

COMMISSION ON HUMAN RIGHTS
Sub-Commission on Promotion and
Protection of Human Rights
Fifty-fifth Session
Working Group on Minorities
Eleventh session,
31 May – 3 June 2005



The Millennium Development Goals: Helping or Harming Minorities?

Working paper submitted by:

Minority Rights Group Internationalⁱ

Contents

| | |
|--|-----------|
| Executive Summary | 3 |
| Introduction | 2 |
| Section I. The MDGs: Content, Institutions and Roles | 5 |
| United Nations Development Group (UNDG) and country reports | 6 |
| UN Millennium Project | 6 |
| UN Millennium Campaign | 7 |
| UN Millennium + 5 High-Level Summit | 7 |
| Section II. A Minority Rights Perspective on the MDGs | 7 |
| Goal 1. Eradicate extreme poverty and hunger | 8 |
| Goal 2. Achieve universal primary education | 10 |
| Goal 3. Promote gender equality and empower women | 12 |
| Goal 4. Reduce child mortality | |
| Goal 5. Improve maternal health | |
| Goal 6. Combat HIV/AIDS, malaria, and other diseases | 13 |
| Goal 7. Ensure environmental sustainability | 15 |
| Section III. Making the MDGs work for minorities: National strategies and international support | 16 |
| Implementation | 16 |
| Country reports | 19 |
| Advocacy | 20 |
| Annex 1: The Millennium Development Goals | 23 |
| Annex 2: MRG Workshop report: <i>A Rights-Based Approach to the MDGs: Including Minority and Indigenous Communities, 2 December 2004, Brussels.</i> | 24 |
| Endnotes | 45 |

Executive summary:

1. At the UN Millennium Summit in 2000, the member states of the United Nations committed themselves to achieving the Millennium Development Goals (MDGs). These eight goals now dominate the policy objectives of many states and development agencies to the year 2015. The goals include a reduction by half of extreme poverty; improvements in the lives of slum dwellers; improvements in child and maternal health; universal primary education; and sustainable development.
2. Globally, minorities are among the poorest of the poor. They should gain from progress towards the goals. Yet minorities are often left behind. The particular causes of their poverty and low human development, such as discrimination, are little understood or inadequately addressed. There is a genuine risk that the strategies used to achieve the MDGs will be less beneficial for minority groups, might increase inequalities and may harm some minority communities. Greater effort is needed to ensure that minorities benefit fairly from the international commitment to meet the MDGs.
3. Minority Rights Group International (MRG) believes that the MDGs can be met more effectively by ensuring that the needs and rights of minorities are respected in strategies to achieve the goals. Attention to key cross-cutting rights issues – namely non-discrimination, protection of identity and participation – can yield better results.
4. For each of the MDGs a minority-specific analysis can help to improve development interventions. Poverty reduction strategies should ensure that minorities are not disproportionately among the one half of persons not helped from extreme poverty. Analysis of the impact of discrimination as a barrier to poverty reduction is key. Reduction in hunger should take account of the links between food production and cultural identity for many minority groups. Education programmes should be reformed to address discrimination and make curricula more relevant to minority cultures if universal primary education is to be achieved. Gender disparities in access to education will not be eradicated if the specific barriers faced by minority girls are not addressed. Inequalities in health and mortality rates exhibited in minority communities can only be overcome if discrimination in health care service provision is tackled and health care providers are more sensitive to the impact of cultural differences. Environmental sustainability needs to engage those communities whose identities and livelihoods are linked to the environment. Where minorities are more likely to be displaced from their lands due to insecure land rights, migration of such communities to urban slums will not abate.
5. Each country will need to devise its own strategy to achieve the goals. However, there are certain challenges that most countries will face and among these is the situation of marginalized minority groups. Governance structures need to be reformed to give more space for minority participation. How the MDGs are being implemented needs to be reviewed from a human rights-based approach; there is much greater scope for integrating issues such as non-discrimination and participation. A few country reports on the MDGs reveal some innovations vis-à-vis minorities, but most country reports do not mention minorities at all. Both civil society and international actors should undertake more advocacy to raise awareness of the disparities faced by minorities in reaching the goals. The collection of disaggregated data to measure minorities' progress towards the goals and the establishment of participation mechanisms to enable minorities to help devise MDGs strategies both need to be implemented as a high priority.

Introduction:

6. This paper will consider how the international commitment to achieve the Millennium Development Goals (MDGs) presents both opportunities and risks for persons belonging to ethnic, religious and linguistic minorities. The MDGs have been agreed as a priority for development cooperation to the year 2015 and thus appropriate strategies for ensuring that minorities can benefit equally from these efforts must be identified. There have been many criticisms of the MDGs framework itself, both in terms of content and achievability. Nevertheless, the MDGs framework can have a very positive impact on minorities and can be a useful tool for achieving minority rights. Minorities are among the poorest in most countries and so attention to issues such as poverty, primary education, health and housing can help to improve minorities' human development. There is a genuine risk, however, that the strategies used to achieve the MDGs will be less beneficial for minority groups, might increase inequalities and may harm some minority communities.
7. To date, the link between protection of minority rights and realisation of the MDGs has not been widely considered by development actors. This is in contrast with ongoing dialogues on gender and the MDGsⁱⁱ and the dialogue on the MDGs and indigenous peoples, to be undertaken at the Fourth Session of the UN Permanent Forum on Indigenous Issues in May 2005. This paper is intended to assist the UN Working Group on Minorities to pursue its interest in examining further the action taken by governments and international agencies for incorporating minority issues into activities to reach the MDGs. This paper will also be a resource pursuant to paragraph 11 of Resolution 2004/51 of the 56th session of UN Commission on Human Rights on the rights of national or ethnic, religious and linguistic minorities to assist the UN High Commissioner on Human Rights to support the United Nations Development Group (UNDG) and others to improve cooperation on minorities and MDGs.
8. There is no policy prescription on how to achieve the MDGs. The only guidance for governments are the 18 specific targets and 48 indicators attached to each of the eight goals. Many have expressed concerns that the pressure to reach the goals by 2015 forces governments to compromise on the quality and sustainability of development interventions. The focus on aggregate results, rapid development and achieving the greatest good for the greatest number could mean that the particular needs of the most excluded groups – of which minorities form a major part – will be ignored in the interests of meeting the targets on paper.
9. In spite of these caveats, governments are continuing to push towards the goals and will gather in September 2005 at a high-level summit in New York to see how far they have come towards meeting their targets. The individual country reports published to assess national progress reveal mixed results and many are concerned that the goals will not be reached.ⁱⁱⁱ They are looking for ways to do things better to ensure that the unprecedented level of commitment to the MDGs is not wasted. They are also coming back to consider the road map for the Millennium Declaration, the 'host' of the MDGs, wherein strong political commitments have been made for wider reform of the international system. Many believe that the MDGs can only be met with significant changes in governance and international cooperation.
10. The search for better strategies and the focus on the Millennium Declaration provide a fertile ground for advocacy on minority rights. The Millennium Declaration makes firm commitments to minority rights, requiring states to strengthen their capacity to implement "the principles and practices of democracy and respect for human rights, including minority rights".^{iv} Attention to the rights of minorities can be a useful tool in devising better strategies to achieve the MDGs. Consideration of three key pillars of minority rights – non-discrimination, protection of identity and participation – can provide an understanding of how and why minorities are excluded from

development and can demonstrate that the MDGs in many cases will not be met without special consideration for minorities and their rights.

11. This paper will provide an analysis of these points, with a view to supporting minorities and development actors to work together towards the MDGs in accordance with a human rights based approach. The paper first will provide some background information on the structures and processes now in place to achieve the MDGs. Each of the MDGs will then be considered in turn in order to highlight the minority-specific issues that relate to the realisation of each goal. Finally, a review of opportunities at the national and international level to strengthen the capacity of all stakeholders to ensure that minorities also reach the MDGs will be provided. In Annex 2 to this paper, MRG is pleased to include a report of the proceedings of an international workshop held in December 2004 on *A Rights-Based Approach to the MDGs: Including Minority and Indigenous Communities*. Country case studies presented by partner organisations of MRG from Kenya, Ethiopia, and the Philippines on the themes of environmental sustainability, poverty reduction and education respectively, are also provided.

Section I. The MDGs: Content, Institutions and Roles

12. The MDGs comprise eight goals to be achieved through international development cooperation by the year 2015 (see Annex 1). The goals call for a reduction of poverty, hunger, and maternal and child mortality rates; increased access to education – in particular for girls – and safe drinking water; improvements in the lives of slum dwellers; more sustainable development; and a reversal in the spread of HIV/AIDS, malaria and other major diseases. Overarching these aims is the commitment in Goal 8 to “develop a global partnership for development”, which foresees changes in the international trade and financial regimes, more debt relief, better access to drugs and technology, and special attention to landlocked and small island developing states.
13. States have also agreed 18 targets and 48 indicators that are linked to each of the goals. These targets and indicators are designed to make achievement of the goals more measurable and to give countries shared indicators for assessing national and global progress towards the goals. There also have been identified 4 crosscutting themes for the MDGs: human rights, gender, environment and conflict and peace building.
14. The MDGs as currently formulated emerged from the 2000 UN Millennium Declaration. They were endorsed by all member states of the UN and have since been integrated into the fabric of both the UN institutions (including the World Bank and IMF) and the development cooperation discourse of UN member states. The MDGs were based on previous commitments made multilaterally by states and thus are not new to development discourse.^v The key added-value of the MDGs over previous commitments is their time-bound, measurable nature and the emphasis in Goal 8 on the need for international partnerships to achieve the goals.
15. The MDGs have struggled to integrate into wider development objectives. Indeed, the most common criticism of the goals is that they are too narrow and fail to provide a practical blueprint for comprehensive development strategies. The MDGs also came on the tail of the major initiative to establish the Poverty Reduction Strategy Papers (PRSPs), which were intended to engage governments and civil society in the elaboration of country-owned poverty reductions strategies that would best meet the interests of the poorest. While the PRSP process has not been without criticism, it did at least champion the importance of civil society engagement and focus on addressing needs and objectives specific to each country. Just as many bilateral and multilateral agencies were orienting their country strategies to be in harmony with the PRSP, the Millennium Declaration called for prioritisation of the MDGs. The MDGs do overlap with the PRSPs but

there is a sense of frustration in having again to reorient country-owned strategies to meet international ‘top-down’ requirements. This has contributed to the slow progress in integrating the MDGs into national development plans. Many countries now have prepared periodic reports on their achievement of the MDGs. The figures so far have done nothing to diminish the scepticism as to whether the goals can be achieved, and if so, how best to do this.

