument (relative, respectively, to commitments toward tackling racism and xenophobia, and realising the human rights of the vulnerable groups)?

Ten countries satisfied the condition of awareness of issues, shown in their CCA.<sup>14</sup> In their case, the answer to the question rendered the following results:

---

<sup>14</sup> Azerbaijan, Belarus, Bosnia-Herzegovina, Colombia, Guatemala, Iraq, Mexico, Sierra Leone, Somalia and Uruguay.

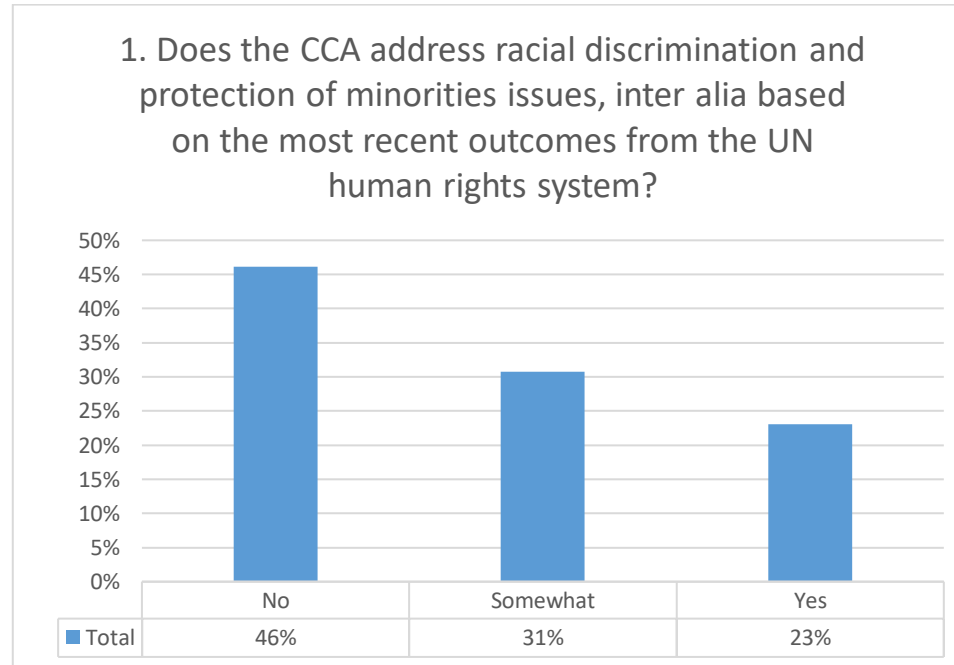


30% of countries that identify issues concerning racial discrimination and minority rights include, in their Cooperation Frameworks, outcomes aimed toward both tackling racism and xenophobia and realising the rights of minorities, people of African descent or other people or communities affected by racial discrimination.

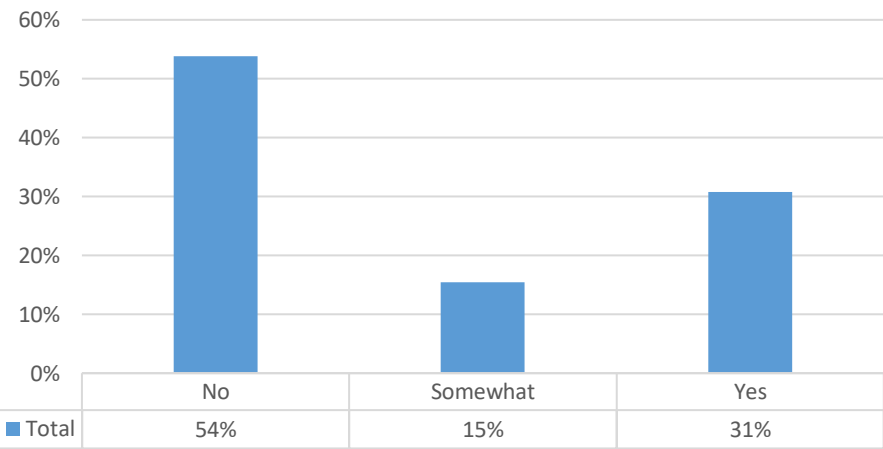
50% of countries that identify issues concerning racial discrimination and minority rights include, in their Cooperation Frameworks, outcomes aimed only toward realising the rights of minorities, people of African descent or other people or communities affected by racial discrimination; whilst omitting outcomes toward tackling racism and xenophobia.

20% of countries that identify issues concerning racial discrimination and minority rights do not transfer awareness of these issues to their Cooperation Frameworks.

## ANNEX 1: Summary of Analysis of Common Country Analysis Documents

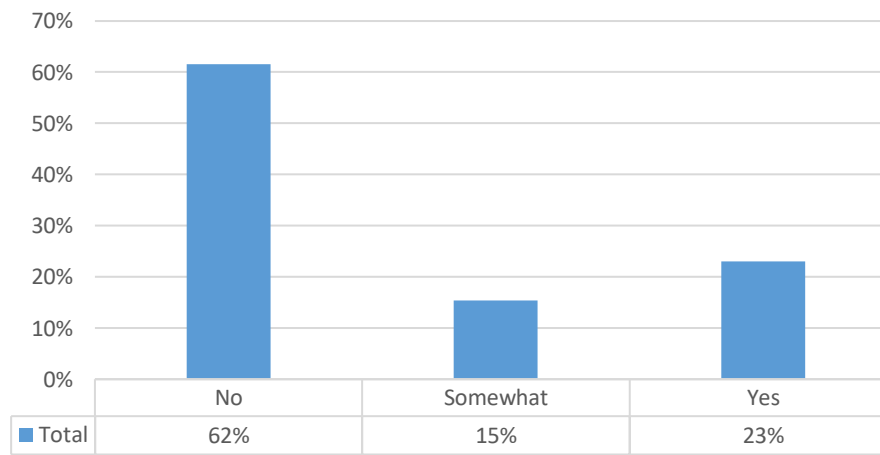


2. Does the CCA assessment of Sustainable Development Goals' (SDGs) progress refer to progress or challenges as concerns racial discrimination and protection of minorities?

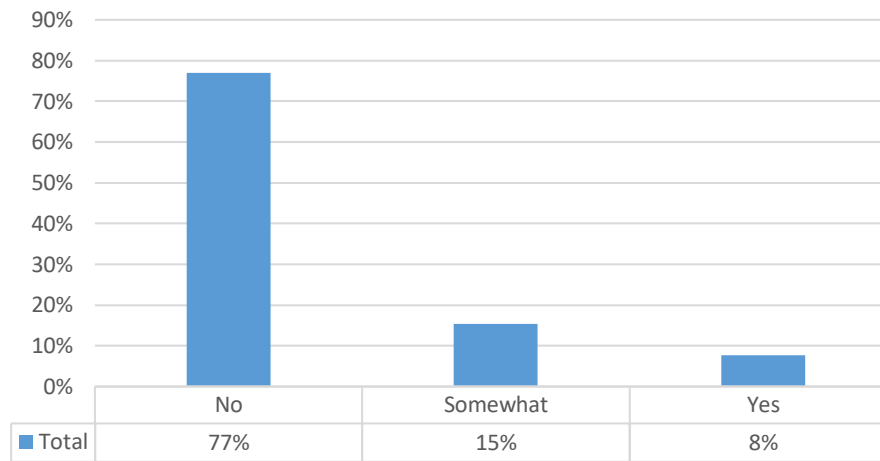


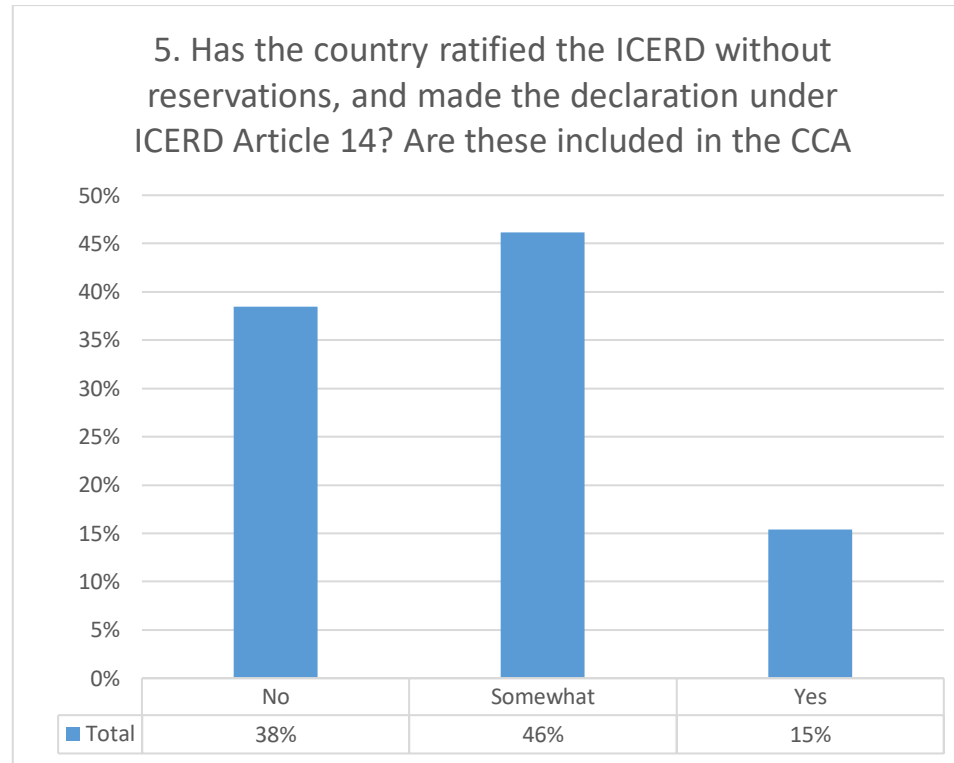


3. Does the CCA link up relevant recommendations from UN and regional human rights mechanisms concerning racial discrimination, protection of minorities and minority rights with the rest of the analysis on development challenges and opportunities?



