

THE EXPERIENCE OF THE GATI PROJECT IN INDIGENOUS LANDS



PROJECT
MANAGEMENT



PROJETO GESTÃO
AMBIENTAL E
TERRITORIAL
INDÍGENA



TECHNICAL DATA

ORGANIZATION OF SYSTEMATIZATION

Andreia Bavaresco - IEB

Marcela Menezes - IEB

Robert Miller - GATI

SPELLING REVIEW

Ekletica Design e Publicações

PHOTOS

GATI Project collection

Funai collection

Collaborators

ARTWORK

Nina Coimbra

EDITING

Demian Nery and Tiago Trigo (support)

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Participants in the GATI Project Regional Seminar
held in Manaus (AM), in 2011
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GATI PROJECT MANAGEMENT: LESSONS LEARNED AND NEXT CHALLENGES

Jaime Siqueira Jr.^I

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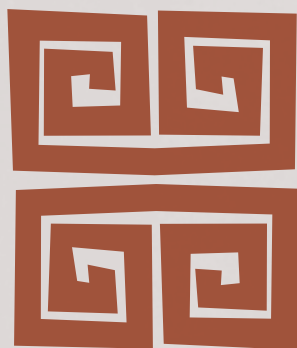
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^I Anthropologist, Professor at the State University of Maranhão (UEMA), Visiting Researcher at the Institute of Social Sciences of Lisbon (ICS-UL). Former General Coordinator of Environmental Management at FUNAI and National Coordinator of GATI Project 2012-2015.

INTRODUCTION



The systematization of the GATI Project is no easy task, especially for two major reasons: on the one hand, for the great diversity and intensity of actions and the learning it generated and, on the other, for my own difficulty to achieve some distance to analyze it, as I headed its coordination in recent years.

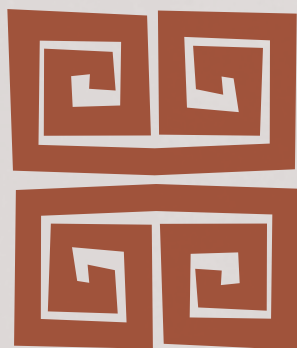
The Project was born with a vocation, supported by many expectations, especially by indigenous organizations, which led its development. The vocation to be as important for indigenous peoples as, for example, the Integrated Project for Protection of Indigenous Populations and Lands in the Legal Amazon - PPTAL, the Demonstration Projects Subprogram - PDA, the Indigenous Peoples' Demonstration Projects - PDPI, or the Indigenous Portfolio, which catered for part of the needs for direct support of their projects. After these years, maybe this vocation has not materialized in full, but it certainly has materialized on a smaller scale, after all it addressed only 32 Indigenous Lands - ILs.

However, the Project made extremely important contributions, not only to the lands covered.

If, on the one hand, the Project worked on a smaller scale than the others mentioned above, on the other, it managed to transcend the limits of the Amazon, encompassing projects of peoples in biomes often overlooked by traditional financing sources, such as the Atlantic Forest, Cerrado and Caatinga. Also, being a nationwide Project largely favored its support to the construction of PNGATI - National Policy on Territorial and Environmental Management². The almost symbiotic relationship established between the Project and Policy was extremely positive for both, especially for the Policy, which was able to tap on a kind of laboratory, a test to guide most of its actions.

2 Decree No. 7747 of June 5th, 2012 - establishes the National Policy for Territorial and Environmental Management of Indigenous Lands - PNGATI, and other measures.

BACKGROUND



This section addresses each of the aspects considered important not only in my opinion, but also cited as important by different stakeholders and Project participants. Let us look at “first things first” and highlight the important participation of indigenous organizations and civil society in the long process of negotiations, which began in 2006, and in the construction of the original “Indigenous GEF Project”, inaugurated officially in 2010 with the establishment of its Steering Committee. The persistence of these organizations and key stakeholders within government (Funai and Ministry of Environment - MMA) was essential to make the Project feasible. Indeed, there was some frustration with the amount of funds allocated by GEF to the Project (around 6 million dollars), since the initial expectations of indigenous organizations and the government itself were much greater. Maybe for this reason, the government raised its counterpart contribution, bringing the total Project value to around 30 million dollars. The obvious

difficulties deriving from the government’s commitment as regards its counterpart contribution capacity will be addressed below.

Another aspect of the Project that is extremely important and should also to be highlighted at the beginning, was the consultation process, which took place in the 32 ILs participating in the GATI Project. There were meetings in all ILs, involving practically all villages, in order to consult with indigenous peoples on their agreement to participate in the Project, addressing their objectives and results, since the ILs had been indicated a while before (in 2008), and it was necessary to update information on their consent to participate in the initiative. All ILs gave their consent, even in a couple of more reluctant cases, where people feared for a kind of more radical “intervention” by the Project. The strategy was to address these cases in a subtle manner, showing actual results and trying to gradually implement alternatives.



It is worthy of mention, however, that the initial Project proposal covered 12 ILs more directly, addressed as “Reference Areas”, and 20 other ILs, which would be part of an “Experience Network”. This distinction was not well accepted by the indigenous communities consulted and, from the beginning of the Project, all 32 ILs were treated as Reference Areas, which, of course, also brought impact to Project implementation. The initial idea was to keep the Project smaller, and therefore with more focus on certain ILs, but this

proposal could not be sustained in all ILs, leading to the expansion of the concept of Reference Areas to absorb the Experience Network. On the other hand, the idea of a “Scientific Committee”, as one of the advisory bodies to the Executive Committee, was ruled out, since its role was unclear and, apparently, it would be an additional hindrance to expediting local projects. Thus, eventual collaborators from universities were welcome to integrate GATI’s Regional Councils.



