



**January 2023 rev: CONSOLIDATED REV FOR FEBRUARY 2023 SENIOR MEETING**

**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 work going forward to tackle the multiple challenges facing the planet. 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,

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<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 2021, 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 March 2022, the Human Rights Council welcomed “the inter-agency cooperation among United Nations agencies, funds and programmes on minority issues”, noting “in particular in this regard the initiatives and activities of the United Nations network on racial discrimination and protection of minorities”. The Human Rights Council invited the Network “to continue to cooperate with the Special Rapporteur on minority issues, the Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance and other relevant special procedures and treaty bodies, and to consult and engage with persons belonging to national or ethnic, religious and linguistic minorities and civil society actors”<sup>4</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 on a human rights basis, and with the participation of relevant affected groups.

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, UNAO, UNDP, UNEP, UNHCR, UNESCO, UNFPA, UNICEF, UNITAR, UNODC, UN Women, WFP and WHO). OHCHR acts as permanent co-chair of the Network. In 2021, the

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

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

<sup>4</sup> A/HRC/49/L.23/Rev.1, 30 March 2022.

Network for the first time has a rotating co-chair. During 2021 and 2022, UNESCO acted as rotating Network co-Chair. The Network's regular email list and Teams channel currently includes circa 250 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. In discussion among the core technical group of the Network in the run-up to 2023 action planning, it was observed that, given the actual current resources available to the Network – which include no specifically dedicated staff or budgets – the Pillar framework added transaction costs unhelpful to the efficacy of Network action. As a result, from 2023, the "Pillar" framework of the Network Action Plan is proposed as dissolved, and in its place, the Network acts in the following formats: (1) Senior Leadership (annual meeting); (2) Technical Plenary (3-4 meetings per year, circa 250 UN personnel on list); (3) Core Group (comprising 10-20 most active Network personnel), meeting on average monthly or every six weeks; (4) ad hoc meetings on particular actions. The 2023 workstart revision includes named agency leads for particular activities. The named persons/agencies act as primary convenors for the given Network action.

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. In October 2021, under WHO leadership, the Network undertook a month-long intensive training module for 13 UNCTS worldwide. During 2021 and 2022, the Network also provided seed funding to UN Country Teams (UNCTs) seeking to advance their programming as concerns racial discrimination and protection of minorities. Among primary work outputs for 2022 are the following: publication of a [Guidance Note on Intersectionality, Racial Discrimination and Protection of Minorities](#), together with organisation of **Day of Events on Intersectionality at the Human Rights Council** (ILO-led); publication [online of online training package for UN Country Teams](#); convening of community-of-practice meetings of engaged UN Country Teams (WHO-led); organisation of a [Times of Crisis Pillar Summit](#), with follow-up plans for an Action Plan (OHCHR-led); **action by nine UN Country Teams to advance country-level programming to address racial discrimination and protection of minorities** (OHCHR-supported); preparation of **Mapping of international standards and UN guidance and tools on access to justice, criminal justice as they relate to racial discrimination and protection of minorities** (UNODC-led); translation of **Checklist**

**to strengthen UN work at country level to combat racial discrimination and advance minority rights into multiple languages;** expansion of Network list and tools to 250+ UN personnel worldwide.

Details of the Network's activities, its 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>5</sup>
- Advanced knowledge base, documentation and dissemination of good practices in the area of racial discrimination and protection of minorities;
- Advanced normative guidance as concerns racial discrimination, intersectionality, minorities and UN programming;
- 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;
- Strengthened minority protection guidance and indicators in RMR processes and/or successor processes;
- Stepped-up UN coordination and action to implement international standards and [Agenda towards Transformative Change for Racial Justice and Equality](#), anchored in the lived experiences of Africans and people of African descent, 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.

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<sup>5</sup> See Annex 1 baseline.

Senior Level Recommendation (derived from Senior Network meeting minutes 4 November 2020)	Actions 2023	Action, Goals and Purposes 2022-2025
<p><b><u>Racial Discrimination and Protection of Minorities in Sustainable Development Goals (SDG) Action, Leave No One Behind (LNOB) and Intersectionality</u></b>            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><u>And</u></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><b><u>Racial Discrimination and Protection of Minorities in Peace and Security, including Prevention</u></b>            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><b><u>LNOB and Intersectionality</u></b>            Follow up of 2021-2022 UNCT training package:</p> <ul style="list-style-type: none"> <li>• Spread knowledge of availability of training materials (All Network)</li> <li>• Communities of Practice created pursuant to 2021 UNCT training, and subsequently expanded to include other UNCTs.</li> <li>• Share experiences/country case studies in assessing barriers to health services experienced by populations facing racial discrimination – knowledge exchange meeting for the UN Network (WHO)</li> </ul> <p>Follow up 2022 publication of Guidance Note on intersectionality, racial discrimination and minority protection by:</p> <ul style="list-style-type: none"> <li>• Translating the Guidance Note into other languages (ILO)</li> <li>• Disseminating the Guidance Note broadly, including in the context of 2023</li> </ul>	<p>Develop additional module on minority inclusion and 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.</p> <p>Work toward Security Council Resolution on Racial Discrimination and Protection and Participation of Minorities in conflict affected countries.</p> <p>Strengthened capacity of UN staff and criminal justice 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>

<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><b><u>Racial Discrimination and Protection of Minorities in Criminal Justice</u></b></p> <p>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 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, highlighted in the <a href="#">2021</a> and <a href="#">2022</a> High Commissioner reports on racial justice and equality and <a href="#">2022</a> report by the international independent expert mechanism to advance racial justice and equality in law enforcement, 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><b><u>Diversity and Inclusion</u></b></p> <p>Participants stressed the need to address structural discrimination internally and externally, as well as linkages</p>	<p>minority artists awards contest (ILO and OHCHR)</p> <p>Develop and make available repository on intersectionality, racial discrimination and minority protection (ILO and DGC)</p> <p>Use the space of the annual Global Forum against Racism organized by UNESCO to promote the work and specific outputs of the Network (UNESCO and Network members).</p> <p><b><u>Times of Crisis</u></b></p> <p>(1) Follow up December 2022 Times of Crisis Pillar Summit on racial discrimination and protection of minorities in peace, security, conflict, post-conflict and prevention, including by (1) adopting and publishing Summit Outcome document; (2) agreeing on an action plan for the period to end of 2025 on racial discrimination and protection of minorities in peace and security, including prevention. (OHCHR, OSAPG) and UN Women)</p> <p>(2) <b><u>RMR Process:</u></b></p> <ul style="list-style-type: none"> <li>• Convene to discuss providing guidance and indicators for racial discrimination and protection of</li> </ul>	<p>Standards and tools developed and disseminated</p> <p>Leverage platforms and networks managed by the members of the UN Network (for instance the International Coalition of Inclusion and Sustainable Cities – ICCAR, the Writers against Racism network, etc.) to strengthen advocacy and raise awareness on specific issues and/or specific occasions.</p>
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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.

And

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.

And

Requested linkages to other diversity vectors, including age, gender and disability.

With particular reference to advancing the UN's own diversity at all levels and to talent retention including among national and international staff, participants noted data gaps and called for discussion as to how to overcome these.

minorities in RMR (OHCHR and OSAPG);

- Provide guidance and annotation of RMR indicators as concerns racial discrimination and protection of minorities (OHCHR) in consultation with RMR-relevant agencies and entities).

(3) Input and engage with new Agenda for Peace and related processes as opportunities arise (OHCHR and OSAPG).

Explore the adaptation of The Art-Lab Guide for humanitarian and development operators, that will be jointly released in 2023 with the OHCHR, to situations of racial discrimination (TBC UNESCO and other interested Network members).

#### **Criminal Justice**

Editing and layout of mapping document (UN Women)

Launch of the mapping to UN colleagues worldwide – webinar(s) (UNODC)

Cooperate with and support the criminal justice related work of the various Geneva

	<p>based treaty bodies and special procedures relating to racial discrimination and protection of minorities (CERD, WGEPAD, EMLER, Permanent Forum , etc.) (OHCHR)</p> <p>Promote dissemination and implementation of the recommendations of the High Commissioner’s Agenda towards transformative change for racial justice and equality, anchored in the lived experiences of Africans and people of African descent, including through submissions to call for inputs for preparation of annual report to Human Rights Council (OHCHR)</p> <p>Continue raising visibility of racial discrimination and protection of minorities in Vienna-based governing bodies (CND, CCPCJ, Crime Congress) including visibility of Geneva based treaty-bodies and special procedure mechanisms (e.g. CERD, WGEPAD, EMLER, Permanent Forum) and the High Commissioner’s Agenda towards transformative change for racial justice and equality, anchored in the lived experiences of people of African descent (UNODC, OHCHR)</p>	
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	<p>Webinar on AI and racial discrimination as it relates to police and justice (UNODC, UNESCO and CERD) (TBC)</p> <p>Webinar on criminal justice and minorities (UNODC and Special Rapporteur on Minorities) (TBC)</p> <p><b><u>Diversity and Inclusion</u></b></p> <p>Share practice across the UN system on diversity and inclusion, as suggested at November 2021 Network meeting (t.b.c.).</p> <p>Begin work toward – ideally mandatory -- module for all staff. 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), focussing in particular on understanding racial or other discriminatory implications/outcomes/issues in programming, to supplement D&amp;I focus ongoing. A possible component could be the strengthening of intercultural competencies on the part of the UN staff (this could be tailored from the UNESCO Story Circles methodology piloted in partnership with UNHCR in a UN setting). Also: other possible</p>	
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	<p>all-staff efforts such as leadership dialogues, etc. (UN Women, UNDP, UNFPA).</p>	
<p><b>Housekeeping</b> 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.</p> <p>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 rights defenders/civic space, as well as in other areas as relevant.</p>	<p>Act on conclusions of annual Network Senior meeting;</p> <p>Identify and act on possibilities to mobilize resources in support of Network efforts;</p> <p>Develop Co-chairing and common Network management;</p> <p>Extend Network to relevant Field colleagues;</p> <p>Convene and prepare at least one (1) Senior Level meeting of the Network annually, as well as at least three (3) Technical Level meetings of the Network annually;</p> <p>Convene other meetings, including to Member States, donors and civil society as relevant;</p>	

	<p>Support and advance the Network with knowledge hub platform on TEAMS, including expansion of TEAMS competencies and Network databasing;</p> <p>Manage Network TEAMS channel;</p> <p>Create donor contact group (WHO and DGC), meeting at end of 2023.</p>	
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SUMMARY

Racial Discrimination/Minority Rights Review 2021

**Scan of UN Country Level Programming Documents**

Common Country Analysis and UN Sustainable Development Cooperation Frameworks

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## 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>6</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>7</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>8</sup> and sixteen

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<sup>6</sup> <https://www.ohchr.org/documents/Issues/Minorities/GuidanceNoteRacialDiscriminationMinorities.pdf>

<sup>7</sup> <https://www.ohchr.org/Documents/Issues/Minorities/AnnotatedChecklist.pdf>

<sup>8</sup> Azerbaijan, Belarus, Bosnia-Herzegovina, Colombia, Guatemala, Iraq, Kazakhstan, Mali, Mexico, Sierra Leone, Somalia, Syria and Uruguay. The team reviewed only final CCAs.

Cooperation Frameworks (CFs).<sup>9</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.

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<sup>9</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 issues 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.