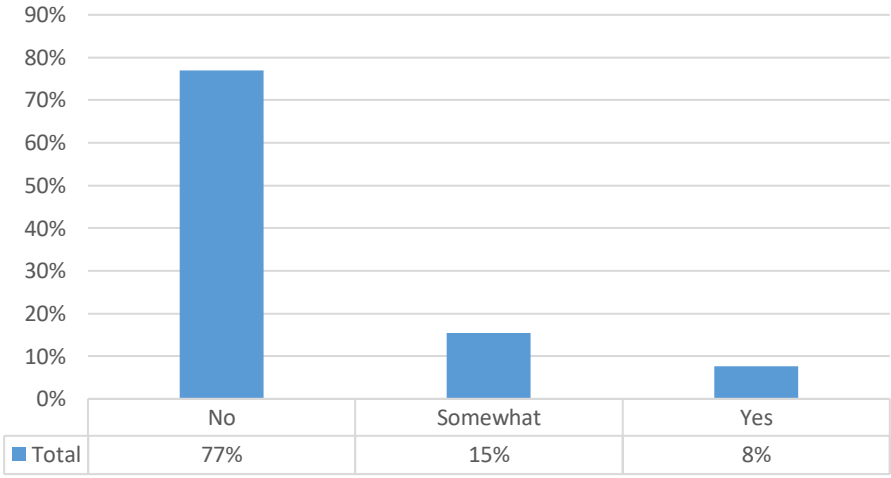
4. Does the CCA examine the national human rights system as a source of opportunities to advance racial justice, equality and related non-discrimination issues in the country?



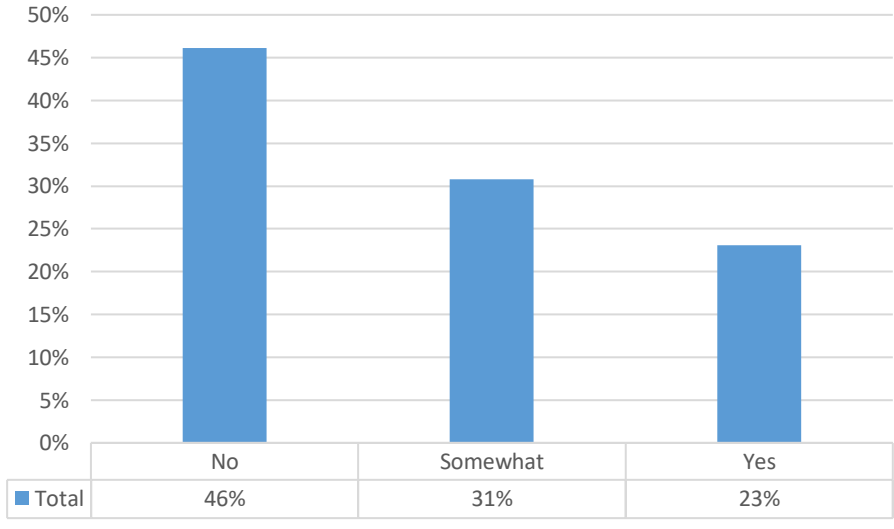


'Somewhat' here refers to the ratification of ICERD and/or the Declaration of article 14, where these could be verified per country, but the respective Cooperation Framework does not mention these points.

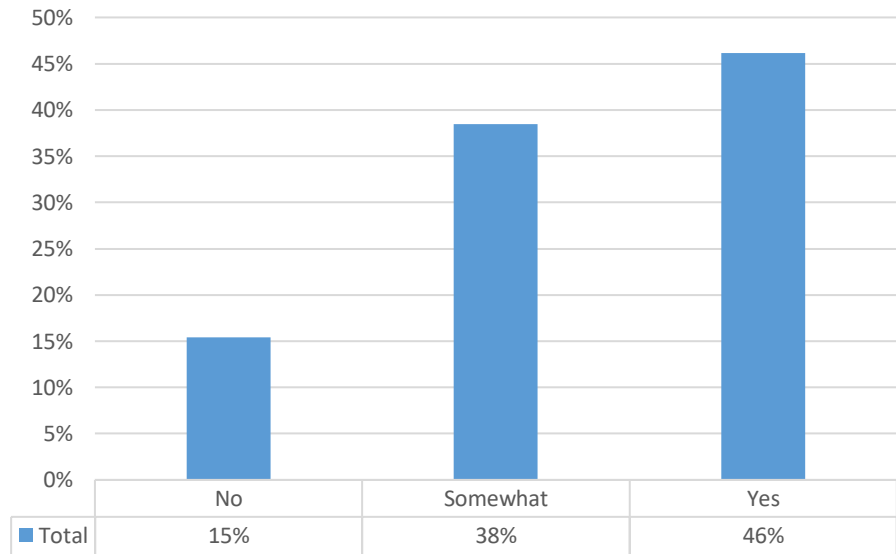
6. Does the CCA include a role pattern analysis and a capacity gap analysis related to racial discrimination, protection of minorities and minority rights?



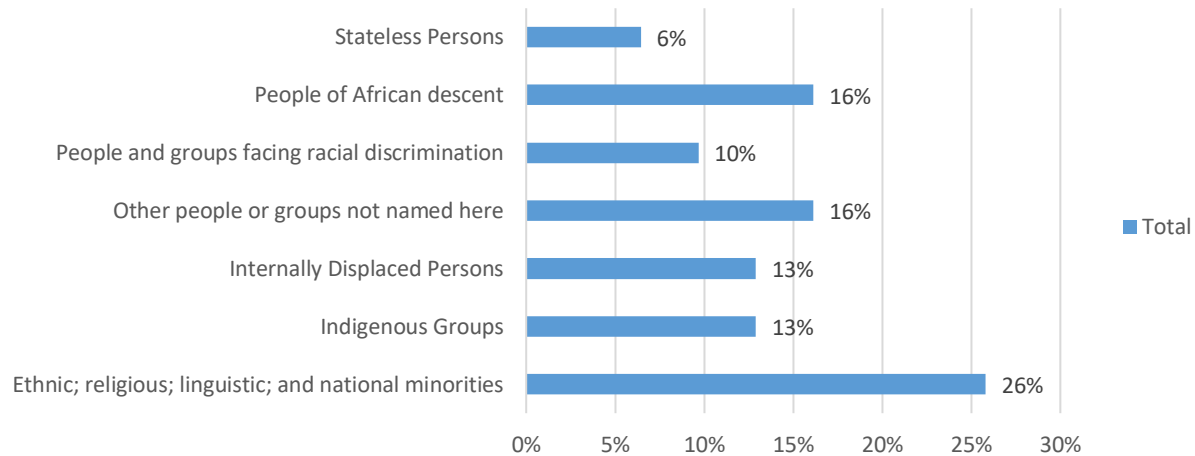
7. Does the CCA include a root cause analysis recognising forces in society shaping racial discrimination and related intolerance, and its impact on particular groups?



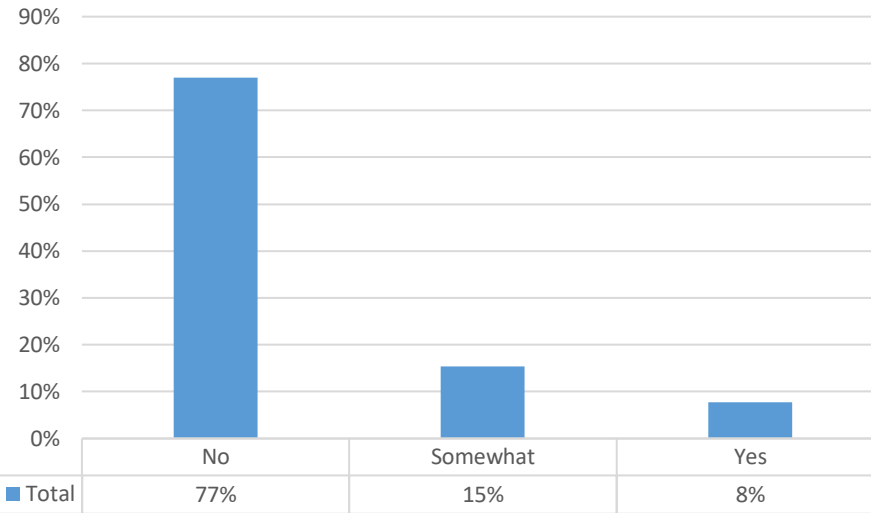
8. Does the CCA articulate who is being left behind, how, in what ways, and who among them is likely the furthest behind, including because of intersecting, compounding and multiple forms of discrimination?



9. In direct follow-up to the previous question, does the CCA include specific analysis in relation to the following groups?  
(Excludes instances of "No" to Q. 8.)