One of GATI's important principles was “not reinventing the wheel”, i.e., trying to support initiatives and partnerships already underway in the ILs. The idea was to support communities that already had projects underway, “leveraging experiences” as suggested by the Project title. In fact, most communities had good projects or less formal initiatives being developed, often with very little missing to enhance them or help them move on to a new phase. In many cases, it was enough to continue the actions already initiated, improving and adding actions with the technical support of the Project. Even though all ILs have been indicated and selected in regional consultations held with indigenous representatives, a considerable part had little experience in sustainable development projects.

The criteria used by indigenous organizations for choosing the Reference Areas for the Project were technical and also quite political, seeking to ensure greater representation of the main indigenous organizations involved, and a balance of forces in each area of operation. Thus, some relevant experiences on management and sustainable development ended up out of the Project, while, in a certain perspective, they could have brought greater productivity in terms of results to be achieved. This made the set of ILs participating in the Project to be quite heterogeneous, ranging from consolidated experiences, as for example the case of the Sateré-Maué in Amazonas with the management and marketing of guarana, to incipient cases where indigenous peoples were starting to discuss sustainability alternatives, such as the Guarani and Terena

in Mato Grosso do Sul. In some cases there was a certain resistance even to discussing these alternatives mentioned above, such as the Xokleng in Santa Catarina, and the Tupiniquim in the coast of Espírito Santo.

The Project was not targeted only at the Amazon, and some Reference Areas in other regions of the country had extremely complex situations, resulting from decades of impacts from different ventures, agribusiness, monoculture and the very performance of the official indigenous agency at the time. But, the Project has not failed to address these situations and we knew these areas would produce consistent results in the long run. The abovementioned case of the Tupiniquim people is an example, as they are impacted by tens of ventures simultaneously, and the Basic Environmental Plans (PBAs), in most cases, do not entail sufficient coordination or dialogue among themselves, causing more damage than actual control and reduction of social and environmental impacts and compensation.

If, on the one hand, these different stages of maturity regarding territorial and environmental management and sustainability may have created some difficulties for Project management, on the other, there were also pleasant surprises, especially in Mato Grosso do Sul, where there was very little in terms of cooperation and support for alternative projects, but communities strongly adhered to the GATI Project. The situation of the Terena and Guarani peoples in Mato Grosso do Sul is a little different to that described above; rather than excess pressure by ventures, they suffered from a certain negligence,



both by the government and funding and cooperation agencies. It is true that their small territories are surrounded by extensive cattle-raising and sugarcane and soy plantations, characteristic of the large-scale farming enterprises of the region, but perhaps precisely because of the lack of experience with sustainable projects, the GATI Project found fertile ground to develop.

However, as pointed out, the avenue towards improving Project management and achieving the expected results with greater efficiency has always been to strengthen partnerships and local inter-agency coordination. Indeed, the places where they occurred the most intensely, also showed the most positive results.

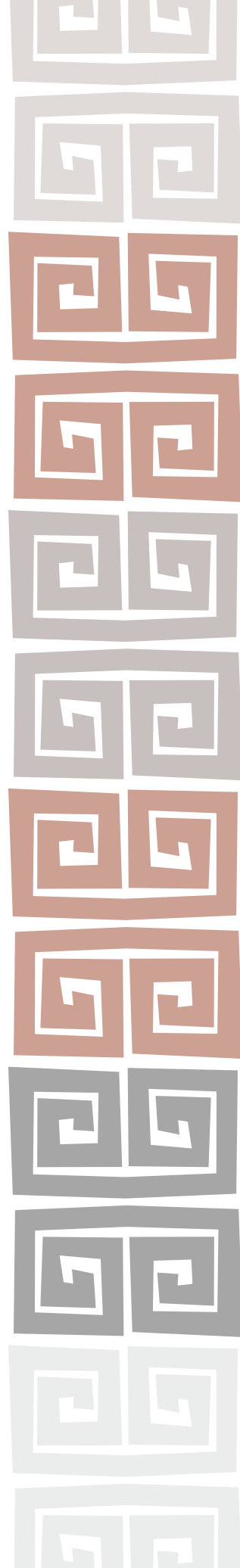
These local partnerships enhanced the support to projects, non-governmental organizations, and universities, in line with the main regional indigenous organizations. COIAB, APOINME, ARPINSUDESTE and ARPINSUL were very active partners of the GATI Project throughout its implementation, no doubt another key aspect for the success of the Project. This facilitated management in different ways, conferring legitimacy to deliberations and decisions both at the central level and in the regions. Unfortunately, the fragility of indigenous organizations in the Cerrado and Pantanal hindered the process in these regions, which was offset somewhat by the active participation of the Terena and Guarani peoples, as noted above.



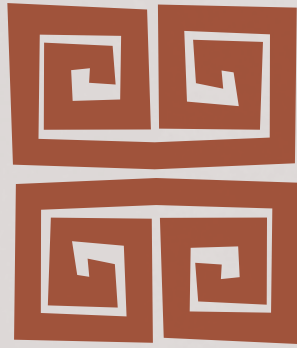
The strategy found to enhance Project execution, based on local partnerships, proved to be extremely productive and appropriate. Far from representing some kind of weakening of Funai's role, there was an investment in the possibility of networking involving different local actors and institutions, governmental and non-governmental ones. Thus, the foundations and the reach of the official indigenous agency were also strengthened.