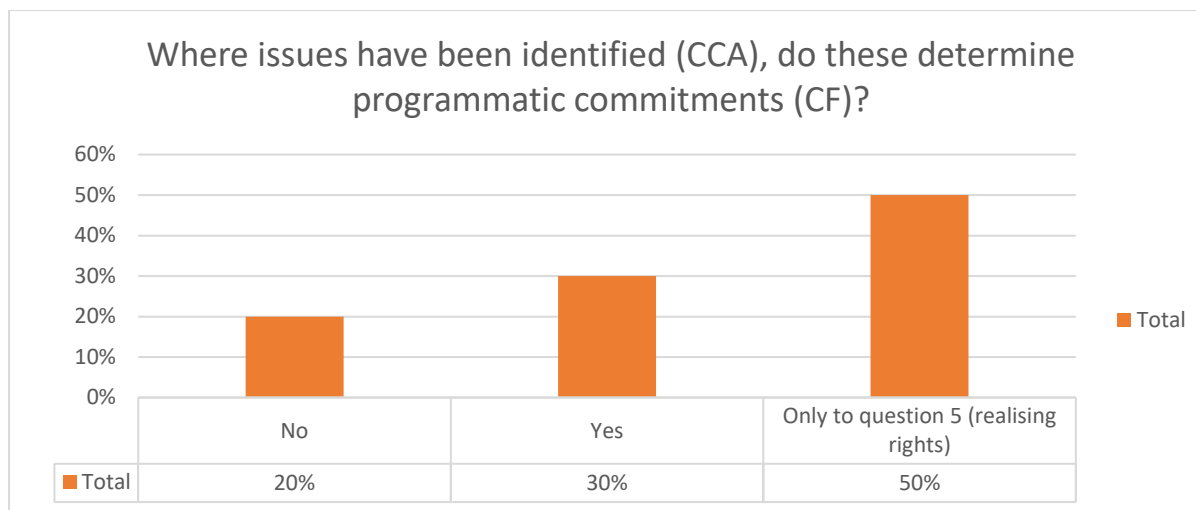
To achieve this, the following condition was set:

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>10</sup> In their case, the answer to the question rendered the following results:

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<sup>10</sup> Azerbaijan, Belarus, Bosnia-Herzegovina, Colombia, Guatemala, Iraq, Mexico, Sierra Leone, Somalia and Uruguay.

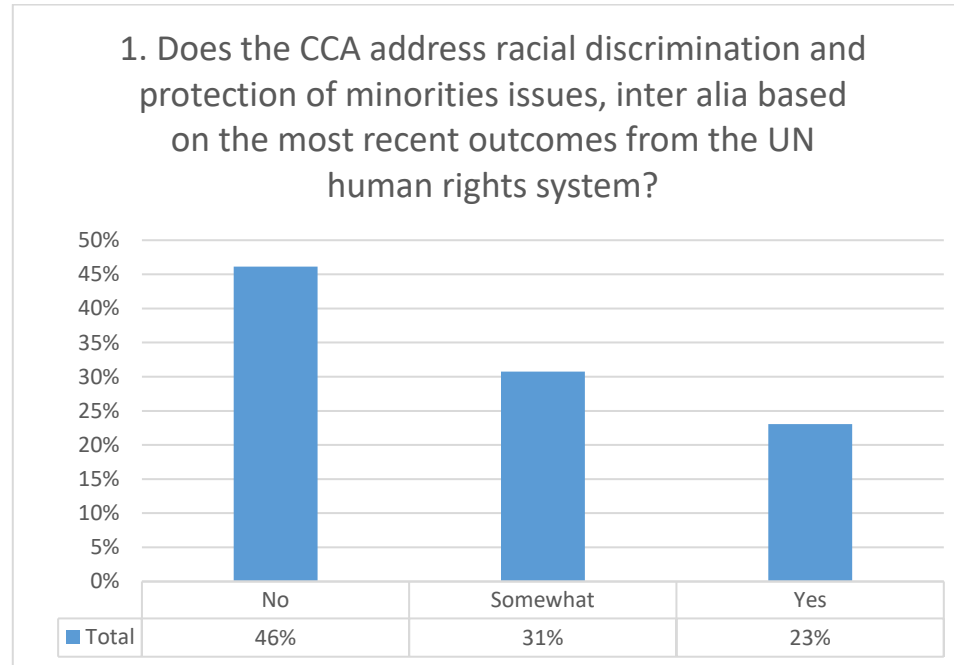


30% of countries that identify issues concerning racial discrimination and minority rights include, in their Cooperation Frameworks, outcomes aimed toward both tackling racism and xenophobia and realising the rights of minorities, people of African descent or other people or communities affected by racial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

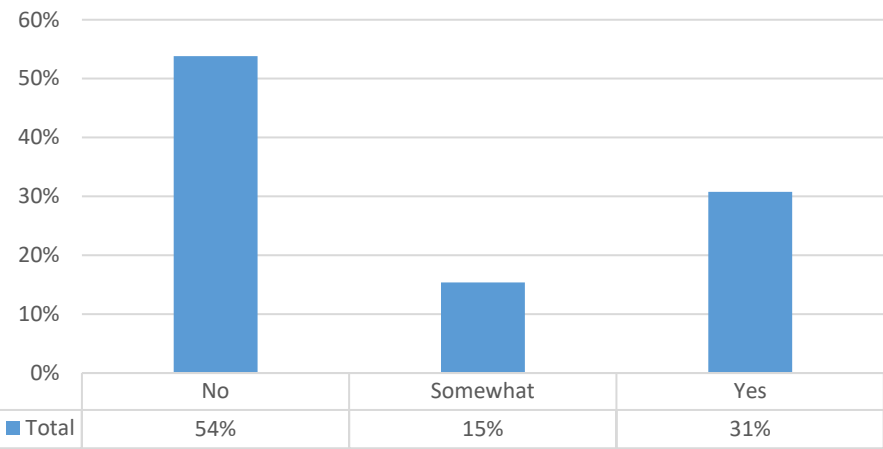
50% of countries that identify issues concerning racial discrimination and minority rights include, in their Cooperation Frameworks, outcomes aimed only toward realising the rights of minorities, people of African descent or other people or communities affected by racial discrimination; whilst omitting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

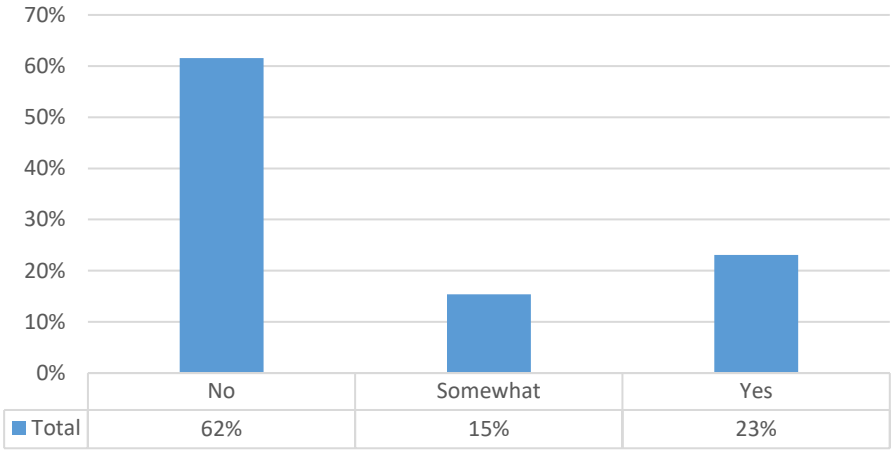
## ANNEX 1: Summary of Analysis of Common Country Analysis Documents



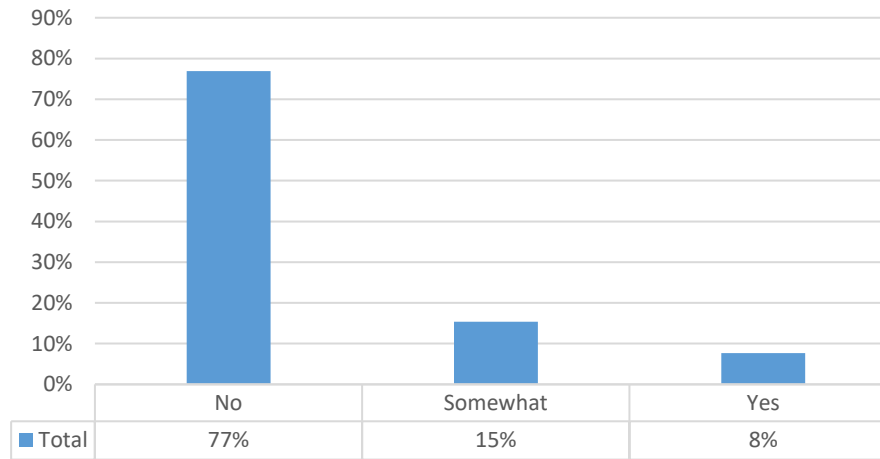
2. Does the CCA assessment of Sustainable Development Goals' (SDGs') progress refer to progress or challenges as concerns racial discrimination and protection of minorities?

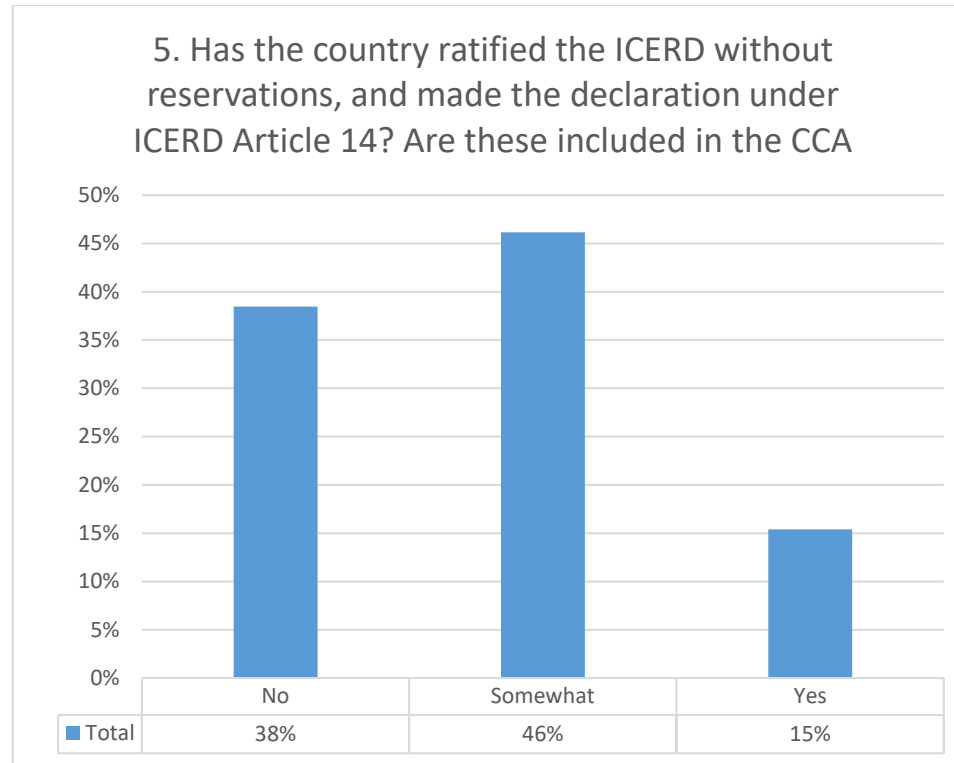


3. Does the CCA link up relevant recommendations from UN and regional human rights mechanisms concerning racial discrimination, protection of minorities and minority rights with the rest of the analysis on development challenges and opportunities?