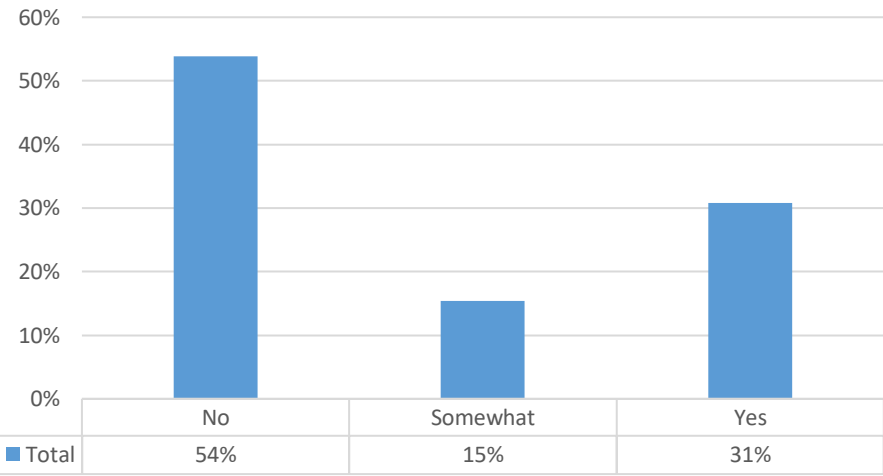


10. Does the CCA use data that is disaggregated by race and ethnicity?

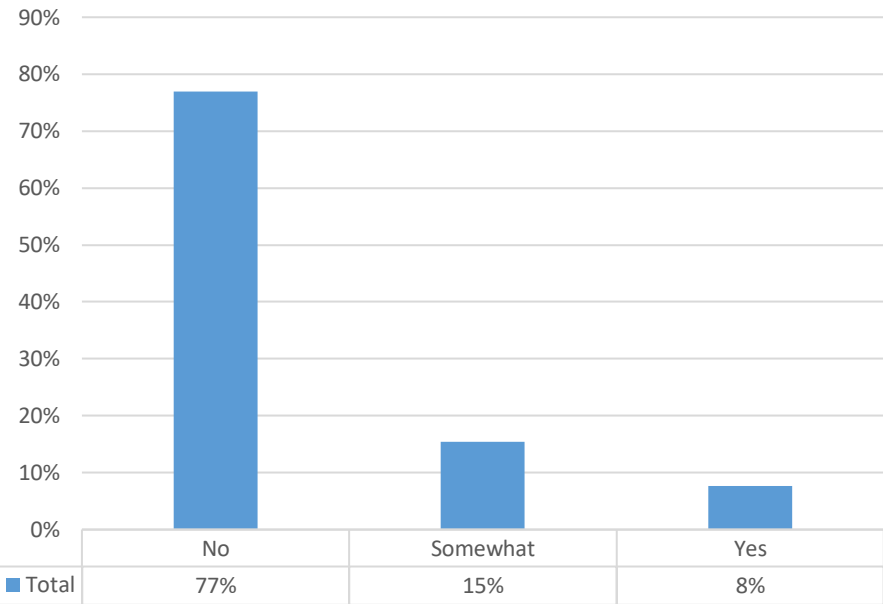




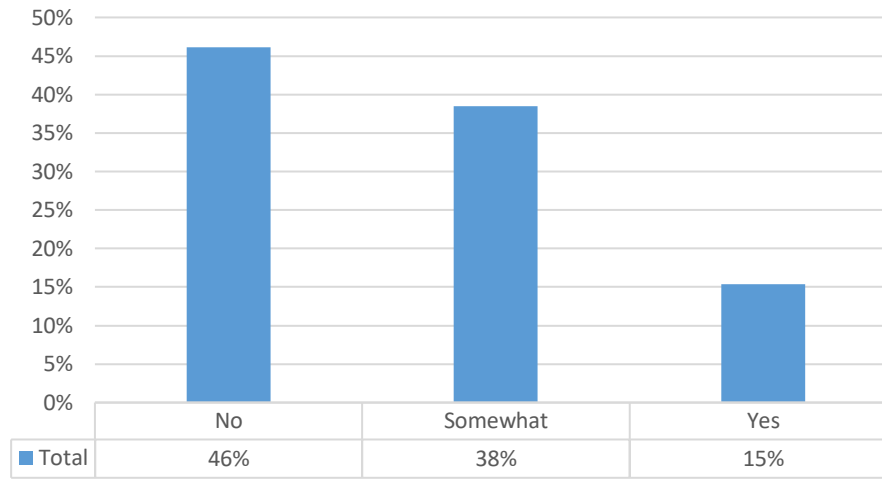
11. Have data gaps concerning racial discrimination and/or disparate minority impact been identified?



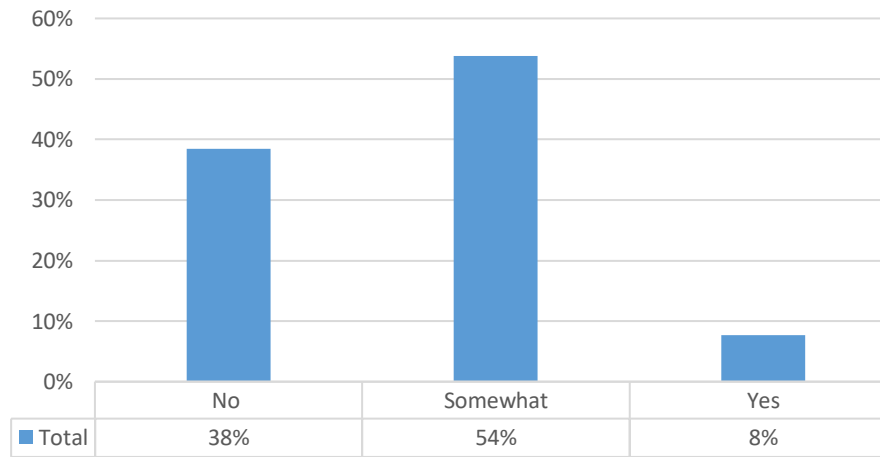
12. Have data gaps concerning intersectional aspects of racial discrimination or the treatment of minorities been identified?



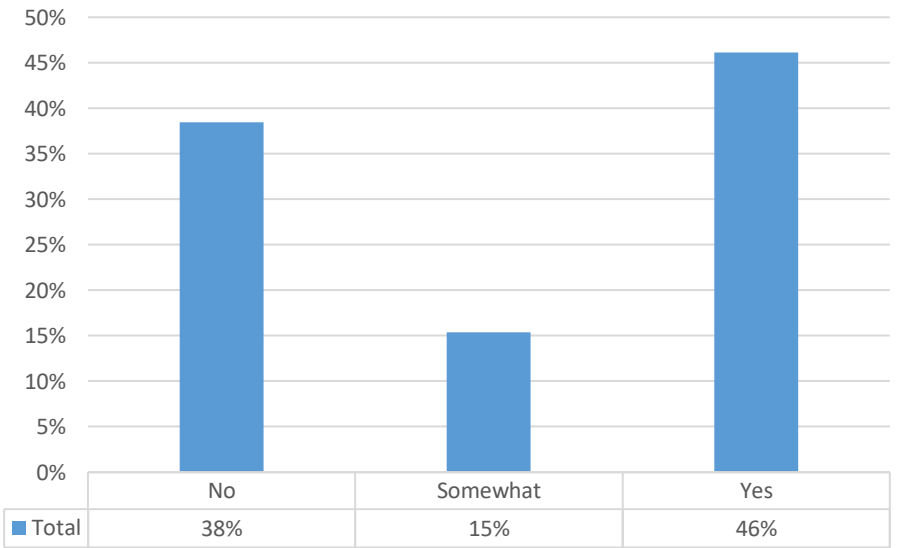
13. Does the CCA incorporate detailed intersectional discrimination analysis, including analysis of underlying, structural causes of gendered aspects of racial discrimination and inequality?



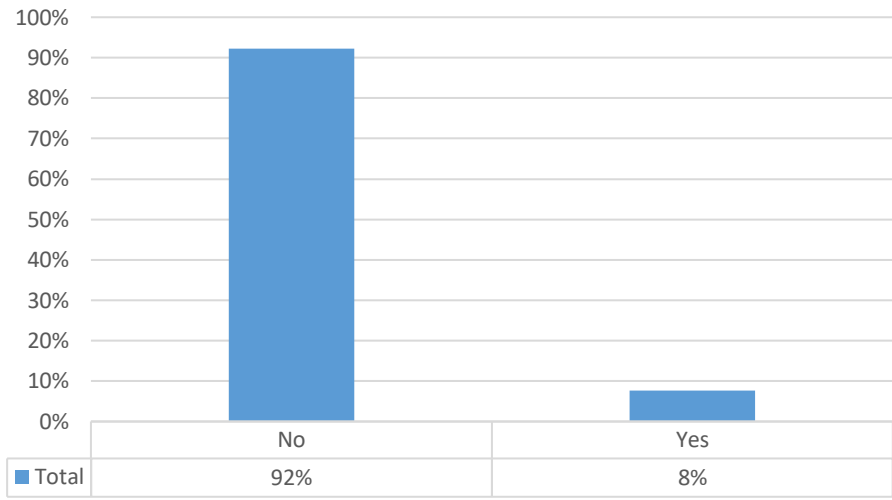
14. Does the CCA address the threats to minority, indigenous or people of African descent human rights defenders and civil society actors, including women, LGBTI, people with disabilities from these groups?



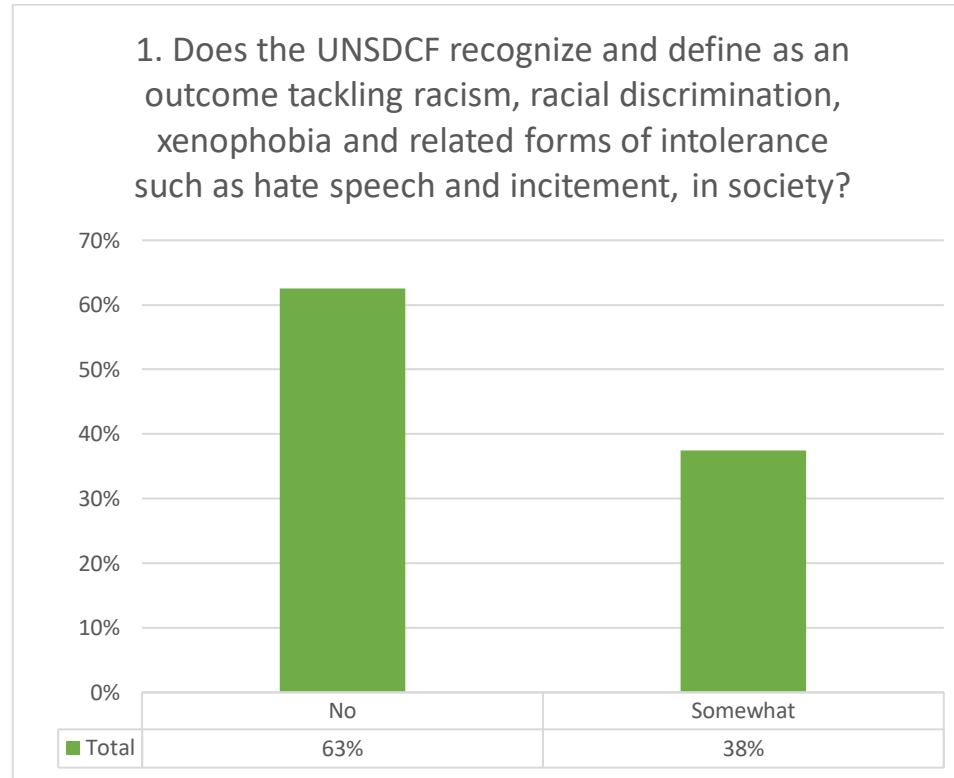
15. Does the CCA indicate whether there are barriers to minority participation in decision-making processes at national and/or local levels?