This process also strengthened indigenous organizations, since the Project entailed a series of meetings, assemblies, regional liaison, and the establishment of new relationships with potential partners. Certainly, among the regional organizations participating the Project, APOINME was the one that took the best advantage of the Project to strengthen local bases. From the very beginning, in the selection of the ILs in the Northeast, Espírito Santo and Minas Gerais, APOINME already demonstrated a certain strategy that proved to be quite effective in the course of the Project.

Installation of the Regional Council of the Northeast Center II in Xacriabá IL, with participation of APOINME leaders (2011)



LESSONS LEARNED: THE IMPLEMENTATION OF THE GATI PROJECT



It is clear for those implementing the Project that GATI had three very distinct phases:

- First phase: internal negotiations, inter-institutional coordination, establishment of the Steering Committee, definition of places and people to compose the Project Management Unit - UGP, partnership-building, etc.;
- Second phase: conducting numerous meetings, consultations and clarifications on the Project, in Brasilia, in the regions and ILs, with indigenous peoples and partners, which led to some adjustments to the original Project proposal;
- Third phase: actual Project implementation.

One of the difficulties of the GATI Project was the unequal distribution of time allocated to each of these stages, with higher investment in the first two phases, which, on the one hand, guaranteed coordination and legitimacy to its implementation, but on the other, ended up delaying its start. Although the second phase has been critical to Project success, it had not been included in the schedule.

PROJECT MANAGEMENT UNIT - UGP - WHAT IT IS, HOW IT WORKS, AND ITS IMPLEMENTATION PHASES

The Project Management Unit - UGP - comprised Funai staff (Board and General Coordination of Environmental Management - CGGAM), as well as consultants of the United Nations Development Programme - UNDP, constituting an essential element for the successful development of the GATI Project. Every cooperation project, with or

without extra-budget funds, requires a team in charge of the sequence of all processes: technical, administrative and operational. All in line with regulations and procedures in force, and seeking to adopt best practices disseminated by regulatory agencies, such as the Office of the Comptroller General - CGU.

The Project Management Unit was established by Funai Ordinance No. 562 of April 14th, 2011, and was responsible for overall Project coordination, with the following composition: National Director, National Coordinator, Technical Coordinator, Financial Coordinator and Support. With the exception of the Technical Coordinator, hired by UNDP, the others are Funai's staff. In addition to the structure in Brasilia, the Project also hired regional advisors / consultants, who were responsible for coordinating the implementation of Project actions in the Regional Centers and the ILs. These consultants worked closely with Funai's Regional Coordination Offices.

The Project Management Unit is responsible for the operational planning, supervision, financial and administrative management of all Project activities, preparation of management reports, and promotion of institutional coordination among all actors from governmental and non-governmental organizations participating in the Project.

Usually, government agencies have some difficulty to find staff available and qualified for these functions, which often affects the progress of projects, overburdening the few staff assigned to this job. In the case of the GATI Project's Management Unit, there was a conjunction of favorable factors, leading to a team with a good amount of well qualified people. The financial coordination played an important role not only in

relation to GATI's financial planning and monitoring, but also for the very effective liaison with other Coordination Offices of Funai and other participating organizations. It was also responsible for the effort to internalize within Funai the UNDP rules, the rules for the operation of a Project Management Unit, and the procedural compliance vis-à-vis control bodies.

The Project Management Unit was established just before an internal restructuring that took place in Funai, which culminated in a new configuration of CGGAM. Therefore, the phase of actual Project implementation practically coincided with the internal reorganization of CGGAM, which was quite interesting, since the movement of the Project, its consultants and beneficiaries, generated a body of information and dynamics very productive for the entire technical team involved in the Project, especially those in CGGAM. It is obvious that the CGGAM itself, in addition to the onus of Project management, had the bonus of being strengthened precisely at a time of institutional restructuring. The implementation of the Project, the direct contact with regional consultants, Funai's Regional Coordination Offices and indigenous representatives, contributed to the construction and qualification of various agendas of the General Coordination.

It should be noted that the idea was to maintain Project operation very close to Funai's structure, preventing the occurrence of problems such as those found in other projects already implemented by the institution, which suffered frequent criticism about Funai's departments not incorporating and internalizing procedures, practices and lessons learned from the cooperation project. In the case of GATI, full internalization of project's practices was intended, seeking for effective participation of the General and Regional Coordination Offices involved. It was evident that enabling greater participation and democratic decisions brings about huge advantages in terms of legitimacy and institutional incorporation of Project actions. The legitimacy of the indigenous perspective was treated differently, as discussed below.



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Regional consultants and technical coordinator of the GATI Project in a planning workshop held in Brasília-DF (2015)

FUNAI: INTER-INSTITUTIONAL RELATIONS, INTERNAL DIALOGUES AND RELATIONSHIP WITH REGIONAL COORDINATION OFFICES (RCOs)

The Project has a complex design and institutional arrangement, conceived that way from the outset. Despite this complexity, GATI's effectiveness was complimented by a GEF representative in a UNDP event in New York, held during the forum of indigenous peoples at the UN in 2015. In addition to Funai, the following organizations are part of the institutional arrangement for Project management: the Ministry of the Environment - MMA, the Chico Mendes Institute for Biodiversity Conservation - ICMBio, on the part of government, as well as different indigenous organizations with regional representation, and The Nature Conservancy- TNC, on the part of civil society.