16. The UN Secretary-General has tried to address these concerns through the establishment of two new supporting institutions and appointing the UNDG to take the lead in supporting states to achieve the MDGs. The Millennium Project was created to recommend the best technical strategies for achieving the MDGs and the Millennium Campaign was founded to stimulate political support from governments and civil society to realise the goals. The member agencies of the UNDG – with UNDP as lead agency – have worked at the national level to support governments with country progress reports. These activities are summarised briefly below.

United Nations Development Group (UNDG) and country reports:

17. As the MDGs stem from commitments made within the UN Millennium Declaration, the UN is the body responsible for overseeing the process to 2015. The UN Secretary-General has outlined the UN’s role in assisting governments to reach the goals by providing research, advocacy, global and country-level monitoring and country-specific support. The UN Development Group – comprising the core development agencies of the UN, such as UNDP, UNICEF, UNFPA (UN Population Fund) and WFP (World Food Programme)^{vi} – has been charged with providing direct support to governments through their country teams. They are working on harmonisation between agencies to meet the MDGs and aim to integrate the MDGs into all of the CCA/UNDAF^{vii} agreements that the UNDG elaborates.
18. As head of the UNDG, the UNDP constitutes the lead UN agency on the MDGs. It has principally been responsible for assisting countries with country progress reports on the MDGs. About 80 country reports have been submitted by donor countries and donor recipient countries to date.^{viii} The UNDP has also coordinated regional reports^{ix} on progress to the MDGs and prepared global data sets: for example, the Human Development Report 2003 focused on the MDGs as its lead theme.

UN Millennium Project:

19. The UN Millennium Project^x is an independent advisory body established by the UN Secretary-General to advise the UN on strategies for achieving the MDGs. It is headed by Jeffrey Sachs and comprises more than 265 development experts working through 10 Task Forces. The Project was charged with providing technical advice on achieving each of the goals and in January 2005 presented its conclusions to the UN Secretary-General in the report, *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals*. The core recommendation of the report is that governments need to move quickly to integrate the MDGs into their national development frameworks, and should conduct vigorous needs assessments to determine where they are vis-à-vis the goals and how they can move forward. The Millennium Project also has several ‘pilot countries’,- Cambodia, Dominican Republic, Ethiopia, Ghana, Kenya, Senegal, Tajikistan and Yemen – where the Project is supporting governments to integrate the MDGs into their overall poverty reduction strategies, with a view to learning from these national experiences and sharing good practices. The Millennium Project, in contrast to the Millennium Campaign, has focused its attention on high-level and technical dialogues with governments rather than wider civil society engagement. For this reason, some civil society groups have expressed concern that they have been left out of dialogue on macro-policy to achieve the goals. The *Investments in*

Development report does endorse the role of human rights framework in achieving the goals and gives some support to minority rights, which will be detailed below.

UN Millennium Campaign:

20. The Millennium Campaign has a more political and less technical role in contrast to the Millennium Project. The Campaign aims to mobilize political support for the Millennium Declaration among developed and developing countries and to encourage civil society engagement with the MDGs.^{xi} Like the Project, the Campaign is run under the auspices of the UN. The Campaign works closely with some 30 or more national campaigns on the MDGs, focusing on the politics of support to the MDGs and seeking bottom-up solutions for MDGs challenges. Consequently, the Campaign has encouraged focus – in 2005 especially – on Goal 8 on building partnerships for the MDGs to encourage government accountability towards the MDGs. The national campaigns initially focused on the North to stimulate donor government support and are now focusing more on the accountability of governments in the South. There is great interest within the Campaign team to bring the human rights discourse more to the centre of advocacy strategies with governments. They believe that in the longer term, the human rights framework can offer much support to civil society advocates attempting to hold their governments accountable to MDGs commitments.

UN Millennium + 5 High-Level Summit:

21. In May 2004, the UN General Assembly agreed to hold a high-level summit to review progress towards commitments in the economic and social fields made at recent UN Conferences and summits (A/RES/58/291). The meeting will take the form of the UN Millennium + 5 summit, to be held in New York in September 2005 as a high-level meeting of the UN General Assembly, in which Heads of State and Government will participate. The Millennium +5 Summit is intended to review progress made towards the commitments articulated in the UN Millennium Declaration, including the MDGs, and recent summits in the economic, social and related fields. The summit will also draw on issues of peace and security, more specifically the findings of the High-Level Panel on Threats, Challenges and Change – established by the UN Secretary-General. Concern has been expressed by civil society organizations that the summit will not provide sufficient space for the participation of non-state actors. The UN Secretary-General has proposed that only one representative of civil society will be invited to address the plenary; he recommends that other civil society engagement come in the form of a preparatory meeting with civil society in June 2005.^{xii} Given the important role to be played by civil society in seeing the goals realized, and the importance of their critique of the progress to date, this is considered a major weakness of the review process.