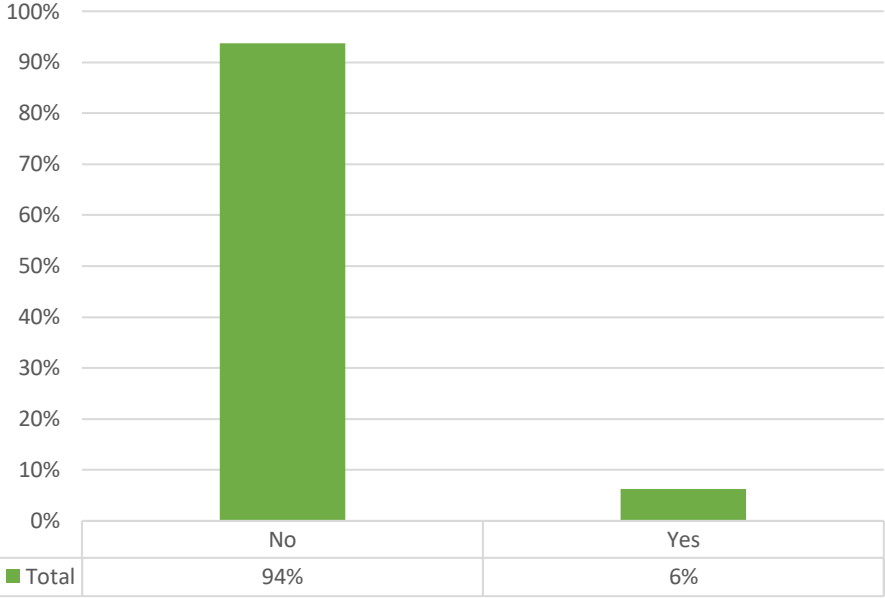
16. Does the CCA indicate to what extent minorities, indigenous people and people of African descent were able to input into the CCA?



## ANNEX 2: Summary of Cooperation Framework Documents Analyzed

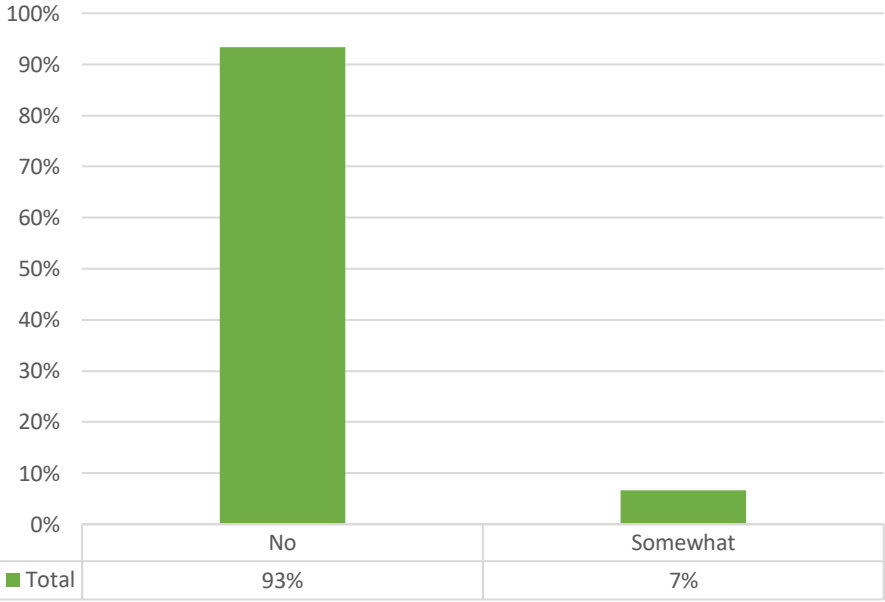


2. Does the UNSDCF include explicit outcomes or outputs in support of implementation of the ICERD Convention?

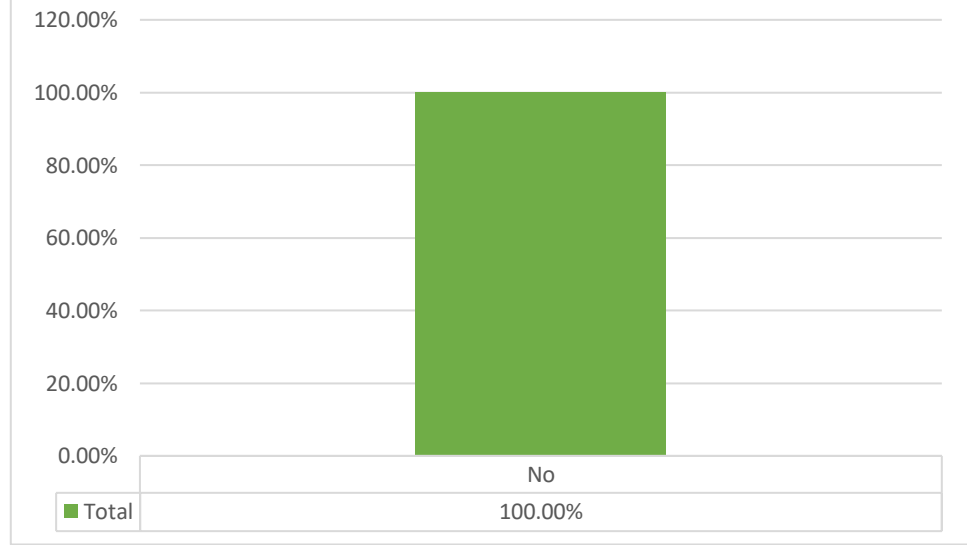




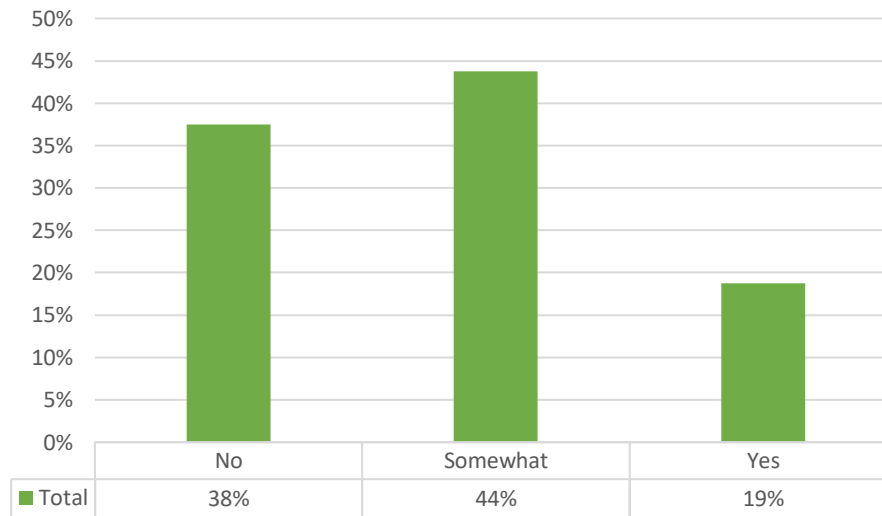
3. Does the UNSDCF include explicit outcomes or outputs in support implementation of the Durban Declaration and programme of action?



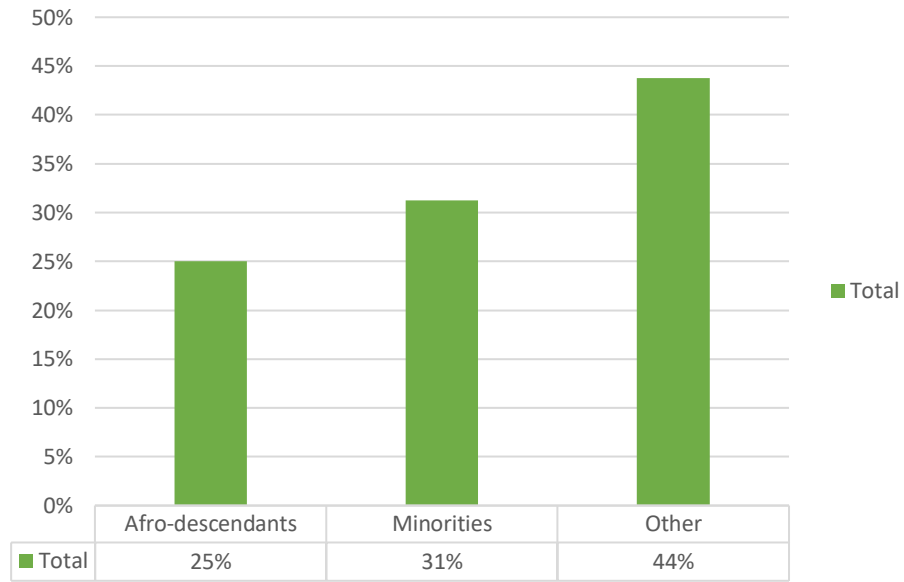
4. Does the UNSDCF include explicit outcomes or outputs in support implementation of the programme of activities of the International Decade for people of African descent?