It should be mentioned that the Project bought about good coordination between Funai and the Ministry of Environment / ICMBio, which had no such history in this regard. Important themes began to be addressed jointly by these government agencies, such as the overlapping of ILs and Conservation Units - UCs, the issue of mosaics of protected areas, and the problem of invasions and illegal practices within ILs and Conservation Units. This inter-agency coordination also continued during the process of construction of PNGATI and its first implementation actions.

Training workshop on the GATI Project with staff of SEGATs (Environmental and Territorial Management Service) of the Regional Coordination Offices of Funai (2011)



It was a considerable challenge to involve Funai's Regional Coordination Offices and regional ICMBio representations in the Project execution, internalizing its main objectives. One must remember why the Project was renamed as "GATI": since over 70% of Project funds came from government counterpart contributions, Ministry of Environment, and especially Funai, it did not make any sense for the Project to be called "Indigenous GEF". Thus, to facilitate the use of such counterpart contribution, it was necessary to raise awareness among the 17 Regional Coordination Offices involved

with 32 Reference Area ILs. There was no shortage of documents circulating with Project information, signed by Funai's Board or Presidency, e-mail exchange, and a training workshop with RCO staff directly involved in Project implementation, especially those of the Environmental and Territorial Management Service - SEGAT. This service is responsible for guidance, coordination and development of territorial and environmental management projects of ILs under a Regional Coordination Office to Funai Headquarters in order to ensure the budget decentralization required for the execution of activities.



It was clear that the involvement of the Regional Coordination Offices and the Brasilia-based General Coordination Offices of Funai was a condition for the operation of the Project activities. The Ministry of Environment and ICMBio should do their part and involve both their boards and coordination offices in Brasilia, as well as regional ICMBio representations. This process resulted in closer inter-institutional relationship between Funai and ICMBio in regions where managers often did not know each other or had conflicting relationships. Local partnerships with other institutions, including civil society, were enhanced. It is quite apparent that Reference Areas with the best results were those which already had well-established partnerships with NGOs, and where Funai's Regional Coordination Offices were more mobilized and better prepared / structured.

One difficulty faced in terms of management was the fact that it was up to the regional coordinator of each of Funai's 17 Regional Coordination Offices to administer a certain tension derived from the need for prioritization of the institution's scarce budgets towards specific ILs, chosen as Project Reference Areas. This was indeed a great Project management challenge: effectively involving all Funai's Regional Coordination Offices responsible for the Reference Areas. In addition to the commitment of budget execution, it was necessary to continue successful projects and to innovate in developing new projects to be submitted to Funai Headquarters. It was not always possible to prevent the execution of local Projects to end up being "more of the same,"

especially in areas with little experience in sustainable development projects.

Moreover, for various reasons, some Regional Coordination Offices expressed some hesitation regarding cooperation projects and consultancy. This resistance addressed by the Project Management Unit and by regional consultants along their implementation work. The quality and skillfulness of the consultants hired by the Project contributed greatly to reducing this resistance and to increasing Regional Coordination Offices involvement in the Project - this point will be elaborated on ahead.

Still regarding Funai's participation, it is necessary to address the role and activities of the General Coordination Offices under Funai Headquarters, especially the General Coordination for Environmental Management - CGGAM and the General Coordination for Promotion on Ethno-development - CGETNO. Even though the Project Management Unit is under CGGAM, there was an effort to integrate the areas that should be more directly involved in the Project, which represented the two end departments of Funai, Department for the Promotion of Sustainable Development - PDSD, and Department for Territorial Protection - DPT. This entailed weekly meetings with focal points of these General Coordination Offices - GCOs, in order to plan activities, set priorities and discuss the allocation of funds. Other General Coordination Offices also participated in the meetings of information update and planning, though less frequently, for example, the General Coordination for Licensing - CGLIC, the

General Coordination for Identification - CGID, and General Coordination for Promotion of Citizenship - CGPC, all linked to DPDS. This process was extremely rich in terms of participation and content, contributing to qualify Project implementation at the technical level, avoiding overlapping of the three main GCOs involved. Moreover, it served to maintain Funai's mobilization around the Project and ensure the decentralization of resources to the RCOs to perform activities in Reference Areas. Even major operational decisions were taken in this small weekly inter-coordination forum.

It should be highlighted that this process of internal coordination in Funai provided a more integrated understanding of the issues related to territorial and environmental management in ILs, "forcing", to some extent, the different general coordination offices involved in the Project to leave their "silos" and fragmented spaces of action. This resulted in qualified discussions and the beginning of an integrated planning and monitoring of activities in Reference Areas. So, beyond better integration of end activities, the liaison brought about by GATI conferred greater consistency and coherence to FUNAI's actions of territorial and environmental management in indigenous communities.

However, this more intense mobilization lasted only about a year, after which meetings began to be less frequent, due to the busy schedule of GCOs and perhaps because of some feeling that the UGP and CGGAM were doing well. At the end, the attempt to share the Project

among all GCOs, in the perspective that GATI "belonged to" Funai, was not that fruitful, since, after all, its management was completely under CGGAM.