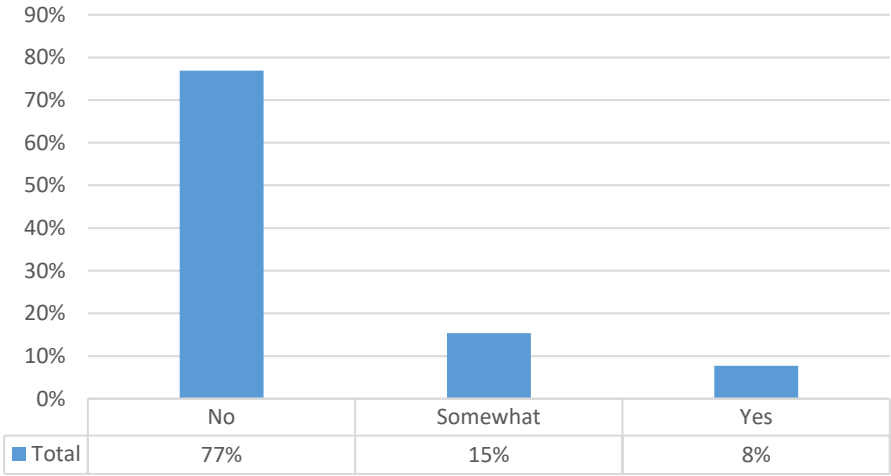
4. Does the CCA examine the national human rights system as a source of opportunities to advance racial justice, equality and related non-discrimination issues in the country?





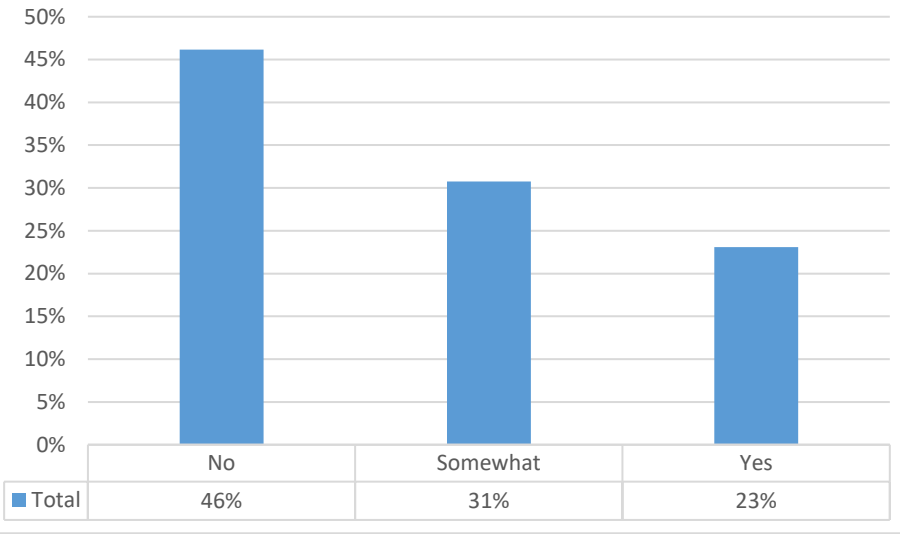
'Somewhat' here refers to the ratification of ICERD and/or the Declaration of article 14, where these could be verified per country, but the respective Cooperation Framework does not mention these points.

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

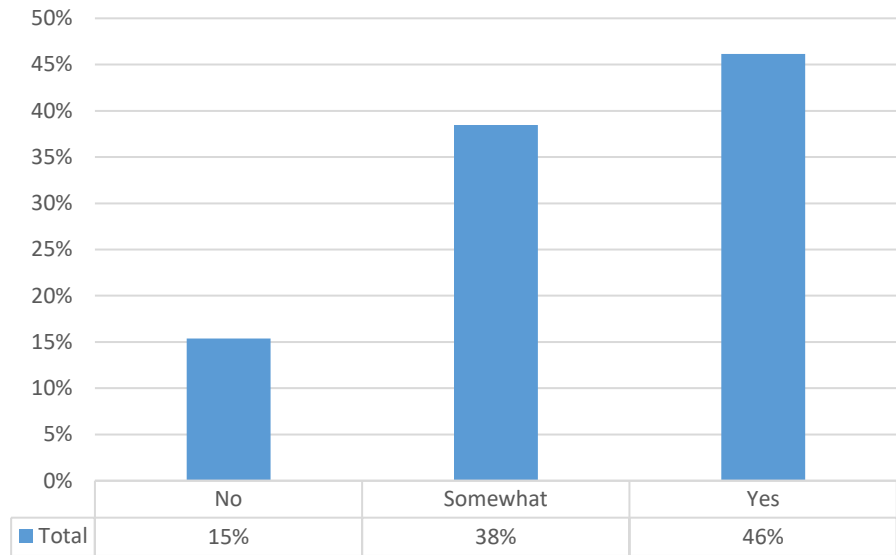




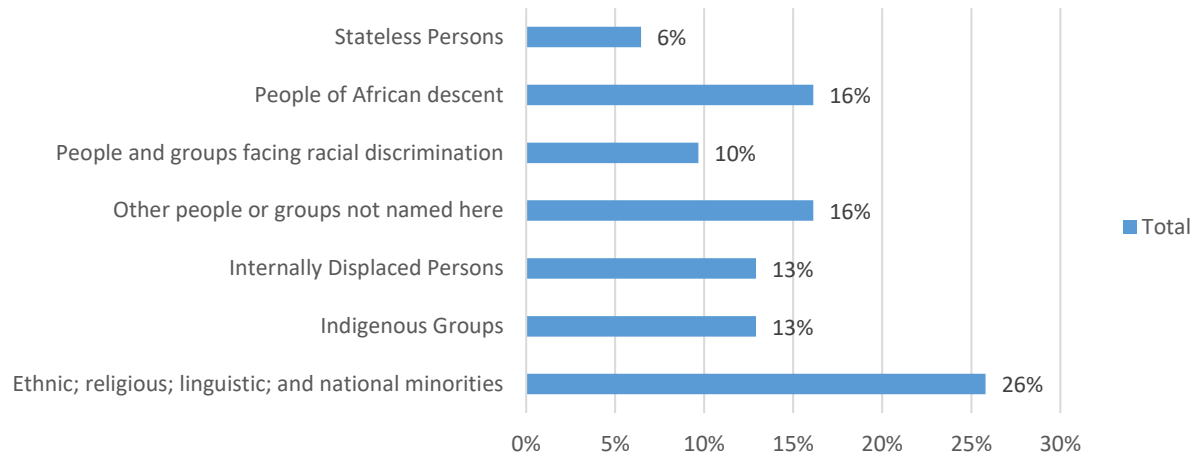
7. Does the CCA include a root cause analysis recognising forces in society shaping racial discrimination and related intolerance, and its impact on particular groups?



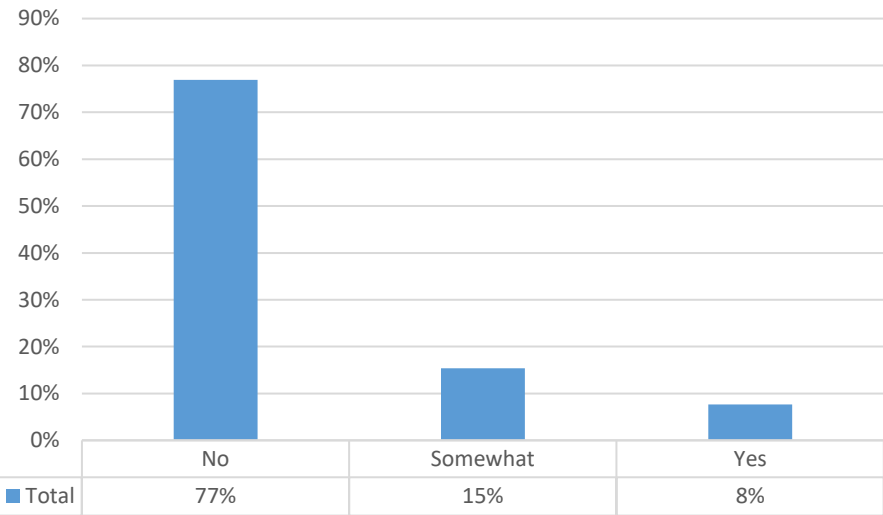
8. Does the CCA articulate who is being left behind, how, in what ways, and who among them is likely the furthest behind, including because of intersecting, compounding and multiple forms of discrimination?



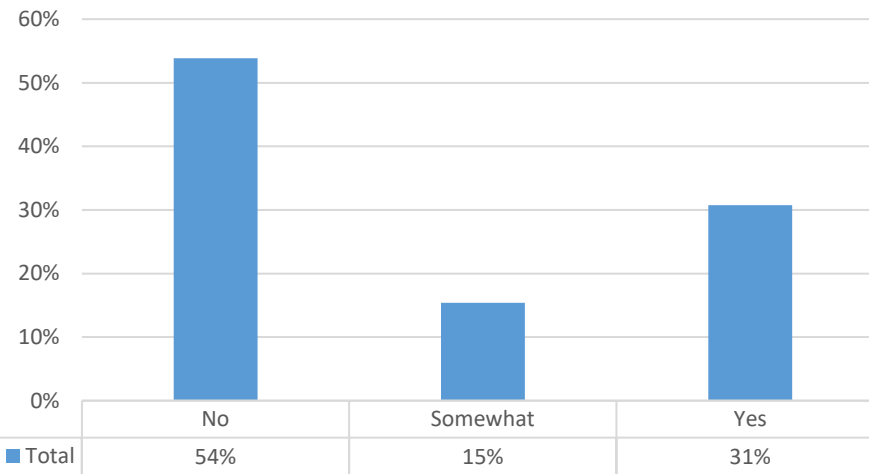
9. In direct follow-up to the previous question, does the CCA include specific analysis in relation to the following groups?  
(Excludes instances of "No" to Q. 8.)



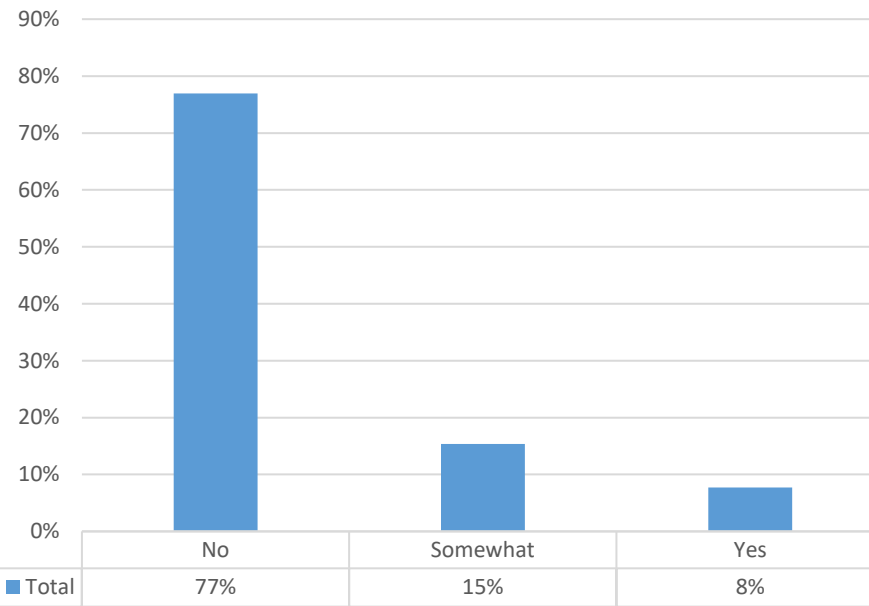
10. Does the CCA use data that is disaggregated by race and ethnicity?