Section II. A Minority Rights Perspective on the MDGs

22. Interim measurements of progress towards the goals reveal that many states will not achieve some or any of the first 7 goals by 2015.^{xiii} The risk of not achieving the goals will be higher for minorities. Many minorities are starting from lower levels of human development than other groups, and thus farther from the MDGs. Many states will be concerned with the bottom line of reaching the goals, rather than the matter of who reaches them or how. This risk was noted in the *Human Development Report 2003. Millennium Development Goals: A compact among nations to end human poverty*:

In a number of countries the Goals could be met more easily simply by improving the circumstances of people already better off...But while this approach may fit the letter of the Goals, it does not fit their spirit. Women, rural inhabitants, *ethnic minorities* and other poor people are typically progressing slower than national averages – or showing no progress – even where countries as a whole are moving towards the Goals.^{xiv}

23. National strategies for achieving the goals will be unlikely to pay special attention to minorities, especially since doing so may be more costly and detract from the limited funds available to achieve the MDGs. Moreover, although there are 48 recommended indicators for assessing progress towards the MDGs, there is no requirement to collect disaggregated data on the progress of minority groups. This means that the MDGs could be achieved based on national averages, without minorities benefiting equitably.
24. Paying special attention to minorities and protection of their rights can help to improve the chances of meeting the MDGs, for these groups and for a country as a whole. For example, the goal of achieving universal primary education by 2015 might not be reached if minority children continue to leave school because of the discrimination they experience there. Efforts are also needed to ensure the MDGs do not become an excuse for violating minority rights: for example, forced displacement from remote habitats has been used as a means of improving access to social services for minorities, but has only proved to worsen human development. There is a need to assist governments in understanding the particular challenges minorities face in reaching the MDGs and to work with governments to put in place sound strategies, linked to minority rights, for overcoming these challenges. This section will consider Goals 1-7 in turn, with a view to highlighting the minority-specific issues that are raised. Goal 8 will be considered in Section III below on national and international strategies.

Goal 1: Eradicate extreme poverty and hunger

- *Halve, between 1990 and 2015, the proportion of people whose income is less than \$1 a day.*
- *Halve, between 1990 and 2015, the proportion of people who suffer from hunger.*

25. Minorities might easily be excluded from Goal 1. The decision to call for a ‘reduction by half’ leaves open the possibility that minorities will constitute the majority of those persons still living in poverty and still suffering from hunger in 2015. The indicators for measuring achievement of Goal 1^{xv} seek aggregate results and do not require that attention be paid to vulnerable groups. There is no *prima facie* requirement for governments to ensure that ethnic, religious or linguistic minorities experience proportionate reductions in poverty and hunger. As a consequence, it may be that minorities not only do not benefit from the Goal 1 strategies, but that they may also see significant *increases* in inequalities.
26. Most minorities have higher rates of poverty than other poor groups. Although statistics on minorities’ relative incomes and human development are not available for many countries, where data is available, the disparities are clear: for example, in Vietnam, the national poverty rate is 37% and for ethnic minorities, 67%; in Peru, the national poverty rate is 43% and for indigenous peoples, 65%; in Bulgaria, the national poverty rate is 15% and for Roma, it is 85%.^{xvi}
27. This evidence suggests that even existing poverty reduction strategies have not been as successful for minorities as for other groups. The marginal position of many minorities in society means they frequently lack a voice in national dialogues on development, with the result that their needs may not be reflected well in development strategies; for example, few PRSPs give attention to

minorities.^{xvii} As a result, development interventions typically do not expressly target minorities nor do they take into account the particular factors at play in minorities' poverty.

28. Using a human-rights based approach can help. The Millennium Project report has called upon states to ensure that special attention is paid to groups like minorities in the elaboration of poverty reduction strategies, in a manner that is consistent with human rights:

National MDG-based poverty reduction strategies should be consistent with the principle of equality and non-discrimination laid down in applicable international human rights standards. This implies that strategies are designed to reach the entire underserved population, irrespective of ethnicity, religion, regional background or gender. It also implies taking steps to ensure that the most underprivileged and marginalized sections of society can exercise their rights.^{xviii}