But the fact is that reduced participation by GCOs raised the need for greater autonomy by the UGP, which eventually resulted in greater agility and speed to address Project issues. The equation is actually old: greater participation = lesser agility versus lesser participation = greater agility. At that stage of the Project, in its second half, there was an improvement in the execution of GEF funds and, on the other hand, reduced execution of counterpart funds from Funai. But what should be highlighted is that Project performance and execution improved substantively during that stage, which was associated with:

- Greater UGP autonomy;
- Greater maturity of the Project, which spent much of its early stage in consultation processes, internalization and structuring of the UGP;
- Consolidation and continuity of the work of regional consultants;
- Structuring of technical cooperation agreements and letters of agreement with partner organizations;
- Increased focus on using GEF funds, rather than counterpart funds.

The quality, commitment, and permanence of the UGP team were key to the success of the Project and to the expedite response to demands of regional consultants, Regional Coordination Offices, and indigenous representatives. The Project Management Unit (UGP) was also crucial for the good integration between Project activities and Funai actions, as highlighted earlier. It should also be noted that Project implementation took place amid severe spending cuts and cutbacks by the federal government, directly affecting FUNAI's end activities. The frequent cutbacks made by the Brazilian government in the last four years, certainly undermined Funai's ability, and even the Ministry of Environment's ability, to comply with part of their counterpart contributions to the Project. The latter even resorted frequently to one of its other UNDP/ BRA Projects (usually immune to cutbacks because of their specific configuration) to meet budget commitments undertaken. So, Funai had to exercise persuasion, with the Board, General Coordination and Regional Coordination Offices to ensure the prioritization of GATI's activities and Reference Areas in the institution's planning.

Coincidentally, or maybe not, in this period, the attacks on indigenous rights were intensified, especially in Congress, but also quite visibly within the Executive Branch. Thus, indigenous organizations were very much focused on the need to mobilize and rally, hindering a more constant presence of the representatives in the Project follow-up activities. The aggravation of conflicts in various ILs, especially in

Mato Grosso do Sul and in the Northeast and South Regions of the country, also hindered better allocation of resources for the implementation of activities in Reference Areas. In some cases, such as the Caramuru-Paraguassu IL, land conflicts arising from the process of recovery and regularization, significantly undermined GATI's implementation.

In any event, UGP staff generated considerable amount of knowledge about Project management, which can be extrapolated and used for other cooperation projects. This knowledge cannot be lost and Funai must find ways to ensure that this expertise can be harnessed and duplicated - this is one of Funai's challenges. Given the even bleaker scenario in relation to indigenous issues in Brazil, both politically and as regards budgets, the "professionalization or specialization" of UGP staff is strongly recommended, since international cooperation projects constitute key alternatives to face this situation of scarcity of resources and rights.

The Project's greater agility and improved performance also had the support of indigenous representatives of GATI's Steering Committee, who realized the need to run the Project in an expedite manner, conferring greater autonomy to GATI's coordination and UGP to make decisions and take them forward even before Committee meetings. Thus, agility was achieved without loss of legitimacy by the indigenous peoples and the Steering Committee as a whole, since the Ministry of Environment, ICMBio and UNDP all

had the same understanding. Almost on a weekly basis, meetings were held with UNDP to address issues related to Project management, in pursuit of swift execution without overlooking procedures or standards.

Steering Committee meetings usually took place twice a year, when major strategic decisions were taken, including about the publication of calls for hiring consultants, new projects, amounts to be allocated, etc. With the intensification of activities, it was no longer possible to wait for Committee meetings, and many decisions

were made by the coordination and later informed to the Steering Committee; others were subject to consultation via email, and exceptionally extraordinary Committee meetings were held. In fact, regardless of the arrangement found to better implement the Project, it would have been interesting to hold a larger number of Steering Committee's meetings, which certainly would have contributed to strengthen GATI's governance structures, despite the difficulties brought about by the intensification of Project activities in the regions, including even the unavailability of schedules for meetings.

✓ GATI Project's Steering Committee, collaborators and partners, during regular meeting in November 2013





Structure of governance and participation of the GATI Project

Steering Committee: The Project Steering Committee (CDP) has equal representation, composed of one representative of each of the indigenous associations ARPINSUL, ARPIPAN, APOINME, APIB, Mato Grosso Coordination, and COIAB, three representatives of the Ministry of Environment, and three representatives of Funai. UNDP and TNC participate as observers. The Project Steering Committee met on a yearly basis throughout the implementation of the Project. In addition to the duties related to the discussion and approval of the Annual Operating Plan (POA), based on the analysis of implementation results, the Committee also has the role of supporting the Project politically and strategically, aiming to incorporate experiences and lessons learned in national public policies.

Regional Councils: They are bodies created in each of the eight regions of the Project to coordinate the actions of the Regional Center, guiding Project implementation in Indigenous Lands assigned as Reference Areas, based on the preparation of regional action plans. They also have equal representation; one half is composed of indigenous representatives of Reference Areas and the regional indigenous organization, and the other half of government representatives, i.e., Funai and Ministry of Environment.