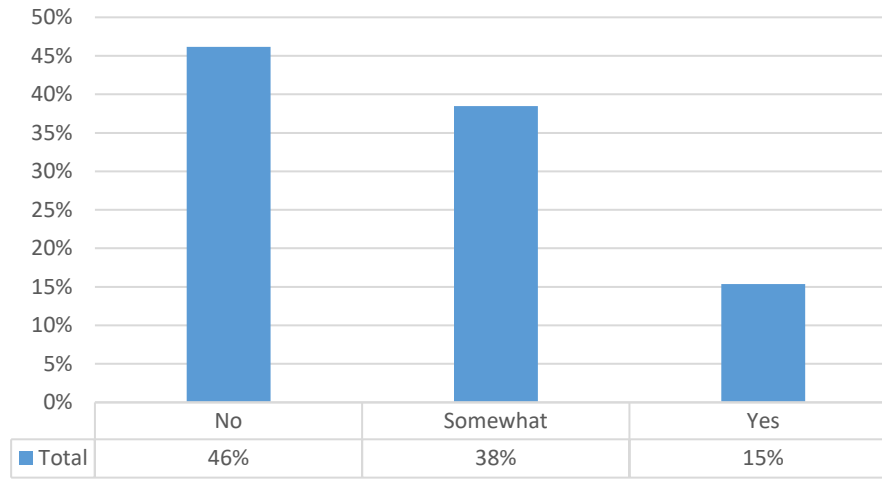
11. Have data gaps concerning racial discrimination and/or disparate minority impact been identified?



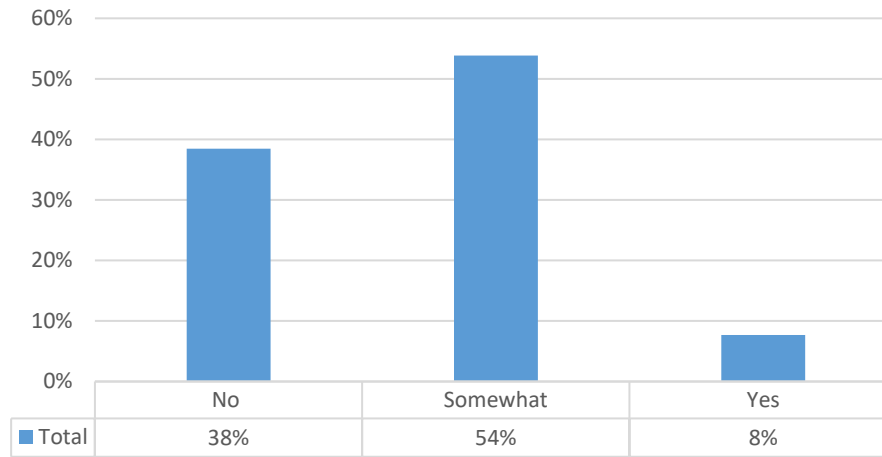
12. Have data gaps concerning intersectional aspects of racial discrimination or the treatment of minorities been identified?



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

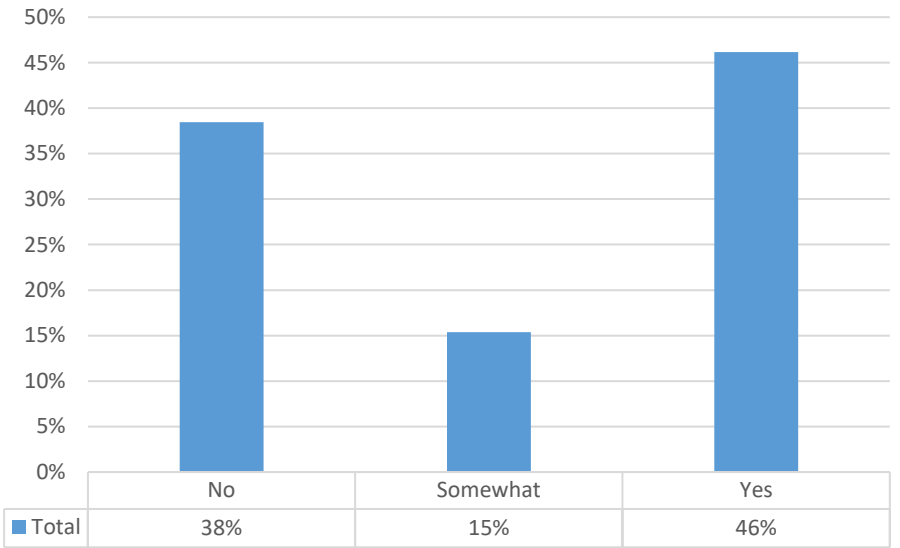


14. Does the CCA address the threats to minority, indigenous or people of African descent human rights defenders and civil society actors, including women, LGBTI, people with disabilities from these groups?

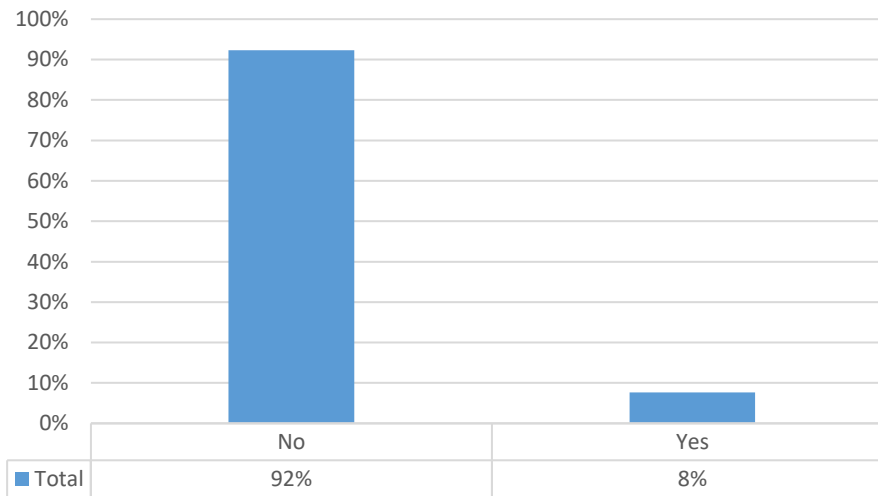




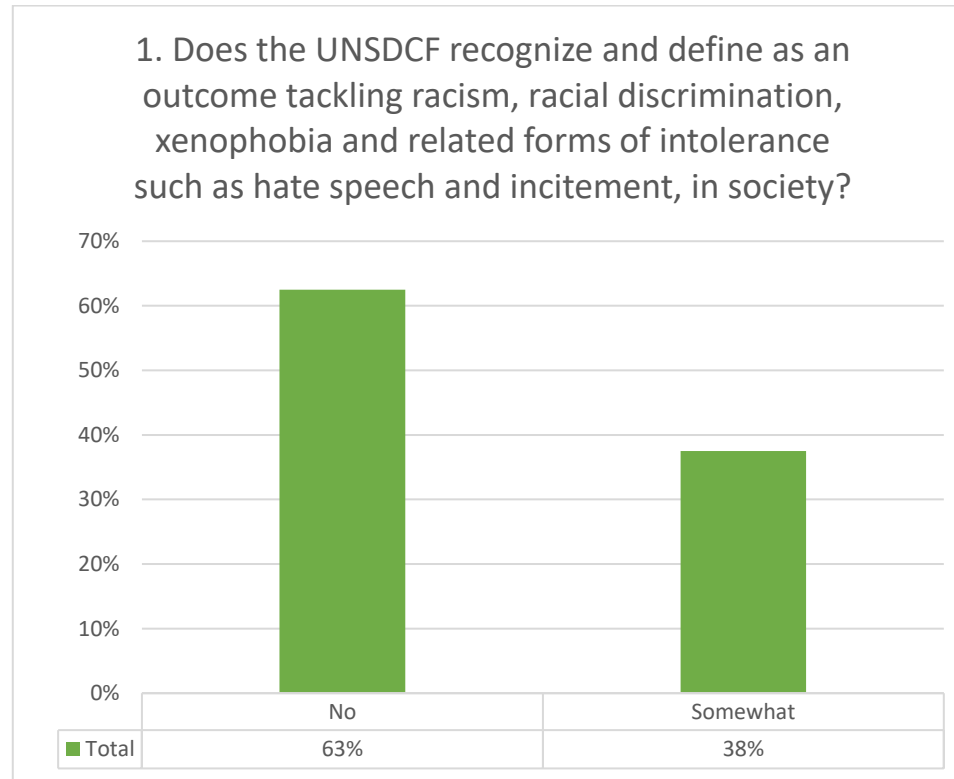
15. Does the CCA indicate whether there are barriers to minority participation in decision-making processes at national and/or local levels?



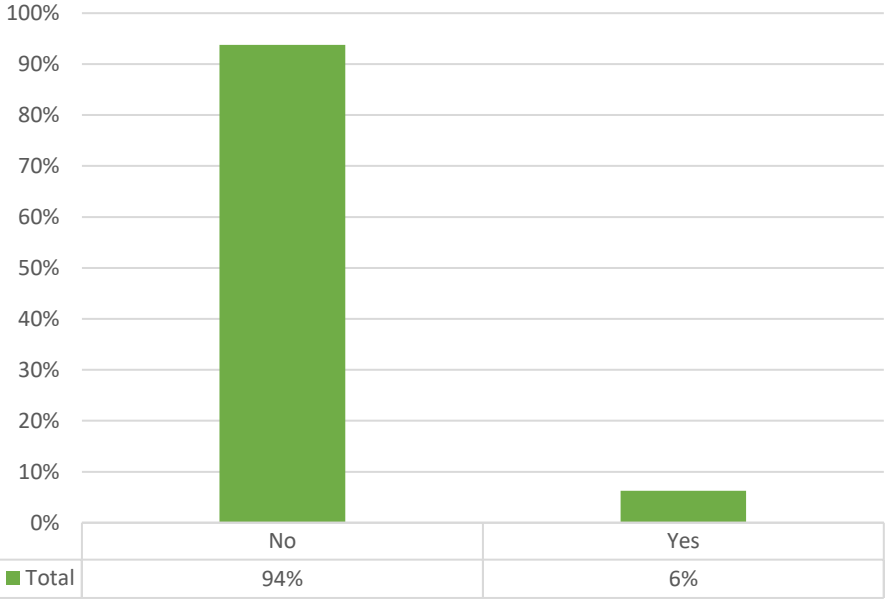
16. Does the CCA indicate to what extent minorities, indigenous people and people of African descent were able to input into the CCA?