29. The first step is to understand the particular barriers that minorities may face and how these relate to human rights violations of minorities. Minorities may be poorer because they have been denied citizenship and thus lack equal access to social services. Minorities may live in remote regions where government has failed to prioritise investment in infrastructure and social services. Land rights and access to justice for minorities may be more tenuous, putting them at higher risk of displacement and landlessness. The impact of discrimination is an overarching factor. Discrimination can lessen individuals' access to health, education, financial credit, housing and employment – each compounding the likelihood of living in poverty. Women belonging to minority groups will be disadvantaged further because of the additional impact of gender discrimination. Even with pro-poor development strategies, discrimination will continue to be a barrier for minorities.
30. Protection of human rights for minorities can begin to address these barriers. Discrimination needs to be combated directly through anti-discrimination legislation, enforcement mechanisms and special measures^{xix} in development programmes to overcome the impact of discrimination. Special measures can justify specially targeted programmes for minorities where disaggregated data reveals serious inequalities for these groups. Improving for minority women and men their security of land rights, access to markets and credit, and education and skills training will usually require targeted intervention from governments. Respect for participation rights must also be secured. The participation process must involve consultation with minorities and indigenous peoples at all stages of the poverty-reduction programme. Such participation will aid policy makers in preparing better strategies for poverty reduction that respond both to the expressed needs and the rights of these groups, and to the key barrier of discrimination.
31. Given that minorities have higher levels of poverty now, Goal 1 strategies should provide disaggregated measurements of poverty in order to ensure that – at a minimum – inequality levels do not significantly increase as a result of the MDG poverty reduction strategies.^{xx} The prescribed set of indicators for measuring progress towards the MDGs should be revised accordingly. Donors should provide necessary resources and technical support to enable the collection of this data. The base point for measuring poverty should be sensitive to differing cultural perspectives of what constitutes poverty. For example, some communities may prioritise security of land rights over increased income as a measure of improvement in their standard of living.
32. In some cases, governments have tried to reduce the poverty of minorities through displacement from their traditional lands and relocation to less remote regions. In the zeal to achieve the MDGs, there is a risk that such policies may be used more frequently. Such policies are usually undertaken without the full consent of the communities in question. This approach is a violation of human rights and can result in increases in poverty, hunger and mortality, *contra* the MDGs.

For example, the government of Botswana has justified its relocation of the San people from the Central Kalahari Game Reserve (CKGR) by claiming that the San deplete the natural resources of the reserve; that providing services to the CKGR is too expensive; or that it is ensuring development and seeking to enhance their living standards. Since the displacement, the former CKGR residents have been unable to adapt to the new surroundings; they can no longer use their traditional knowledge and are exposed to changes in their diet and way of life, which have led to malnutrition. The water quality is deteriorating, resulting in higher incidence of diarrhoea in children. Because the people have no means of subsistence, there is an increased dependency on the state for food relief and cash-for-work programmes. The San community is now working with local NGOs to negotiate their right to return to the CKGR.^{xxi} As this case illustrates, participation of minorities and indigenous peoples in the elaboration of MDGs strategies is one essential component to ensure that such strategies are effective and are consistent with human rights.

33. Plans to achieve the target on reductions of hunger should also consider discrimination issues and cultural rights of minorities. Food has certain cultural aspects, associated with how a community or people grows, prepares and eats it. These are fundamental aspects of the culture and values of a community and of its identity. Cultural acceptability is a core aspect of the right to adequate food.^{xxii} When a community's food-growing capacity is constrained or their ability to secure their traditional food is curtailed, elements of their cultures may also be threatened. The Human Rights Committee has noted in respect of Article 27 of the International Covenant on Civil and Political Rights, that the right of minorities to practice their culture may encompass traditional activities such as fishing or hunting or the use of land resources.^{xxiii} For example, for pastoralist minorities of East Africa ranging of cattle is an integral custom and a source of food and income but is currently jeopardised by government policies on economic development; the Kihals in Pakistan, a fisher peoples whose food and livelihood depends on specific fish and tortoise food production, have been harmed by dam building.^{xxiv} The MDG on hunger must therefore be sensitive to the integral links between many minority cultures and food production, devising strategies to ensure this is protected in the long-term.

Goal 2. Achieve universal primary education

- *Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.*

34. The 2000 World Education Forum in Dakar recommended that governments pay special attention to those children most likely to be excluded from education, namely “girls, children in difficult circumstances and those belonging to ethnic minorities”.^{xxv} Minorities continue to face disparities in access to education and are less likely to complete a full course of schooling. In some cases, there is a reluctance of parents and children to enrol in schools that fail to provide culturally relevant education. Many of these obstacles can be overcome through the application of minority rights.
35. There are several factors that contribute to poor access to education for minorities, including: lack of mother-tongue education; poor provision of schools and qualified teachers in minority regions; prohibitive costs of school fees that disproportionately impact on minorities (as the poorest groups); curricula that do not reflect community priorities for learning; and discrimination by teachers and/or pupils. As the Dakar Declaration suggests, the obstacles for minority girls will be even greater.

36. In many cases, the disparities have been noted by development actors working on the MDGs. For example, UNDP Serbia and Montenegro reports that:

All indicators measuring universal primary education show that this goal [on primary education] has already been achieved in Serbia, with net enrolment in primary education at 95%...[However], a large difference exists between standards in urban and rural schools, particularly with regard to accessibility for ethnic minorities, including Roma children.^{xxvi}