PARTNERSHIPS WITH CIVIL SOCIETY

During the Project, coordinators and the UGP were able to find and create more efficient and streamlined management methods, always in conjunction with UNDP, so as to avoid, on the one hand, “reinventing the wheel” and, on the other, to overcome some limitation of institutional control. Thus, at least four management elements were intensified, accelerating results and contributing for the Project to actually reach the ILs, directly benefiting indigenous peoples and their organizations. They were the following:

1. Letters of agreement: a tool already used by UNDP, which allows the transfer of Project funds directly to legal entities, civil society organizations with expertise in a particular indigenous people / region, management capacity and approval / consent by the beneficiaries. This instrument allowed simultaneous implementation of actions in different regions, also contributing to integrate the Project activities already being carried out by partners. This management feature is somewhat similar to the initiatives of the so-called “implementing agencies”, also used by other government agencies.

2. Micro-projects: a simple and fast way to transfer small amounts of funds (up to R\$ 4,000.00) directly to natural entities, indigenous individuals, nominated by their communities to carry out activities in the villages. The range of activities supported was quite diverse, covering from production of seedlings, small livestock-raising, income-generating activities, to the organization and holding of courses and meetings. The results of these activities were very positive, since the beneficiary community also exercised strong social control over the person in charge of the Micro-Project, as the transfer of funds only happened with a formal endorsement by the community, in writing.
3. The Project made use of a UNDP mechanism called **Small Contracts**, targeted at individuals, for amounts up to US\$ 2,500.00. This instrument was very useful to enable different services in a fast and timely manner, which generated important results, such as technical support for the preparation of draft Project notices, text formatting for publications, specific training, technical support to indigenous peoples in the development of projects with other sources of funding, etc.
4. Raising new funding sources to support the actions, namely with the Ministry of Environment to access the **Climate Fund**, and the BNDES to access the **Amazon Fund**. All along, the Project's strategy was to invest in the expansion and diversification of new funding sources for the actions of territorial and environmental management in ILs. To that effect, a tender was prepared with Climate Fund resources directed to indigenous organizations, aiming to support the development of Plans for Territorial and Environmental Management in Indigenous Lands - PGTA's, in the Cerrado and Caatinga biomes. This was an important action to disseminate this management tool to other biomes and Indigenous Lands, normally excluded from traditional funding sources, which focus almost exclusively on the Amazon. So, a notice was prepared for the Amazon Fund, under the BNDES, allocating around 70 million reais mainly for the implementation of PGTA's. The GATI Project helped with raising these new funds, which already constitute concrete investments in the implementation of PNGATI.

All these instruments have greatly expedited GATI's implementation, earmarking resources directly to civil society organizations for the implementation of major Project activities. When regional indigenous organizations participating in GATI were not direct beneficiaries, they had the role of "endorsing" the indication of a non-governmental organization to carry out a task or set of activities under GATI. This conferred legitimacy and support to indigenous representations regarding Project implementation, in a more decentralized and therefore more streamlined manner.

Any criticism as regards excessive "outsourcing" of activities or FUNAI not assuming a more central role in the Project must be considered in a relative manner, as they require knowledge on GATI's technical and political aspects.

Funai, including headquarters and regional coordination offices, played a decisive role in Project implementation and, together with indigenous organizations, coordinated the whole process in an adequate manner. It helped implement a series of actions using its own funds, arranged other funds with partners, and organized several actions, which will be further developed even after the Project's completion, through the implementation of PNGATI.

Moreover, with the support of indigenous organizations, as mentioned above, Funai intensified several partnerships which will contribute beyond the Project, expanding work in ILs, contributing to their improvement and consolidation, as well as for the decolonization process of the Brazilian state's relationship with indigenous peoples, as recommended in the 1st National Conference of Indigenous Policy.

REGIONAL AND LOCAL COORDINATION

The meetings of GATI's Regional Councils occurred in an unequal manner, playing very different roles in each of the eight geographical regions, and meetings could have been more frequent. The role of Councils may have been underestimated, but in some regions they played significant role in inter-institutional coordination, adding new partners to local initiatives. This was particularly evident in the case of Mato Grosso do Sul, where the ownership of the Terena and Guarani Kaiowá peoples made the Council a strong and active body, which actually did not happen in most other cases. They also played a unifying role in the Northeast and Southeast,

providing opportunities for grassroots mobilization with the participation of different partners. Another aspect that could have been enhanced, if it were not for the lack of definition by Funai itself, would be better coordination between GATI's Regional Councils and Funai's Regional Committees, since, invariably, there have been overlapping representations and even overlapping agendas regarding these governance bodies. In addition, Regional Committees also constitute governance bodies of PNGATI, whose implementation can be considered as a development and expansion of Project results.



GATI's councilors and consultants from the Regional Center Pantanal /Cerrado(2013)

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The GATI Project and the PNGATI Policy

One of the greatest contributions of the GATI Project nationwide was the support and incentive to the participatory development of the National Policy of Territorial and Environmental Management of Indigenous Lands, the PNGATI. All the learning produced by the preparation of the GATI Project, with participatory discussions between the government and the indigenous movement, helped the development of PNGATI. To develop this policy, an Inter-Ministerial Working Group (GTI) was created, composed of representatives of different ministries and regional indigenous organizations. The Working Group drafted a base document taken to five regional consultations with indigenous peoples, involving at least 1,240 indigenous representatives of 186 different peoples.

The synergy between the GATI Project and the PNGATI is quite evident, and emphasized by all actors and organizations who participated in their construction and implementation processes. The beginning of the GATI Project was even postponed due to the consultations being carried out to prepare PNGATI's proposal, since the government institutions and indigenous organizations involved were basically the same. Moreover, the GATI Project has always been considered as a trial for the implementation of PNGATI, and this ended up materializing.