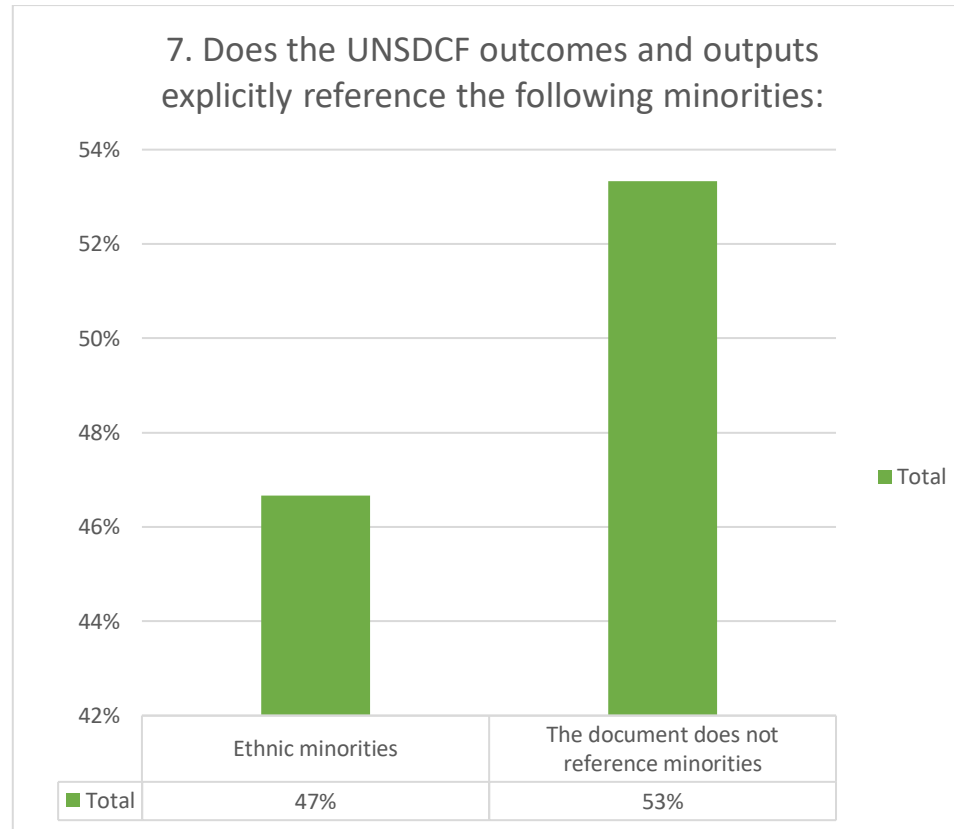


5. Does the UNSDCF define specific outcomes to realize the human rights of minorities, people of African descent or other people or communities affected by racial discrimination or other related concerns?



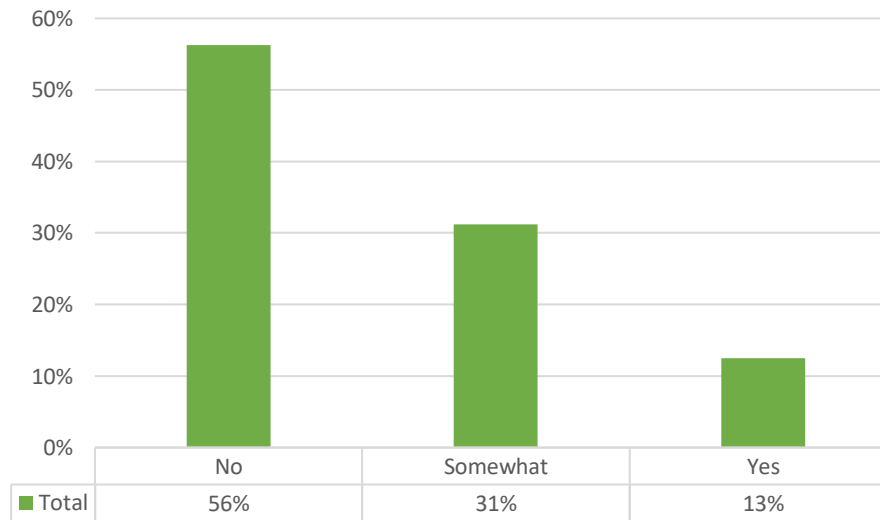
6. What terminology does the UNSDCF use to name groups? (“minorities”, “indigenous peoples”, “afro-descendants”, etc.?)



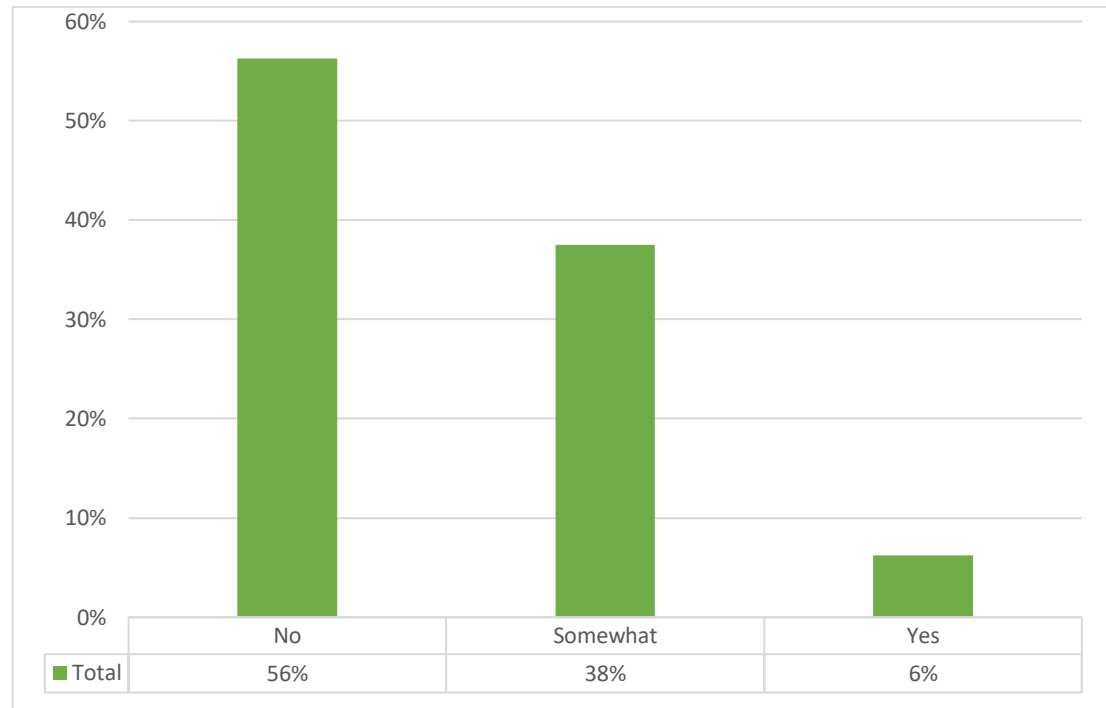


Other options, not instantiated, were “religious,” “linguistic” and “national” minorities.

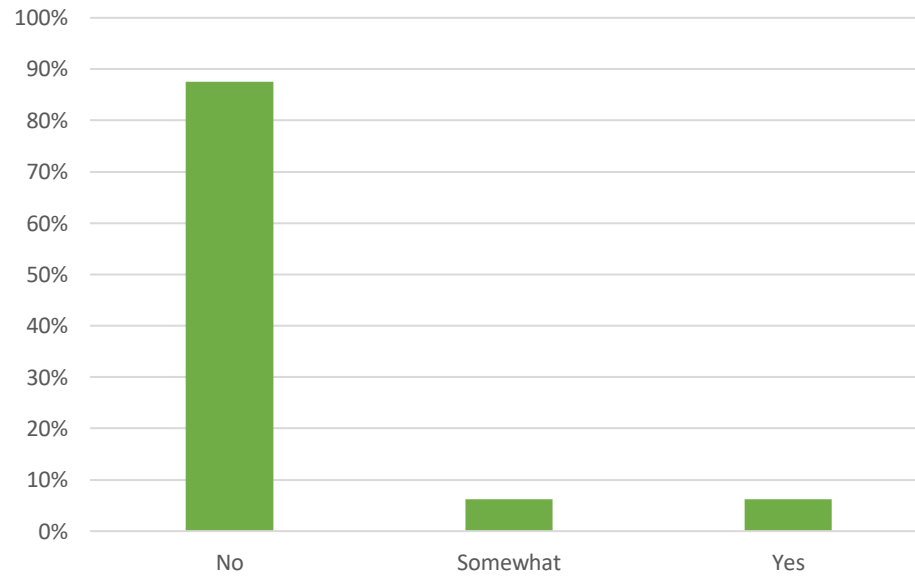
8. Does the UNSDCF focus in its outcomes and/or outputs on the minorities and other groups facing racial discrimination that are economically, politically and/or socially most marginalized and whose rights are particularly at risk?



9. Does the UNSDCF include programmatic activities aimed at building local capacity to collect quality, accessible, timely and reliable disaggregated data concerning race and ethnicity to inform national and UN policy formulation, and programme design, implementation, monitoring and evaluation, as well as risk management for development results?