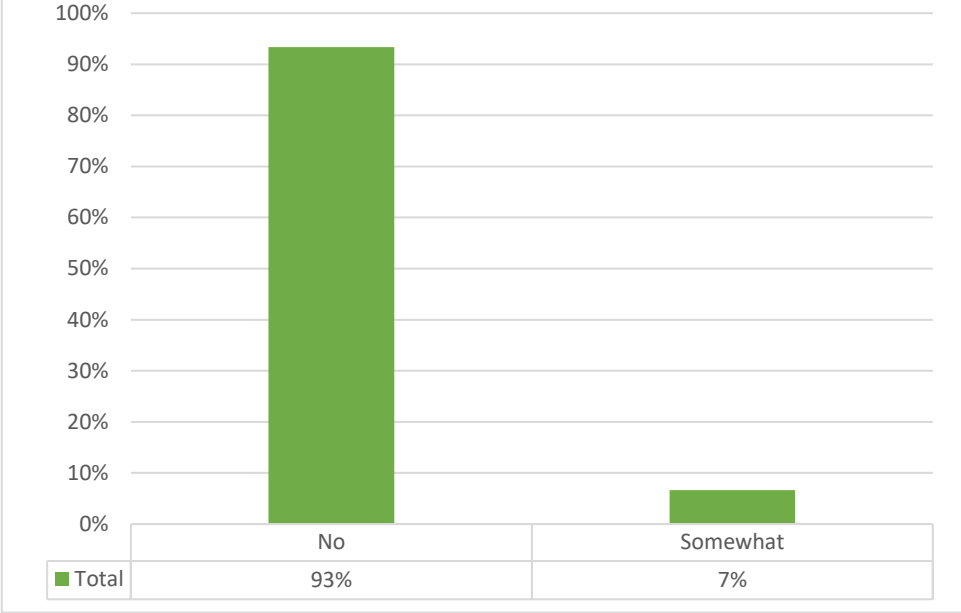
## ANNEX 2: Summary of Cooperation Framework Documents Analyzed



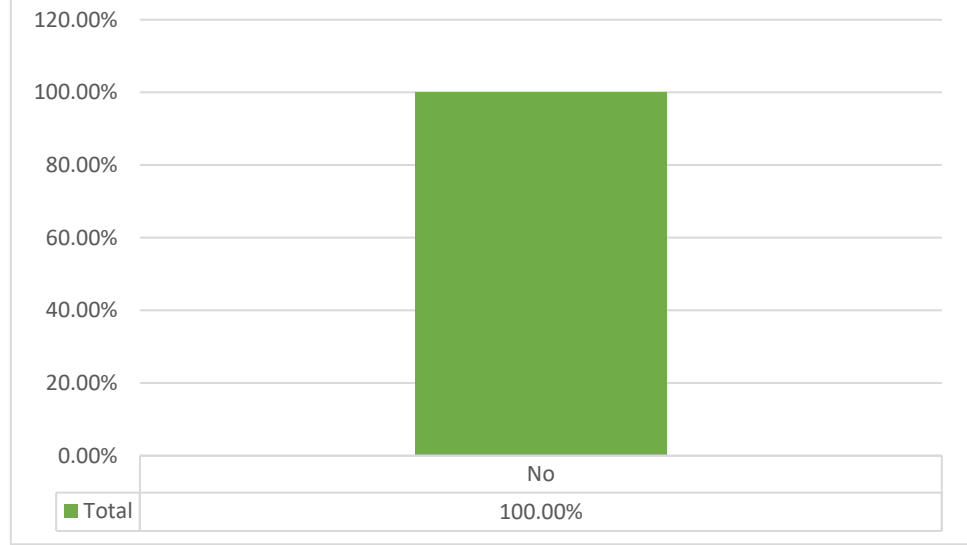
2. Does the UNSDCF include explicit outcomes or outputs in support of implementation of the ICERD Convention?



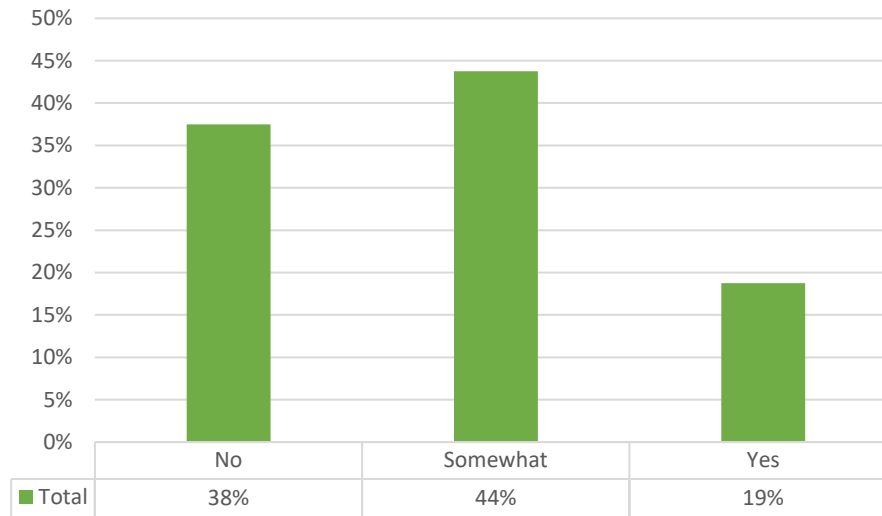
3. Does the UNSDCF include explicit outcomes or outputs in support implementation of the Durban Declaration and programme of action?



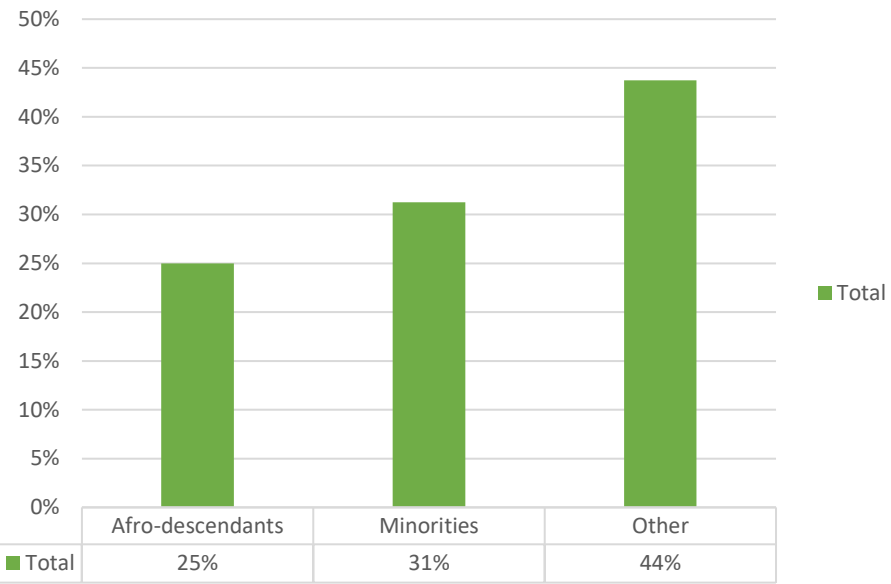
4. Does the UNSDCF include explicit outcomes or outputs in support implementation of the programme of activities of the International Decade for people of African descent?



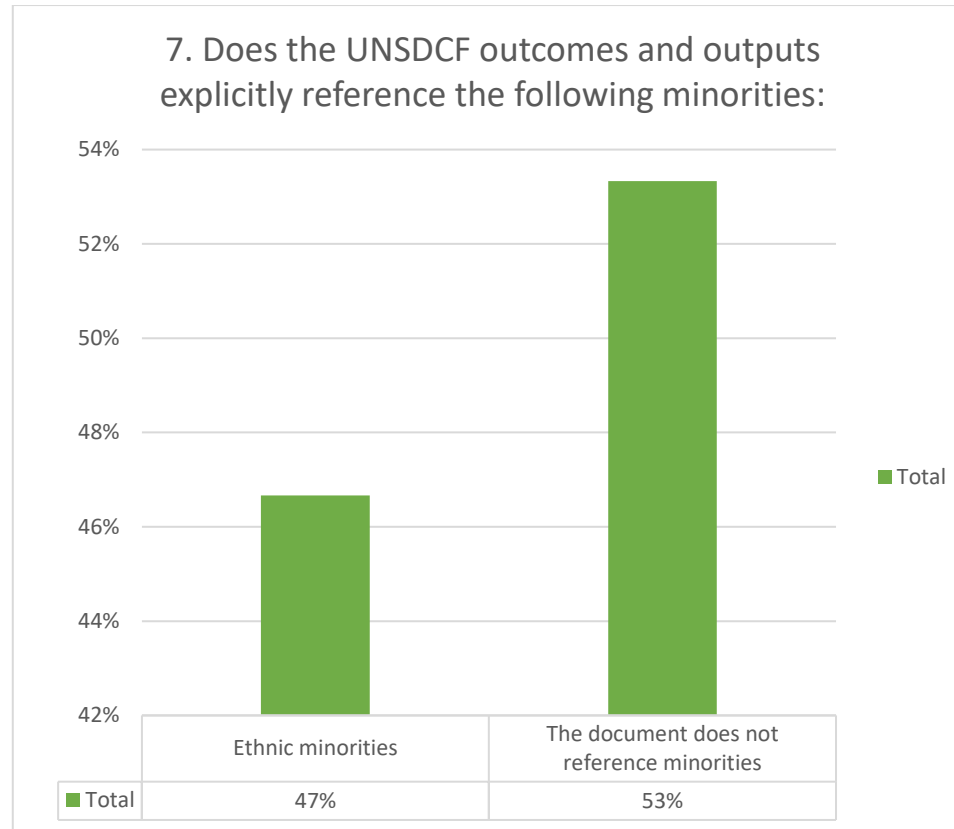
5. Does the UNSDCF define specific outcomes to realize the human rights of minorities, people of African descent or other people or communities affected by racial discrimination or other related concerns?