The Project put into practice several of the proposals contained in the policy, such as training on environmental management (Continued Education Course on PNGATI and developments); shared management of overlapping areas (initiatives in Xakriabá, Potiguara Pataxó, Oiapoque peoples); agroecological practices (Terena, Guarani, several groups in the Northeast); husbandry of wild animals (Xambioá); drafting and updating PGATAs (Guarani, Manchineri, Pankararu, Terena), and recovery and fomenting the use of traditional seeds (Seed Fairs in Xakriabá, Terena, Guarani, Northeast groups). Therefore, the GATI Project played indeed a key role in being a pilot for PNGATI, indicating promising paths for several of its actions. In addition to the Regional Coordination Offices, the role played by regional consultants was very important to enable these and many other Project actions.

The role of regional consultants was crucial for the creation and operation of Regional Councils. They even overcame some resistance from indigenous representatives and civil servants in Regional Coordination Offices in order to carry out their work. In some regions such as the Northeast, South and Southeast, for example, most previous experiences with consultancies were quite bad and traumatic. But, as already highlighted, the role of consultants was important to facilitate the implementation of local Projects in their respective regions, building “bridges” between indigenous communities and Local Technical Coordination and Regional Coordination Offices. They often assisted in Project formulation, according to Funai standards, for incorporation of mechanisms required for the execution of the Foundation’s counterpart in the Annual Work Plan of Regional Coordination Offices. In some cases, indigenous consultants actually lived in their ILs (Reference Areas), which was very positive to improve dialogue with some communities. It is noteworthy that in this case, there was no need for indigenous quotas, and those consultants competed to the vacancies on equal terms and very competently.

Regional consultations were very successful; they worked in alignment with Regional Coordination Offices and built good relations with indigenous communities in Reference Areas. There are cases, such as the Xokleng people in the Ibirama IL, where consultancy work played a strategic role in reconnecting the work of the RCO of the Southern Coast of Florianópolis with

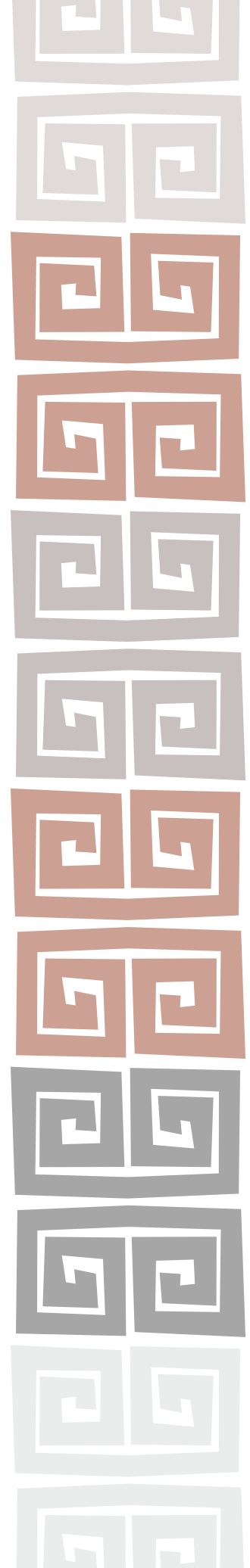
the Xokleng people. Consultancies also contributed to improve communication between communities and Regional Coordination Offices and to strengthen the indigenous movement, as the case of APOINME. In addition, consultancy work was able to build trusting relationships in highly complex environments with different external parties, such as the case of the Tupinikim and Xakriabá peoples.

In Brasília, other consultancies were crucial, such as:

- the consultancy that worked with great competence in the training processes of PNGATI, helping tailor the courses to specific contexts, adapt and develop contents, ensure appropriate methodologies, and adapt the Project’s time to that of indigenous organizations, in a harmonious manner;
- the consultancy that accompanied the process of elaboration and implementation of PGTA’s in Reference Areas, improving the discussion on the topic, creating new materials and disseminating experiences among the different ILs;
- the consultancy that contributed to the development of the different processes of administrative and financial management of the Project with the UNDP and Funai, ensuring greater reliability of control systems and coordination mechanisms adopted by UNDP and Funai;

- and the consultancy responsible for Project communication, whose hiring was a formal request of indigenous representatives of the Steering Committee. The Committee realized many activities and arrangements were carried out through the Project, however, they were barely visible. Initially, with the support of the German Cooperation - GIZ, the PNGATI website was prepared, including information on the GATI Project. Therefore, the communication consultancy gave visibility to this set of actions and, furthermore, influenced the change of Funai's website while creating the links to information on the GATI Project and PNGATI Policy. Thus, over a period, the Project achieved great visibility, generating major changes in the very form Funai dealt with information intended for the wider public.

Finally, we must highlight the key role played by GATI's technical coordination, which was the link and reference for all consultants. The permanence of the technical coordinator all through the Project, from beginning to end, coupled with his expertise and experience, ensured the building of trusting relationships with indigenous organizations and contributed decisively to integrating the different consultancies and activities of the Project, maintaining unity and consistency as regards the main objectives of the work, stimulating new ideas, facilitating good coordination with Funai, UNDP and other partners, always facing adversity with remarkable good spirits.