37. The MDGs country reports of Bosnia and Herzegovina, Cambodia, China, Hungary, the Philippines, Thailand and Vietnam also mention minority education. More countries need to collect baseline data to see what inequalities in access to education already exist for minorities. Even when the disparities are noted, however, the challenge remains as to how to address them. The two key issues are resource implications and cultural identity. Goal 2 strategies must address both these issues simultaneously.
38. Many governments will be concerned about resource implications for preparing specially targeted programmes to boost minority enrolment. With pressure on to achieve Goal 2, using resources to achieve maximum gains towards the MDGs will be the priority. This dilemma is illustrative of how efforts to reach the MDGs in the short-term may compromise longer-term sustainability of development interventions.
39. On resources, the provision of schools, qualified teachers, uniforms and teaching materials for minorities should be reviewed. Are there adequate schools in minority areas? Are minority communities satisfied that their children can access the schools easily and safely? Do they have confidence in the teachers? Is there a need for better incentives to attract more qualified teachers to minority regions? Should minority children be exempt or subsidised in paying additional fees for uniforms and books?
40. On identity issues, educators need to look critically at how the curriculum reflects minorities and to consider if there are any barriers intrinsic within the education that may impede minorities' staying in school. In many cases, sending children to school can weaken the ability of families to meet their basic survival needs; where parents do not see that the education dictated by the state will be of use in the long-term economic and cultural survival of their communities, enrolling children becomes a very low priority. Educators need to address these concerns in consultation with minority community members. Education should not be a threat to cultural identities, but should help those identities to flourish, whilst also enabling children to participate in the wider community of the state.
41. Provision of mother tongue primary education is a good starting point. As the 2003 Human Development Report on the MDGs confirms, "[i]n countries where several languages are spoken, teaching in the mother tongue in the early years dramatically improves the learning experience".^{xxvii} The *UN Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities* (UNDM) says that "States should take appropriate measures so that, wherever possible, persons belonging to minorities may have adequate opportunities to learn their mother tongue or to have instruction in their mother tongue." (Article 4.3) Is there a possibility for mother tongue education in the early primary years to ease transition into schools of majority languages? This can be a good strategy to boost and sustain enrolment.
42. The issue of discrimination also needs to be tackled head on. The *International Convention on the Elimination of All Forms of Racial Discrimination* (ICERD) calls upon States Parties to prohibit

and eliminate discrimination in access to education (Article 5.e.v). All teachers should be provided with anti-discrimination training and mechanisms to address discrimination complaints should be instituted in accordance with national anti-discrimination law. The practice of forced segregation of minorities in some schools should be reversed.^{xxviii} The curriculum itself needs to be reviewed as well. The UNDM holds that:

States should, where appropriate, take measures in the field of education, in order to encourage knowledge of the history, traditions, language and culture of the minorities existing within their territory. Persons belonging to minorities should have adequate opportunities to gain knowledge of the society as a whole. (Article 4.4)

43. Could the curriculum be altered to present more opportunities for inter-cultural education? Does the national curriculum or textbooks stigmatise minorities and perpetuate discrimination against them? Recruitment of teachers from minority groups can help with language barriers and inter-cultural understanding. Minority groups may also wish to establish education that promotes and develops their culture and livelihoods.^{xxix} Can the curriculum be adapted to encourage more participation from minority children? All of these steps may help to prevent parents from withdrawing their children from formal education where they are seen to be discriminated against or gaining no culturally relevant knowledge. In both the short and long-term, this is the best means of achieving universal primary education.

Goal 3. Promote gender equality and empower women

- *Eliminate gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015.*

44. The impact of gender discrimination is a major barrier for women to achieve each of the goals but some women face more than one kind of discrimination. In the Human Development Report 2003 on the MDGs, when asking ‘who is being left behind?’ it was noted that:

Income disparities appear to be increasing in several countries, indicating wider gaps between people...at the bottom (mostly rural, female-headed households of indigenous or ethnically marginal descent).^{xxx}

45. This signals just how far women from minority or indigenous communities are from the MDGs. As a result, eliminating gender disparity in access to education will be much more difficult for minority girls and women than for others. This is because of the compound impact of discrimination based on gender and discrimination based on ethnic, religious or linguistic identity. This phenomenon is known as ‘intersectionality’, whereby:

A woman is discriminated against because she is a woman and because she is a member of an ethnic, religious or linguistic minority, or a member of an indigenous group. These multiple discriminations do not operate independently but intersect and reinforce each other with cumulative adverse consequences for the enjoyment of human rights.^{xxxi}

46. The challenge for those working to eliminate gender disparities is to ensure that other forms of discrimination do not become invisible in these policy prescriptions. Minority girls will face particular barriers that others will not. For example, minority girls may find it more difficult because of language barriers to integrate into schools and may have less familial support to their education because parents (especially mothers) similarly lack the necessary language skills to

assist their children. There may also be particular cultural norms in relation to the role of women and girls in some minority communities that restrict their equal opportunities for education. For example, Roma participants at an MRG workshop in Albania reported that girls are expected to leave school early to marry.^{xxxii} Twa girls in Burundi experience similar expectations: they often start school late and have to retake many classes so by the time they complete primary school – at say 16 years of age – they are deemed ready for marriage.^{xxxiii} Opportunities for minority girls to access education are also closely linked to higher poverty rates of minorities, with minority girl children being more likely to remain at home to support the family's welfare. Therefore, familial opportunities to overcome poverty should be seen as integral to achieving gender equality in access to education for minorities.