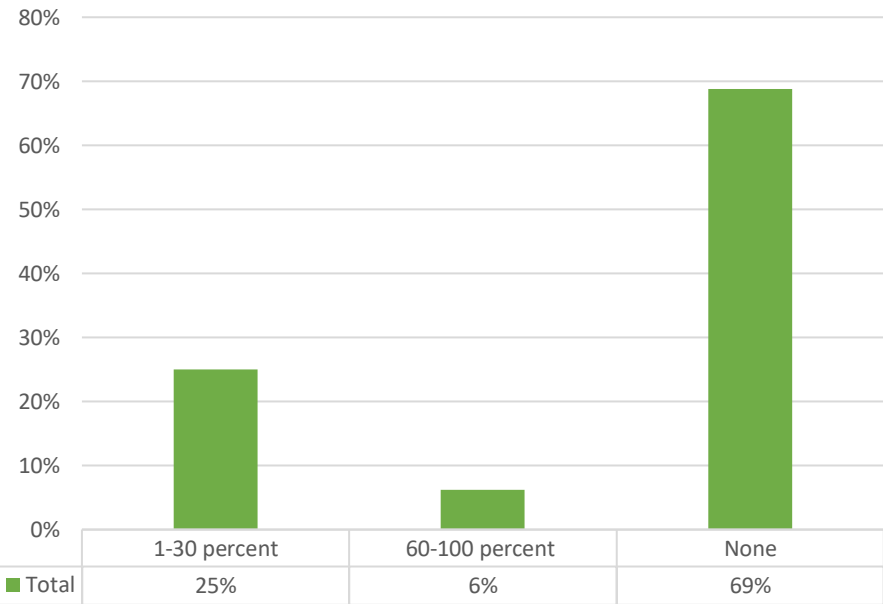


10. Does the UNSDCF include programmatic activities to support the collection of disaggregated data concerning race and ethnicity?

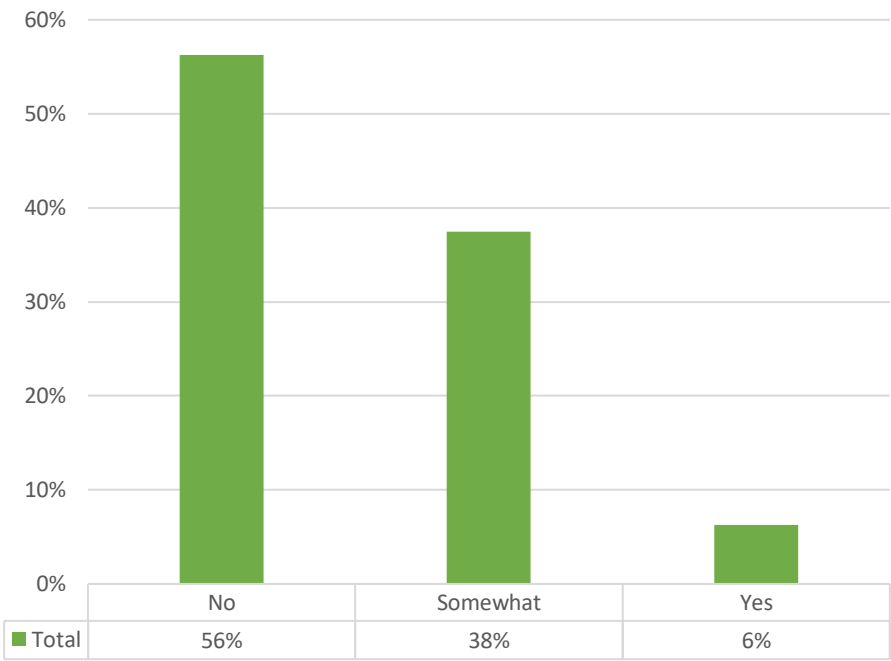




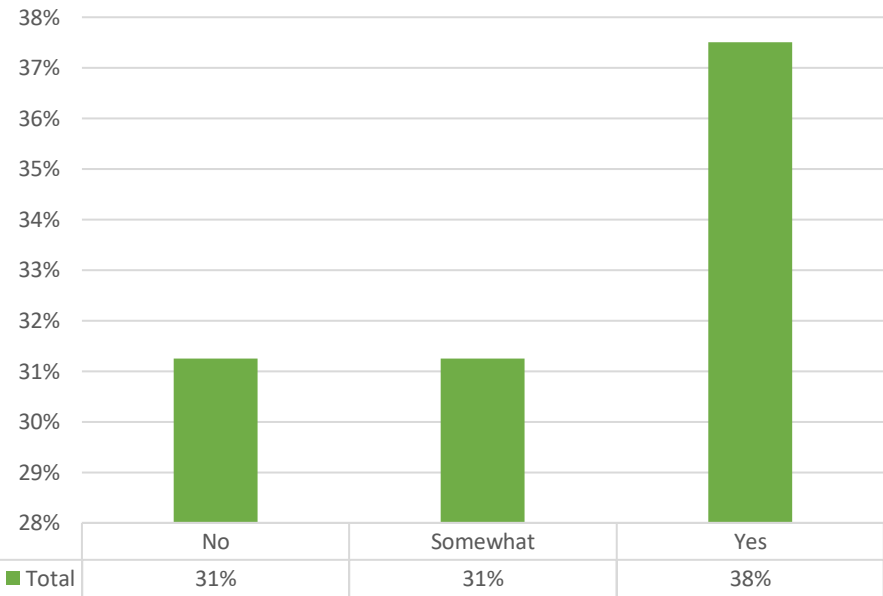
11. To what extent does the UNSDCF results framework include human rights indicators addressing racial discrimination?



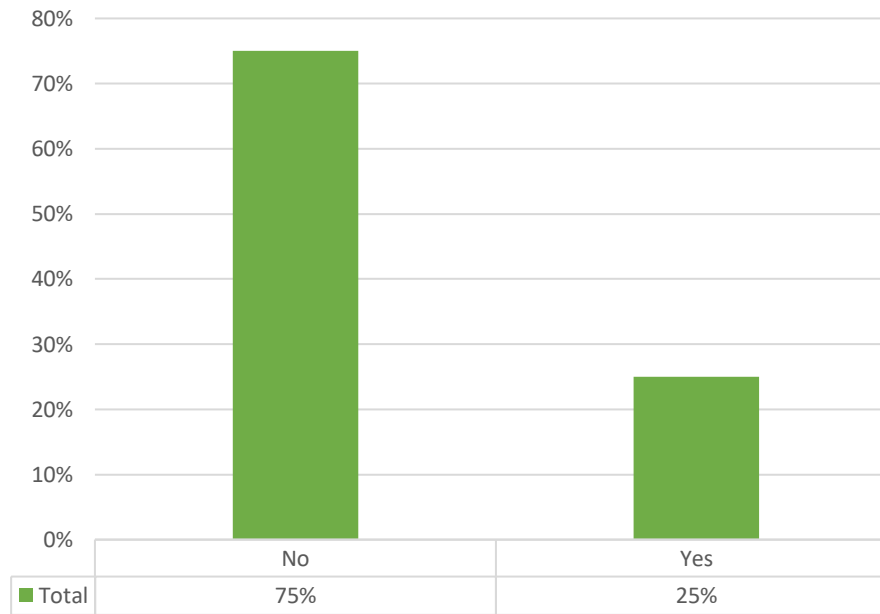
12. Does the UNSDCF taken an intersectional approach to combatting racial discrimination and promotion of minority rights/minority inclusion matters?



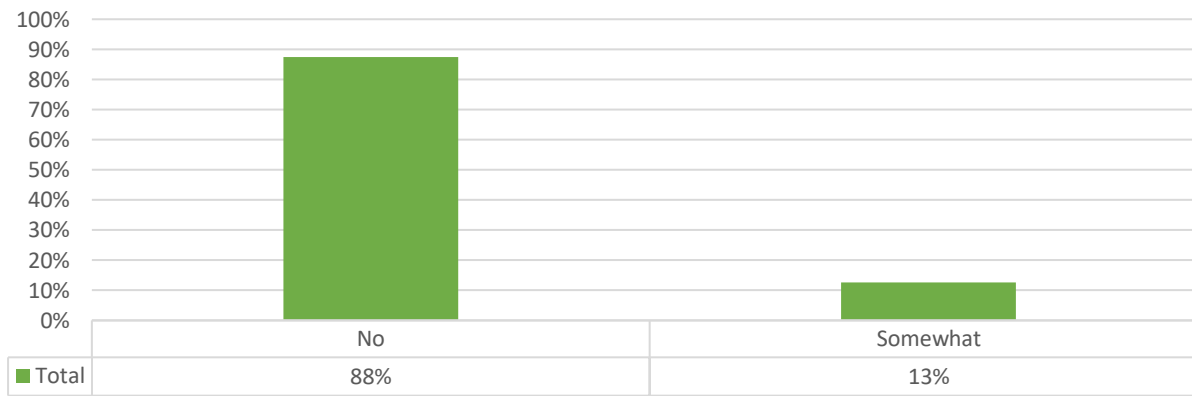
13. Does it use a gender perspective in all analysis and actions and address multiple and intersecting forms of discrimination?



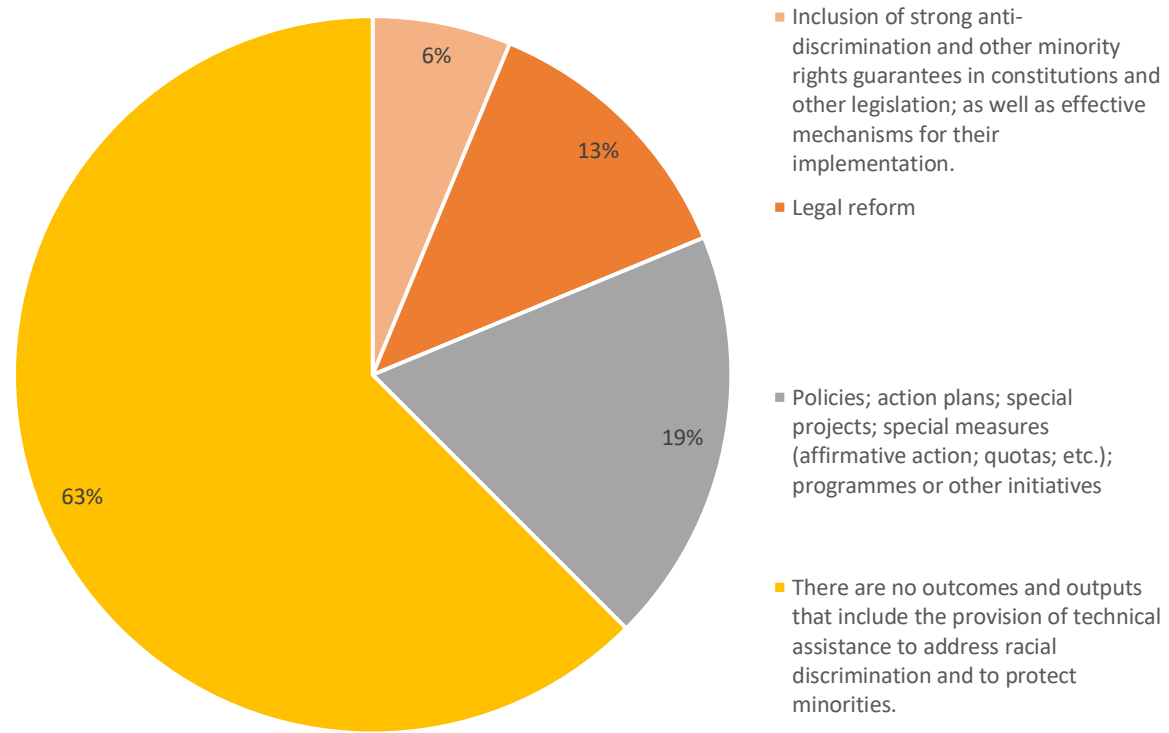
14. Are there outcomes and outputs in the UNSDCF that aim to combat institutional racism and systemic discrimination in law enforcement, political life, education, employment and/or other key fields?