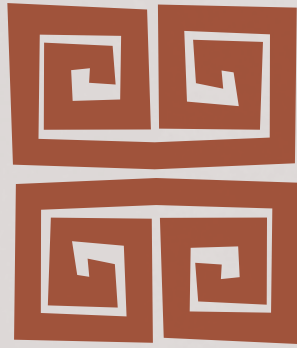






4th Meeting of the Regional Council of the Pantanal/Cerrado Center, Lalima IL, MS (2016)

CHALLENGES



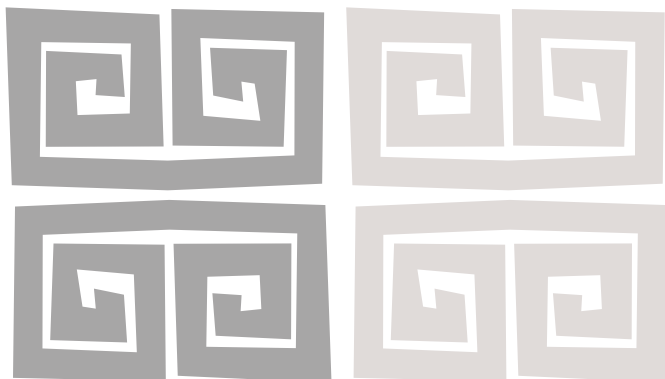
A number of challenges remain for the future, after the closure of the Project. A major one is to **continue and expand fund-raising for new cooperation projects benefiting indigenous lands in Brazil, focused on issues of territorial and environmental management.** It is an essential and continuous task, in order to enable the projects underway in ILs. The PNGATI and the issues it addresses attract attention of international cooperation, which is an opportunity to leverage more funds and technical support for indigenous peoples. This opportunity needs to be tapped on both by indigenous organizations and by government agencies committed to these populations.

It is important to highlight that the work of the GATI Project **built capacity among Funai staff**, whose knowledge and experience must be valued and used. **Investing in staff training and development is critical** so that less time can be used with structuring processes and internalization of procedures, in addition to encouraging these civil servants to continue performing tasks of huge responsibility. As noted, the GATI Project spent a lot of time with this initial structuring process, especially in the construction of CGGAM, which currently brings together the technical expertise to continue their duties in the territorial and environmental management agenda. It is extremely necessary to strengthen Funai for the continuity of the work in this area.

Despite the great environmental appeal of the Amazon, the GATI Project showed that **there is a huge demand and many good experiences in projects outside the Amazon**. New projects and investments need to be made for indigenous peoples of the Northeast and Center-South regions, living absolutely conflicting realities and sometimes contradictory. One should point out the constant complaints of indigenous peoples for the fact that no lands in the states of Rio Grande do Sul, Maranhão, or Roraima have been included in the Project.

To that effect, another challenge is to recover and maintain the level of coordination achieved by GATI at a certain point, as it is essential both for the creation and for the implementation of new Projects. **There must be good internal coordination within Funai, and between Funai and the Ministry of Environment, Ministry of Agrarian Development, and other government agencies, increasing spaces for discussion and dialogue with the indigenous movement, their regional representations, and with indigenous organizations.** It is necessary to advance the understanding that indigenous work can and should be done jointly by the government, indigenous peoples and civil society partners, because in addition to scarce financial and human resources, the political scenario is increasingly adverse to the rights of indigenous peoples. Thus, even the funds from the national budget can be better planned, coordinated, optimized and earmarked for sustainable projects in ILs, avoiding duplication and waste.

This desired coordination should also result in **further strengthening PNGATI's governance bodies**, its Steering Committee and Funai's Regional Committees. PNGATI's Steering Committee runs the risk of being weakened, like many other bodies of governance and participation of government. The indigenous movement, as well as agencies committed to indigenous rights, must be careful that this does not happen. Similarly, **special attention needs to be given to Funai's Regional Committees** and Funai must strategically assume the need for strengthening and restructuring such Committees. The main outcome of Funai's restructuring in 2010 was that Regional Committees started to play an important role in deciding on indigenous policies and in guiding / monitoring PNGATI implementation at the regional level. Issues related to lack of funds for operation, low representation of other government agencies and civil society, as well as under- or over-representation of indigenous peoples, are some of the problems to be faced by the official indigenous agency.



The effective continuity of Project actions must take place, in principle, through the implementation of PNGATI, and through the implementation of its **Integrated Implementation Plan**, widely agreed under its Steering Committee. Moreover, full participation of indigenous peoples must be guaranteed in this process and in deliberation bodies. **Indigenous participation was decisive in the process of establishing the GATI Project and PNGATI Policy, and will also be decisive in implementing the Policy.** Occupying these participation spaces will be critical for the replication of GATI's results and for PNGATI to materialize in practice, to be widely implemented, and to actually reach and rely on the participation of indigenous people.



The Project for Indigenous Territorial and Environmental Management (GATI) contributed to the recognition of Indigenous Lands (ILs) as protected areas essential for biodiversity conservation in Brazilian biomes, and strengthened traditional indigenous practices regarding management, sustainable use, and conservation of natural resources. In addition, it fostered indigenous leadership in the construction of public policies for environmental and territorial management of ILs.



The Project was a joint effort of the Brazilian indigenous movement, the National Foundation for Indigenous Peoples (Funai), the Ministry of Environment (MMA), The Nature Conservancy (TNC), the United Nations Development Programme (UNDP), and the Global Environment Facility (GEF).



Articulação
MATO GROSSO



MINISTÉRIO DO
MEIO AMBIENTE

MINISTÉRIO DA
JUSTIÇA E CIDADANIA