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

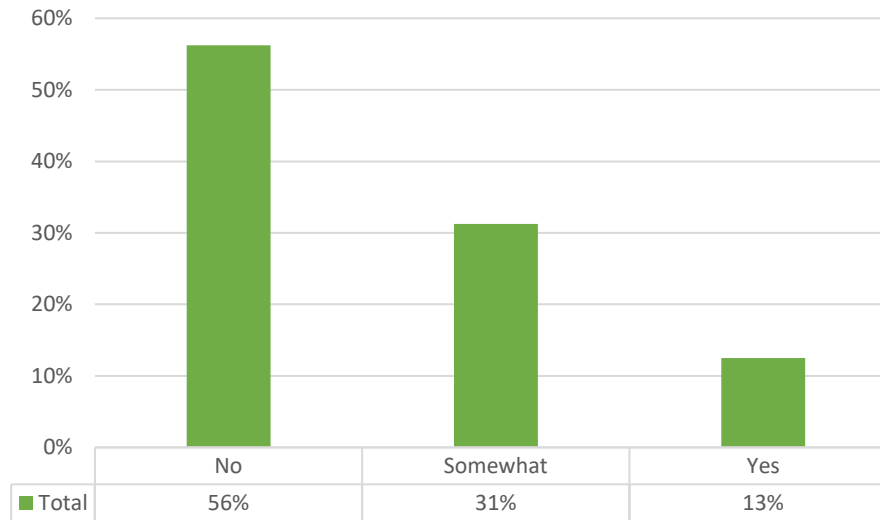




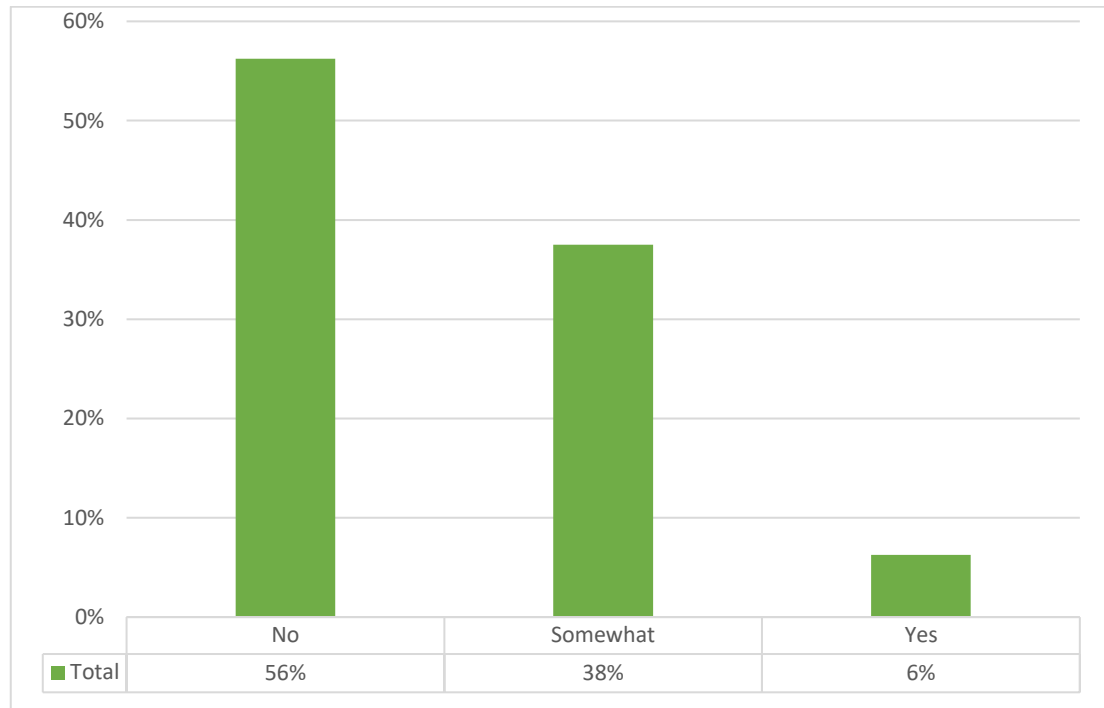


Other options, not instantiated, were “religious,” “linguistic” and “national” minorities.

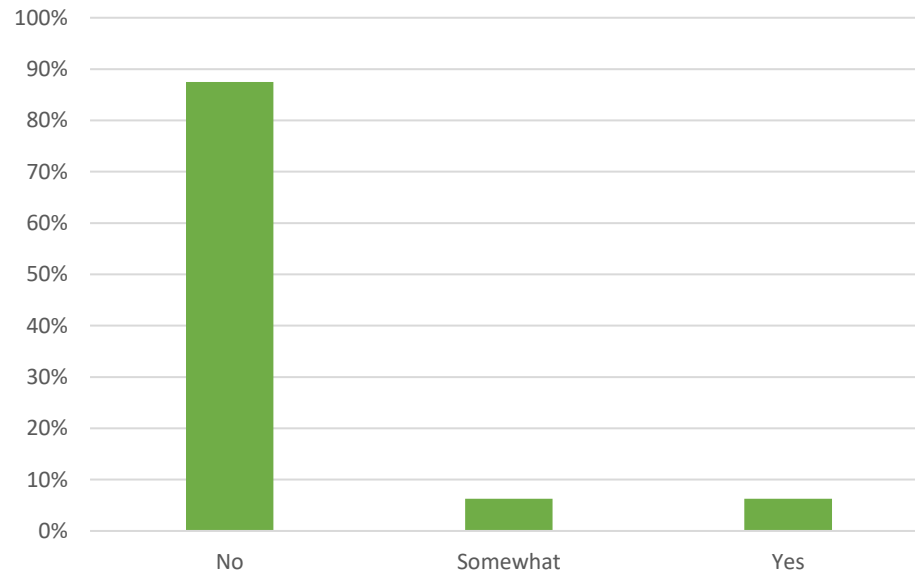
8. Does the UNSDCF focus in its outcomes and/or outputs on the minorities and other groups facing racial discrimination that are economically, politically and/or socially most marginalized and whose rights are particularly at risk?



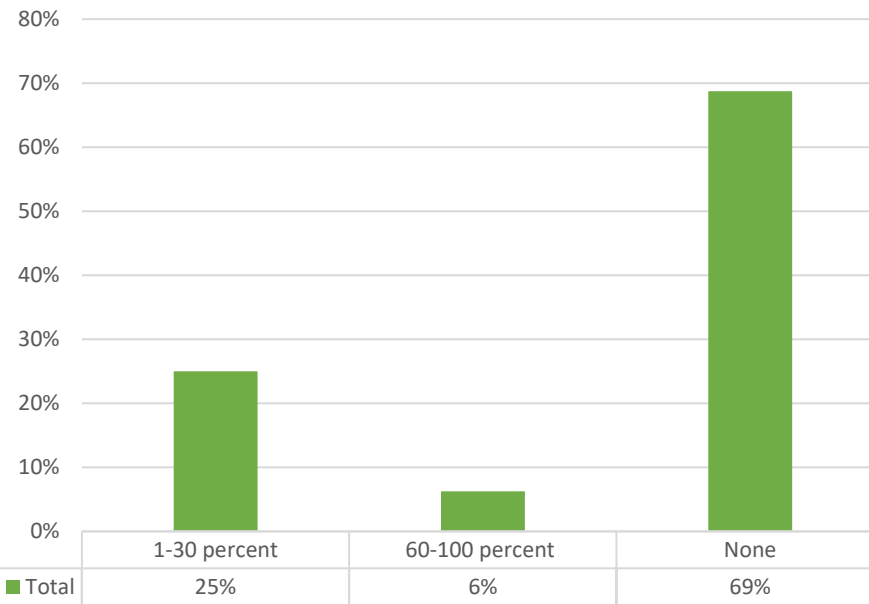
9. Does the UNSDCF include programmatic activities aimed at building local capacity to collect quality, accessible, timely and reliable disaggregated data concerning race and ethnicity to inform national and UN policy formulation, and programme design, implementation, monitoring and evaluation, as well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



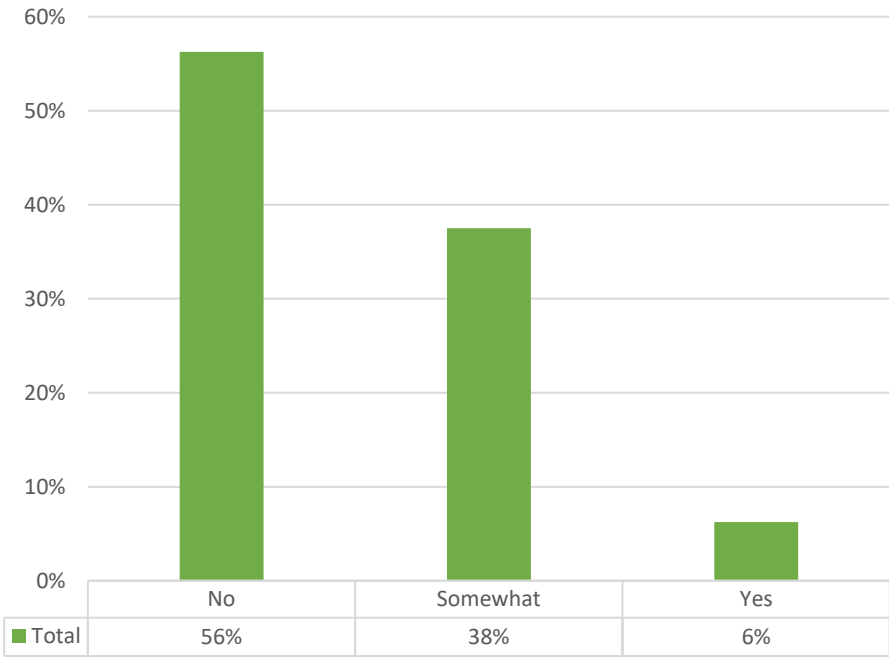
10. Does the UNSDCF include programmatic activities to support the collection of disaggregated data concerning race and ethnicity?



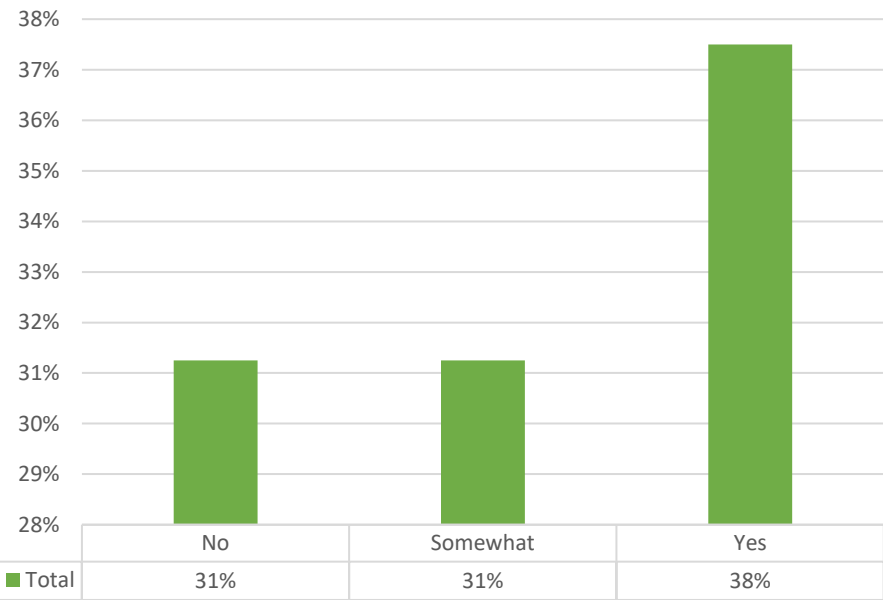
11. To what extent does the UNSDCF results framework include human rights indicators addressing racial discrimination?



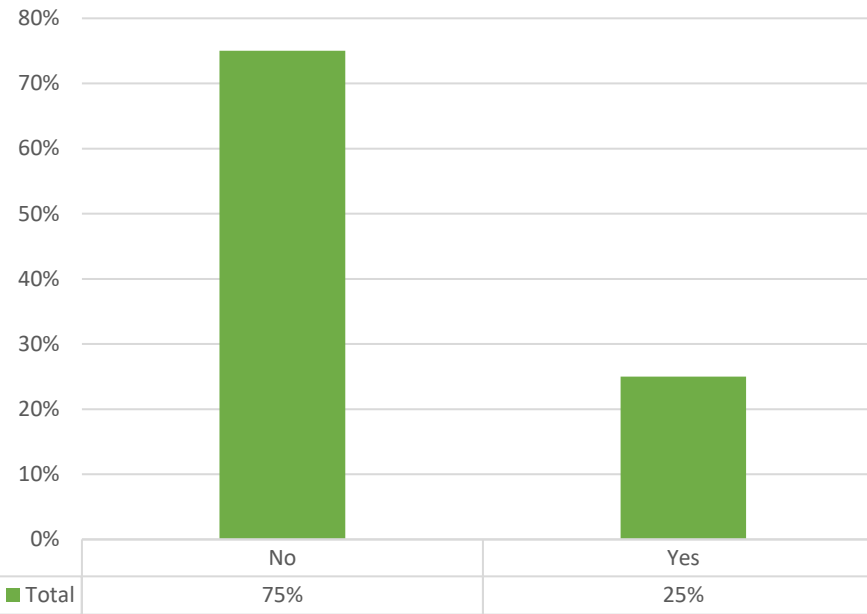
12. Does the UNSDCF taken an intersectional approach to combatting racial discrimination and promotion of minority rights/minority inclusion matters?