47. Even a curriculum that has tried to incorporate understanding of minority groups may demonstrate hidden gender discrimination towards women:

Educational materials that celebrate the history and culture of the minority group without attention to the position of women within that history will simply reinforce stereotypes and these women's invisibility.^{xxxiv}

48. Many minority groups are trying to address gender discrimination and the MDGs 2 and 3 can complement these efforts. MRG's report on *Gender, Minorities and Indigenous Peoples* cites a programme among the Khomani of Northern Cape which involves the collection of oral histories recounting stories of positive female role models who were successful hunter-gatherers in years past, to be used in educational material for San children.^{xxxv} Such efforts can be very effective in helping minority communities to do more to ensure girl children's access to education whilst also generally improving the representation of minorities in national curricula.

Goal 4, 5, 6. Reduce child mortality. Improve maternal health. Combat HIV/AIDS, malaria and other diseases.

- *Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate.*
- *Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio.*
- *Have halted by 2015 and begun to reverse the spread of HIV/AIDS.*
- *Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases.*

49. Minorities and indigenous peoples are more likely to experience violations of their right to health than majority groups. For example, in Brazil, Afro-descendants have an average infant mortality rate of 62 per 1,000 births, compared to an average of 37 per 1,000 for whites; in some regions the average for Afro-descendants climbs as high as 96 per 1,000 births.^{xxxvi} In Canada, the infant mortality rate for indigenous children is twice as high as for the population as a whole.^{xxxvii} In the United States, African Americans constitute 13 percent of the population but 38 percent of HIV/AIDS cases.^{xxxviii}

50. These disparities are related to several different causes. Health and sanitation conditions are often worse in regions where minorities and indigenous peoples live. Existing infrastructure for medical services may be more limited in remote or impoverished areas where minorities are settled. In hospitals, minority and indigenous peoples may face discrimination and a lack of medical professionals able to communicate in their languages. The cultural practices of minorities or indigenous peoples are also often unfamiliar to mainstream medicine, which may inhibit the effective prescription of, for example, pre- and post-natal care. All of these factors combine to reduce minorities and indigenous peoples' access to good health care, impacting negatively on

their infant and maternal mortality rates and causing minorities in many countries to suffer disproportionately from malnutrition, HIV/AIDS or other diseases.

51. Strategies to achieve the health-related MDGs will need to take account of these circumstances if they are to devise successful development interventions. According to the UN Treaty Body, the Committee on Economic, Social and Cultural Rights (CESCR), this means ensuring that health facilities, goods and services are within safe physical reach for all sections of the population and medical services and underlying determinants of health, such as water and sanitation, are within safe physical reach, including in rural areas; that health facilities, goods and services are affordable for all; and that the right to seek, receive and impart information and ideas concerning health issues is assured.^{xxxix}
52. Special effort will be necessary to reach remote areas inhabited by minorities and to provide primary health care services that are adapted to minorities' cultures, environments and traditional medical practices. More minorities should be trained as health care providers as a measure to improve community health care programmes. Minority health workers can ensure that health information is made available in minority languages and is culturally appropriate, whilst also addressing some of the discrimination issues that minorities can face from health workers. One of the strategies being adopted in Bolivia to reach the health MDGs is the use of the Intercultural Health Approach through the development of the health with identity programme. Through a process of training health personnel in relation to the importance of promoting respect for the practices and traditions of indigenous peoples, the approach acknowledges the need to overcome cultural barriers in the offering of health services.^{xl} In the United States, the Red Cross has created a targeted HIV/AIDS awareness programme for Hispanic communities: the program was created based on languages, customs, family relationships, spirituality, sexuality and health beliefs of Hispanic and Latino communities.^{xli}
53. Inviting the wider participation of minorities – particularly minority women – in health programme design is an important means of devising strategies for the MDGs that will work for minority communities. This will help to ensure that health programmes are attuned to the priority health concerns of minority communities as well as to the cultures, lifestyles and traditional medical practices of these groups. This standard is already reflected in ILO Convention 169 Concerning Indigenous and Tribal Peoples: Article 25 stresses that health services should be community-based, and planned and administered in cooperation with the peoples concerned, taking into account their traditional preventive care, healing practices and medicines.
54. In the case of minorities and indigenous peoples, it is particularly important to respect the link between traditional land rights and health. Where minority and indigenous communities have been displaced from their land - sometimes in the name of improving their access to health and other public services - the effects have been devastating on the human development of community members. Achieving the health MDGs for these communities may therefore need to take due consideration of unresolved land rights issues as well.
55. The beneficial effects of creating specially targeted health programmes for minorities can be multiple. For example, a community radio health programme in Peru, has created a space to exercise the right to express oneself in one's native language. Before Bienvenida Salud! (Welcome Health!) certain indigenous languages, such as Urarina, had never been heard on the radio in Loreto. Bienvenida Salud! reads out letters of complaints about rights' violations by the state, including lack of health posts or health personnel. When these situations are exposed and denounced over the radio, people across these small and dispersed communities recognize they face similar problems and can join together to exercise greater pressure on the state. Letters also recount success stories (e.g. bridges that were repaired, health posts that were built, initiatives for

reforestation and community control of natural resources), which promote a sense of effective agency and understandings of their health rights.^{xlii} By bringing rights into health MDGs' strategies, minority groups can be empowered for wider improvements in their capacity to change their own situation.