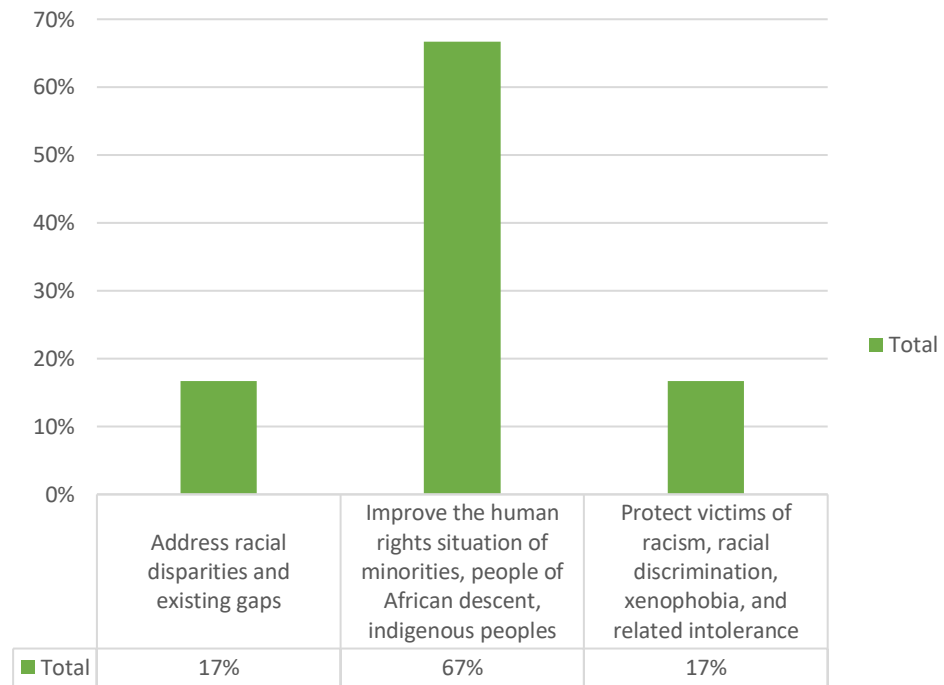
15. Does the UNSDCF indicate genuine consultation with minorities, people of African descent and/or other communities affected by racial discrimination or related intolerance?



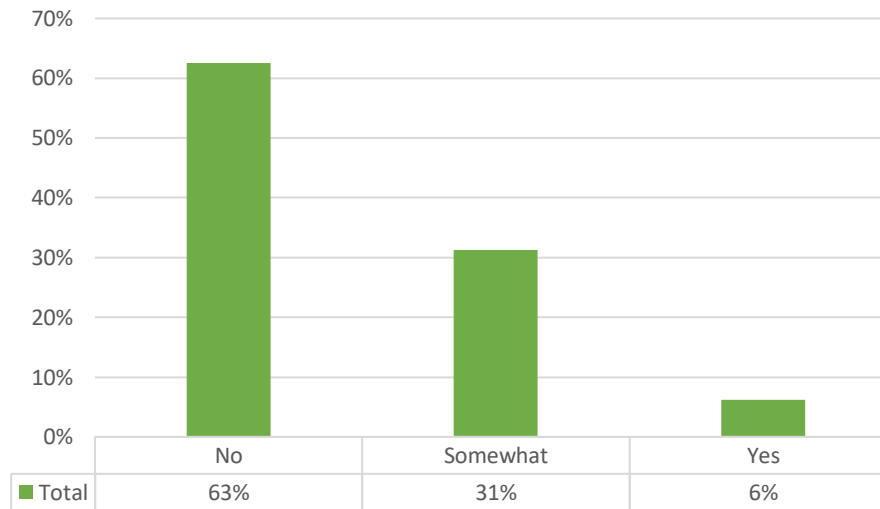
16. Do the UNSDCF's outcomes and outputs include the provision of technical assistance to address racial discrimination and to protect minorities?



17. In direct follow-up to the previous question, what is the focus of the technical assistance?  
(Excludes instances of "No" to Question 16.)

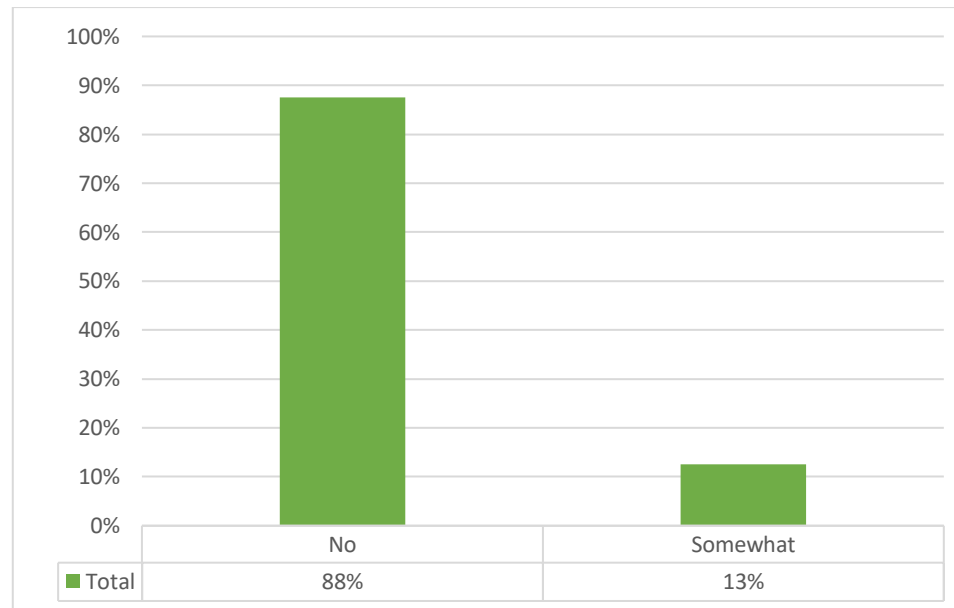


18. Are there outcomes and outputs that include or support outreach campaigns and capacity-building activities to promote the rights of persons belonging to minorities and strengthen advocacy against racial discrimination?

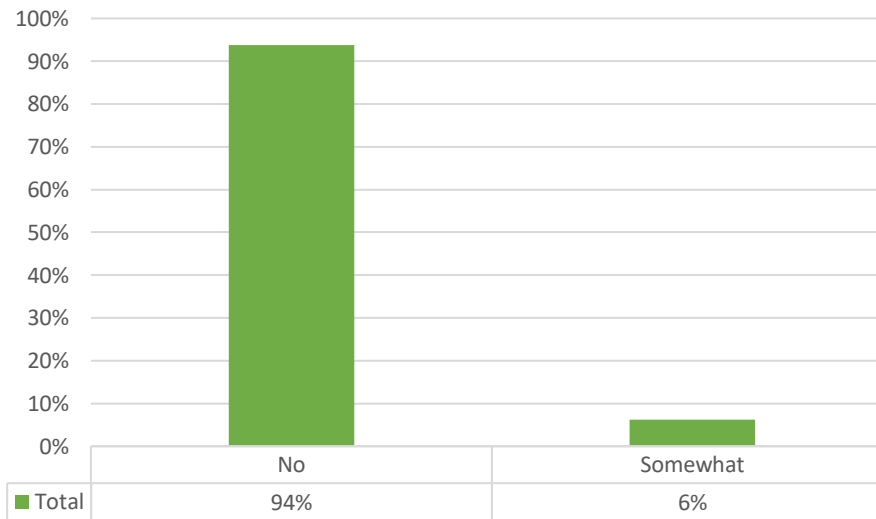




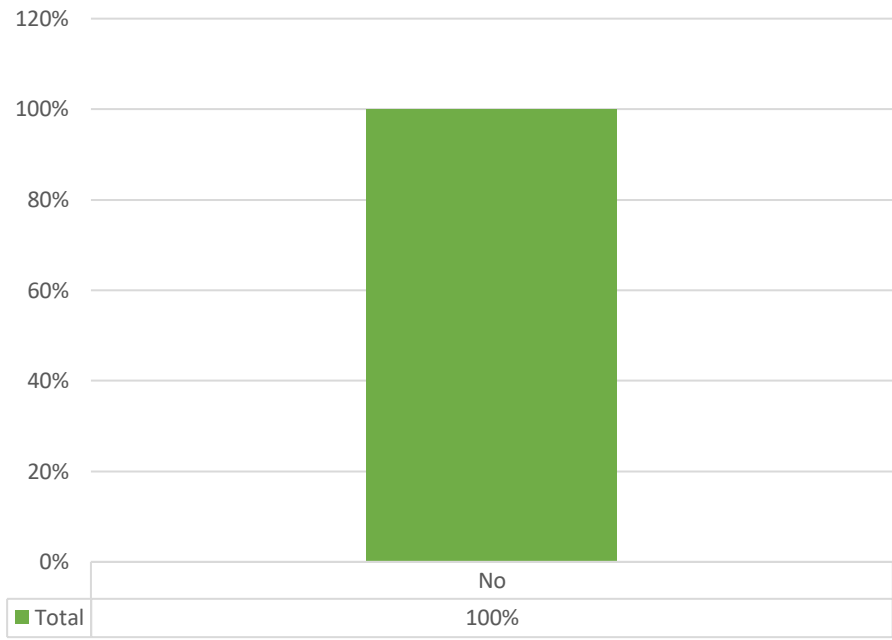
19. Are there outcomes and outputs that reinforce human rights-based education curricula that include bilingual or mother tongue education, support pluralism and diversity and expand knowledge of the history, traditions, language and culture of minorities, people of African descent and others facing racial discrimination?