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

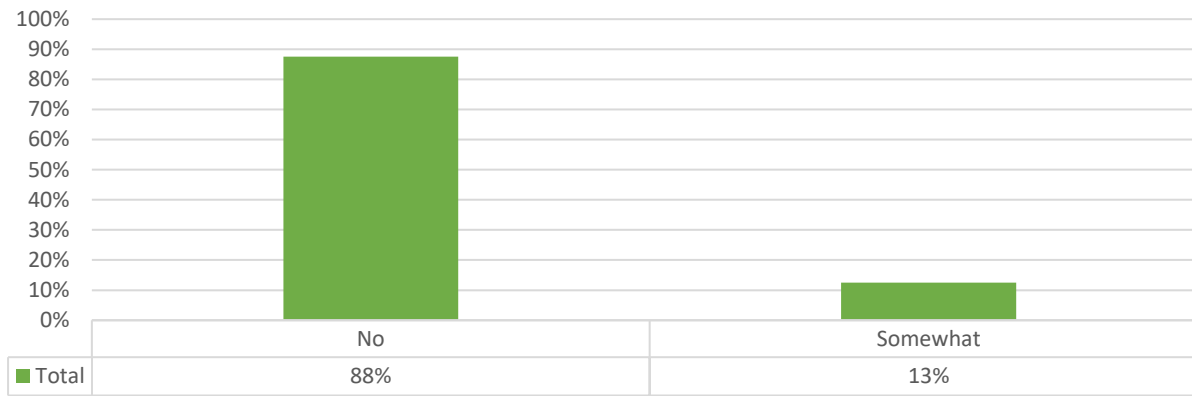


14. Are there outcomes and outputs in the UNSDCF that aim to combat institutional racism and systemic discrimination in law enforcement, political life, education, employment and/or other key fields?

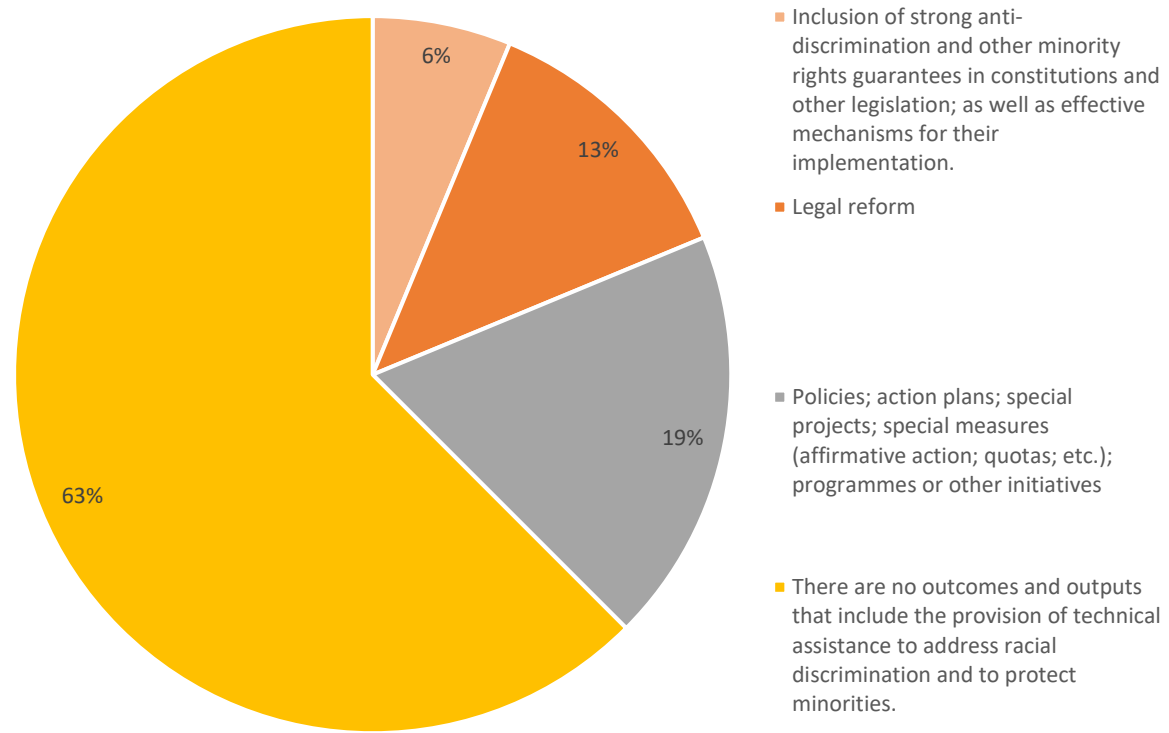




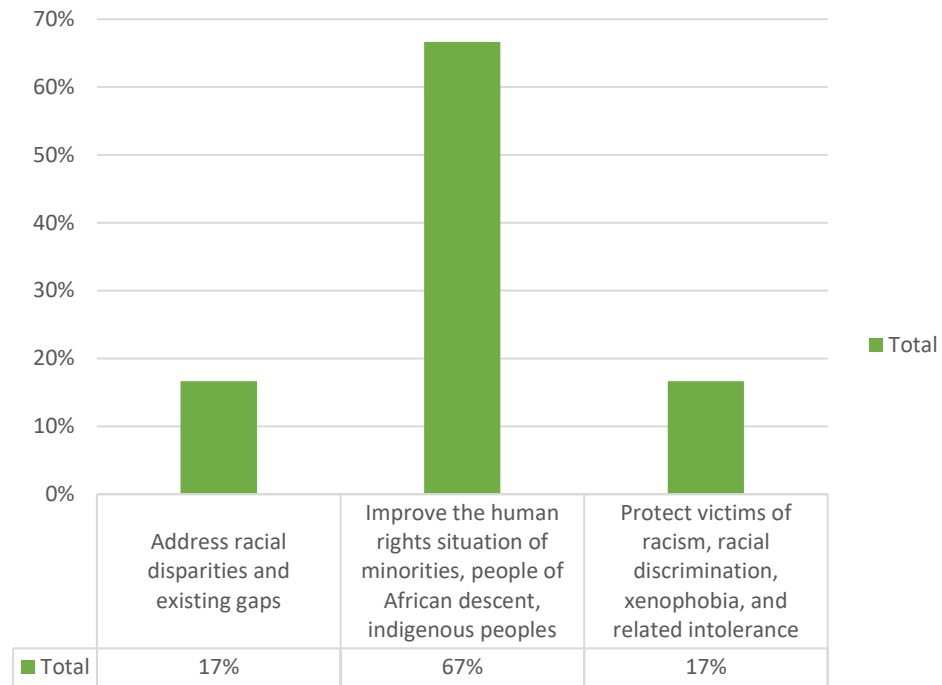
15. Does the UNSDCF indicate genuine consultation with minorities, people of African descent and/or other communities affected by racial discrimination or related intolerance?



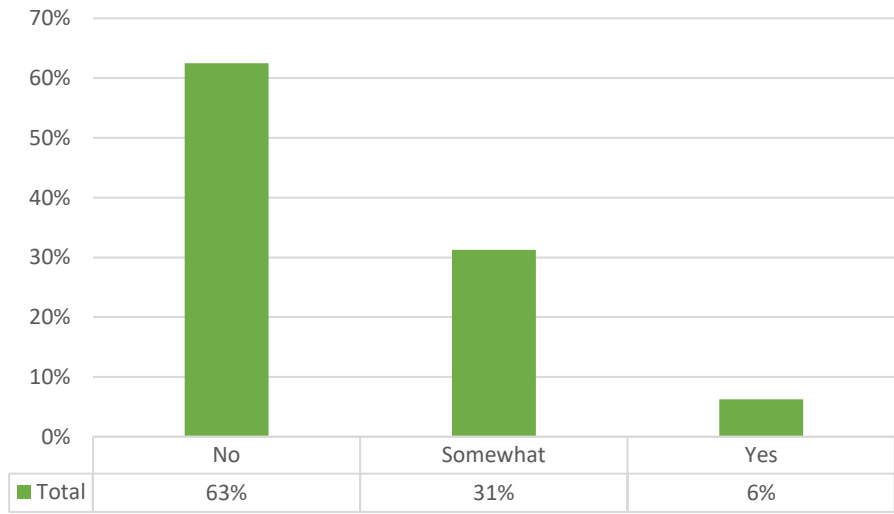
16. Do the UNSDCF's outcomes and outputs include the provision of technical assistance to address racial discrimination and to protect minorities?



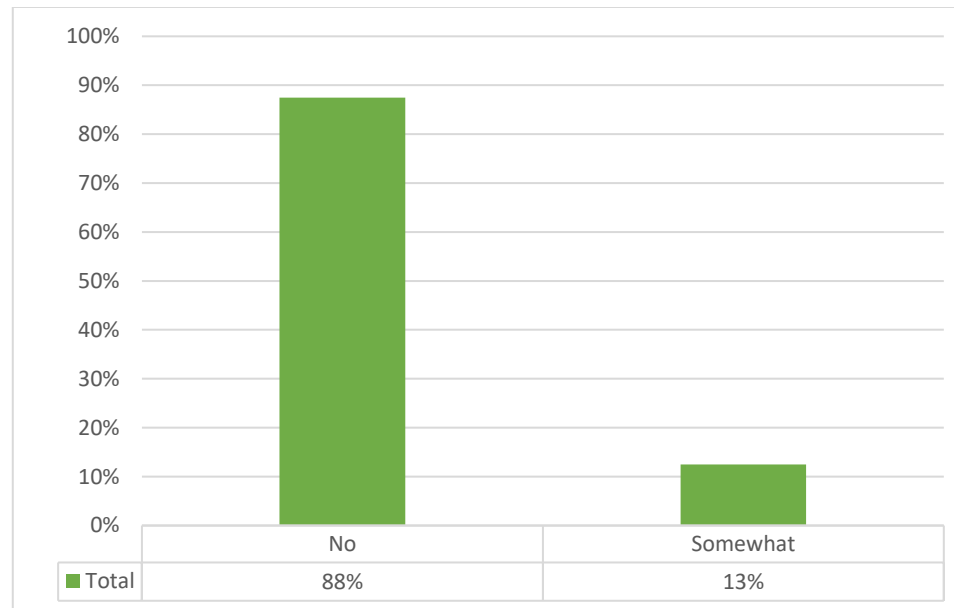
17. In direct follow-up to the previous question, what is the focus of the technical assistance?  
(Excludes instances of "No" to Question 16.)



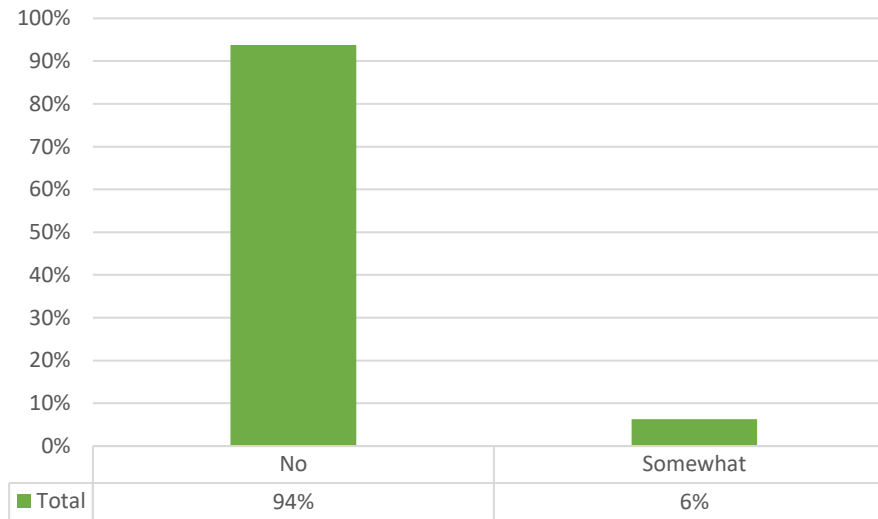
18. Are there outcomes and outputs that include or support outreach campaigns and capacity-building activities to promote the rights of persons belonging to minorities and strengthen advocacy against racial discrimination?