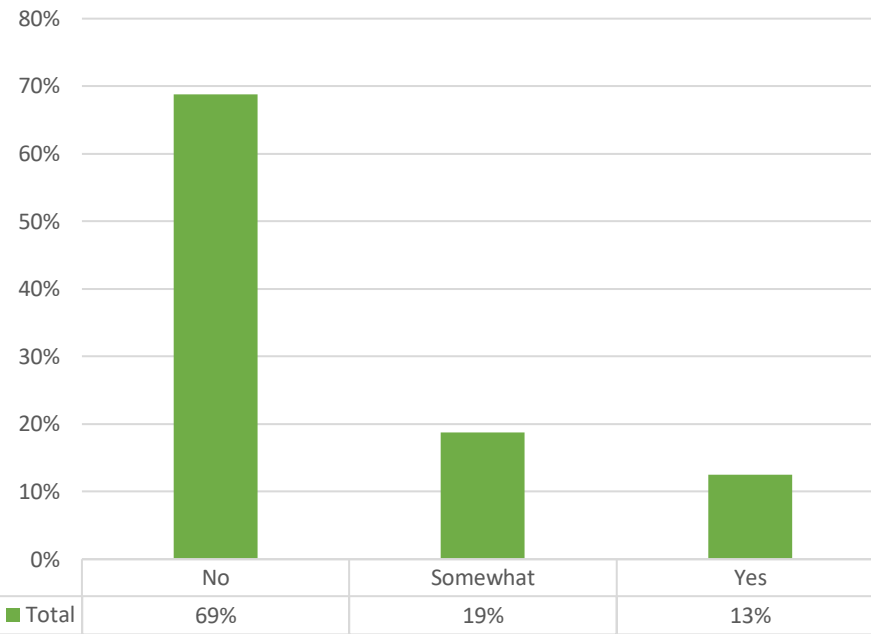
20. Are there outcomes and outputs that support efforts to ensure equal access to the media, including targeted programmes for media outlets servicing minorities, people of African descent and others facing racial discrimination?

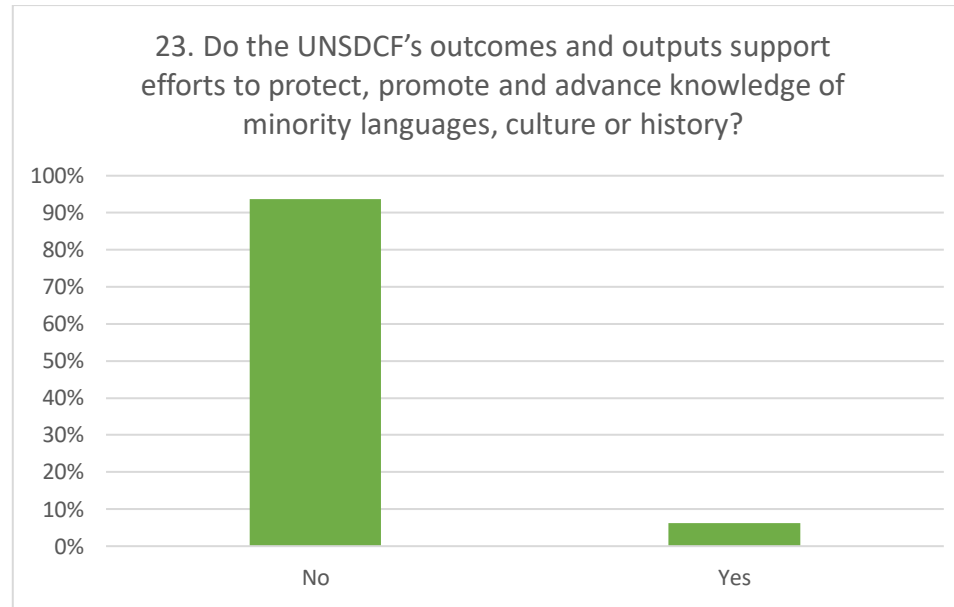


21. Does the UNSDCF include measures to combat or otherwise address hate speech?

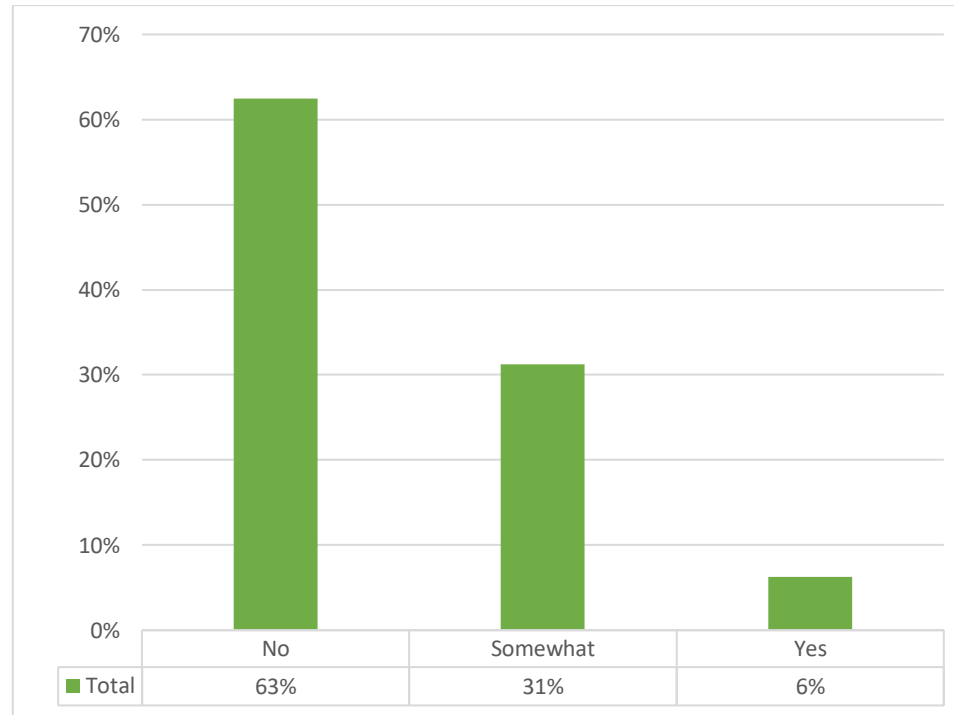


22. Does the UNSDCF encourage the celebration of diversity in its outcomes and/or outputs?

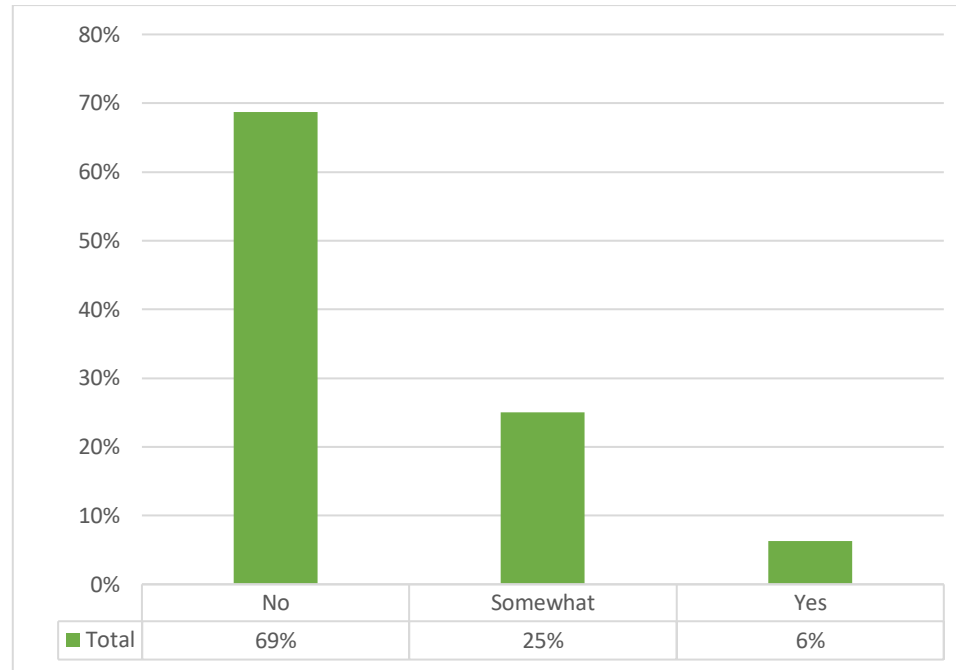




24. Do the UNSDCF's outcomes and outputs support efforts to ensure that National Human Rights Institutions, equality bodies and specialized bodies have the resources, competency and capacity to combat racial discrimination and address minority rights in an effective manner?



25. Does the UNSDCF include outcomes or outputs involving engagement and cooperation with UN and regional human rights mechanisms dealing with racial discrimination and minority rights, including by supporting follow-up to recommendations and by facilitating participation of minorities and other groups facing racial discrimination in these processes?



26. Does the UNSDCF include support for preparation of national reports to treaty bodies/UPR/country visits of special procedures specifically related to racial discrimination and minority rights?