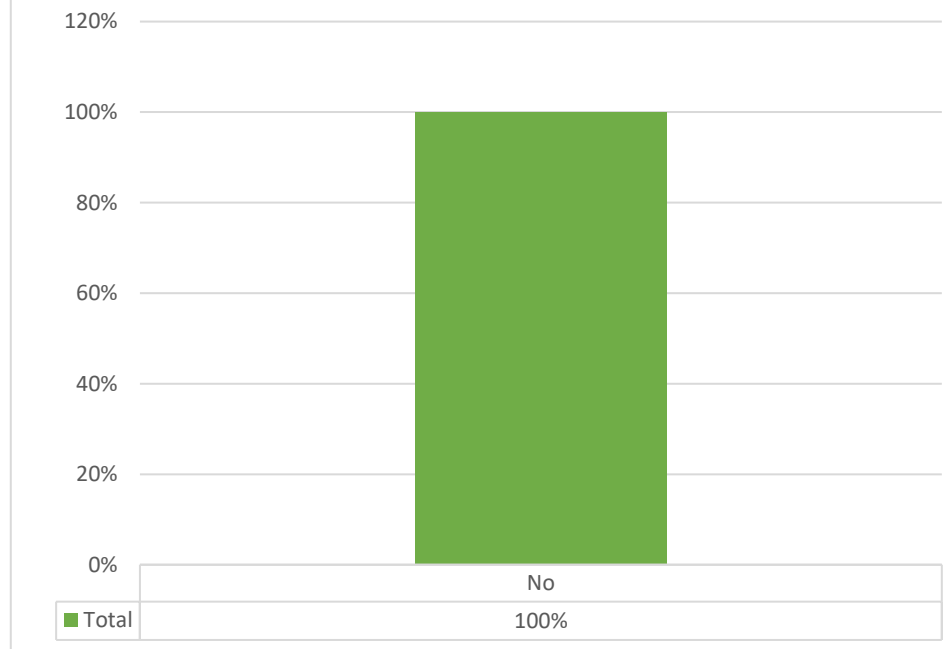
19. Are there outcomes and outputs that reinforce human rights-based education curricula that include bilingual or mother tongue education, support pluralism and diversity and expand knowledge of the history, traditions, language and culture of minorities, people of African descent and others facing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



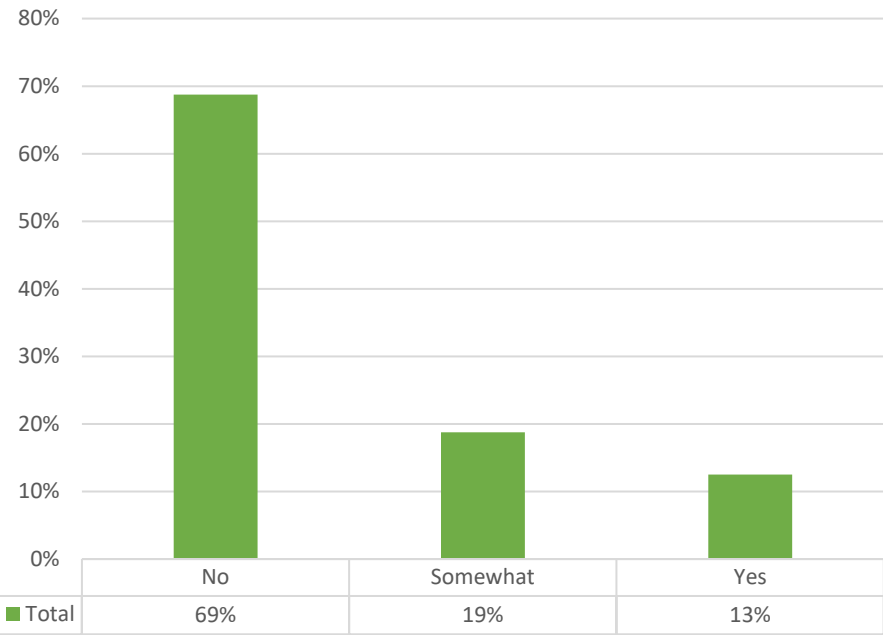
20. Are there outcomes and outputs that support efforts to ensure equal access to the media, including targeted programmes for media outlets servicing minorities, people of African descent and others facing racial discrimination?



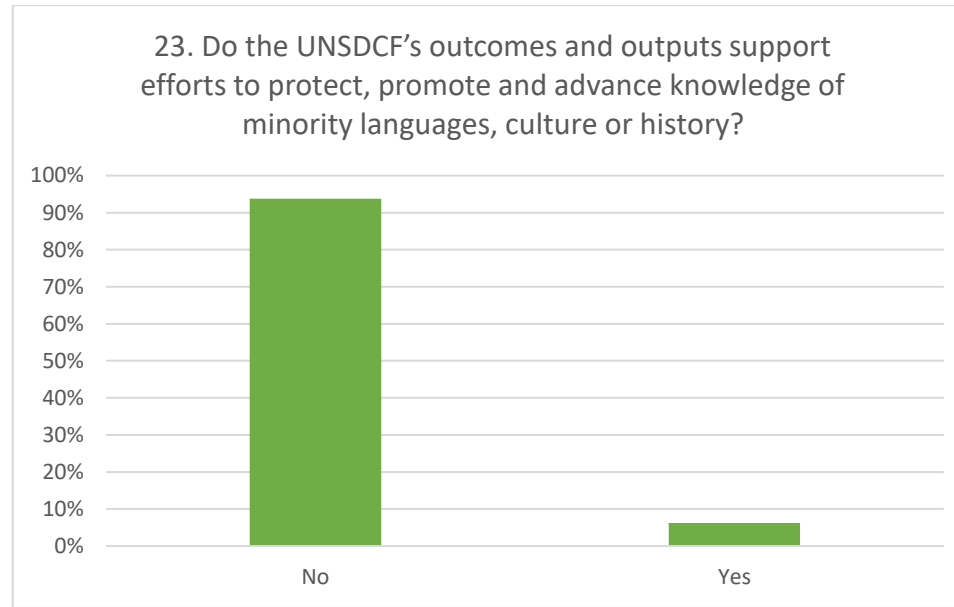
21. Does the UNSDCF include measures to combat or otherwise address hate speech?



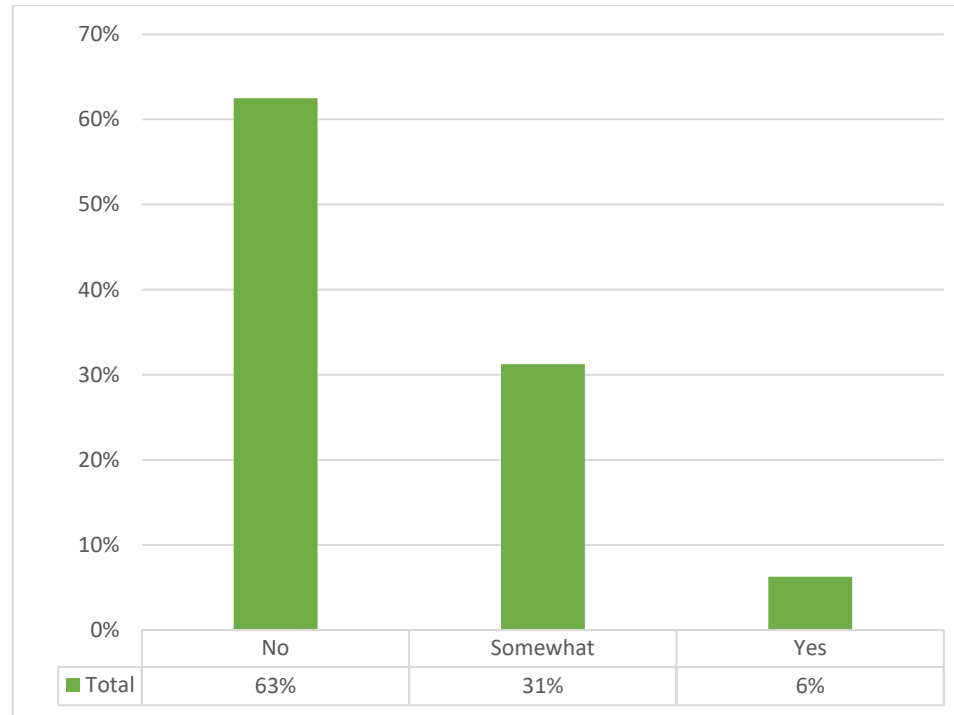
22. Does the UNSDCF encourage the celebration of diversity in its outcomes and/or outputs?



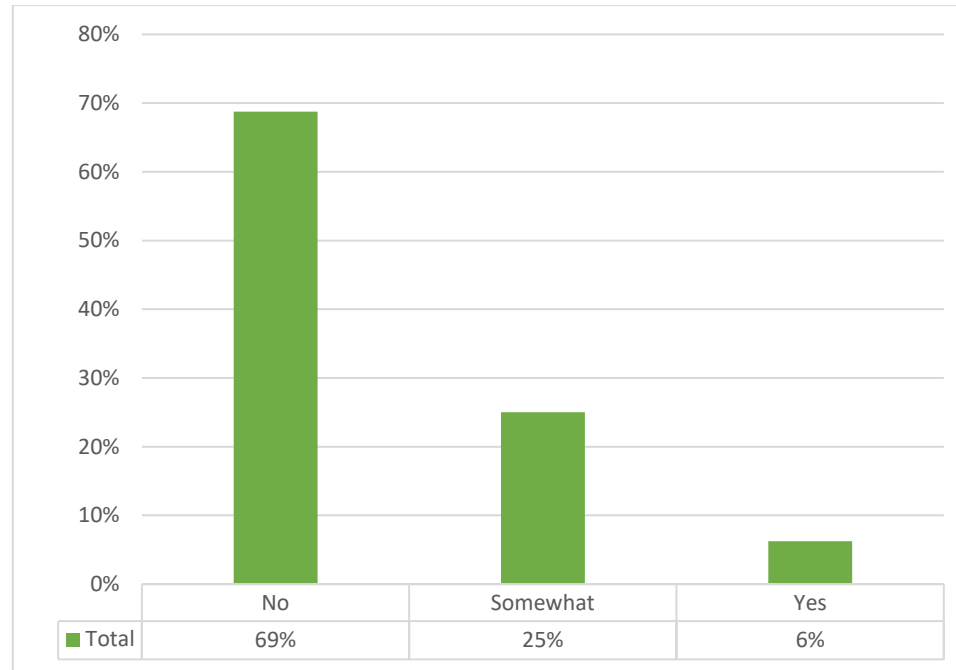




24. Do the UNSDCF's outcomes and outputs support efforts to ensure that National Human Rights Institutions, equality bodies and specialized bodies have the resources, competency and capacity to combat racial discrimination and address minority rights in an effective manner?



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?