Goal 7. Ensure environmental sustainability

- *Integrate the principles of sustainable development into country policies and program and reverse the loss of environmental resources.*
- *Halve, by 2015, the proportion of people without sustainable access to safe drinking water.*
- *Have achieved, by 2020, a significant improvement in the lives of at least 100 million slum dwellers.*

56. Minorities can make up a significant proportion of slum dwellers where they have been forcibly displaced from their communities (read land) or where they have migrated to cities in search of improved economic opportunities not available in their regions. Forced displacement has also been used as a means of improving access to social services for minorities; there is a risk that similar strategies will be used in the name of achieving the MDGs. Even where governments have tried to address housing and sanitation concerns, minorities may be left out: for example, it is often the case in rural development in India that electricity, sanitation and safe drinking water are installed in upper-caste sections of the village but not in those areas inhabited by Dalits.^{xliii}
57. Minorities also often lack legal entitlement to the land and houses they inhabit. Development actors can assist minorities by advocating for legal recognition of their property rights and for full consultation and compensation for minority groups in situations where involuntary displacement is possible. Governments can also reduce net migration to urban slums by supporting minorities to improve living conditions and employment opportunities within their regions.
58. Many minority groups have cultures or livelihoods that give them a special attachment to the environment. For indigenous peoples in particular, the goal of preserving the environment and implementing national strategies for sustainable development is integral to the continued existence of their communities. The 1992 UN Conference on Environment and Development identified indigenous peoples as one of the major stakeholders in Agenda 21 (reaffirmed at the 2002 World Summit on Sustainable Development). Yet the rights of indigenous peoples regarding the environment and natural resources have frequently been overridden by governments, transnational corporations or international development agencies. Strategies for pro-poor economic growth that rely heavily on natural resource exploitation often have an adverse impact on minority or indigenous communities who inhabit these areas. Such strategies may actually contribute to further impoverishment of these groups or cause displacement to urban slums, thus lowering the chances of achieving the MDGs.
59. Development actors should advocate for the participation of minorities and indigenous peoples in devising sustainable development strategies both because of community expertise on environmental issues and because of the impact of such strategies on their lifestyles and livelihoods. The rights of these communities should be secured and respected in any such strategies. For example, conservation measures should not prohibit access and use by minorities and indigenous peoples of traditional lands and territories. The Bolivian MDGs country report acknowledges this point, stating that recognition and protection of indigenous land rights and access to natural resources is part of their strategy to achieve the MDG on environmental sustainability.^{xliv} Other countries should adopt similar approaches in cooperation with the affected communities.

Section III. Making the MDGs work for minorities: National strategies and international support

60. While the international community has mobilised around the MDGs as a focus of development cooperation, there remains much to be done at the national level to see the goals achieved. Each country will need to devise its own strategy to achieve the goals. However, there are certain challenges that most countries will face and among these is the situation of marginalized minority groups. The Millennium Project Report expressed concern over this issue:

Each country has its own specific set of challenges, but some broad trends can be identified as priorities. One universal challenge is to ensure that *ethnic minorities*, regional pockets of poverty, and slums receive targeted investments for the Goals.^{xlv}

61. It is clear, therefore, that governments cannot take an entirely aggregate approach to achieving the MDGs. Given the marginalized position of many minority groups, there will need to be special steps taken to ensure that they are included in strategies to achieve the goals and included in a way that is meaningful to them. The minority rights discourse offers much guidance in this regard, and indeed, entails clear obligations on the part of all states to see those rights fulfilled. With a view to strengthening the capacity of minorities, states and other stakeholders to include minorities, this section will provide some recommendations for national and international actors to approach MDGs strategies in a way that will help to realise minority rights and to realise the goals themselves. These points will complement the goal-specific recommendations presented above.

Implementation:

62. The better inclusion of minorities in the implementation of strategies to achieve the MDGs will depend largely on reforms of governance and greater integration of human rights principles into MDGs planning. While the goals themselves are closely linked to existing human rights standards,^{xlvi} the process to achieve the goals should be more closely guided by the human rights-based approach to development. This belief is reaffirmed by the UN Millennium Declaration and is a high priority for the UNDG agencies that have in May 2003 adopted a Common Understanding of human rights-based approaches.

63. Although it cannot be said that the Millennium Project Report takes a human rights-based approach – not least because civil society participation in the process was weak – it does try to underline the important role of human rights. The Millennium Campaign has similarly tried to stimulate greater support for the human rights framework to be integrated into national campaign strategies. Both projects have benefited greatly from the work of Phillip Alston, Professor of International Law at New York University, in this regard. As Special Advisor to the UN High Commissioner on Human Rights on the MDGs, Alston prepared a paper on “A Human Rights Perspective on the Millennium Development Goals” for the Millennium Project Task Force on Poverty and Economic Development. The paper provides a good critical analysis of the role of human rights, both in the MDGs discourse and in their practical implementation.

64. Alston pays good attention to the situation of minorities in his report. He stresses that we should not assume that development policies that are aimed at the general good will necessarily benefit minorities: using the example of investments to enable private sector activity, he notes that an “authentic human rights perspective” would ensure that strategies include: “the elimination of laws and practice designed to exclude or marginalize certain ethnic, linguistic, religious or other

minority groups in their efforts to compete in the marketplace on an equally footing with the dominant groups in society.”^{xlvii}

65. At present, this kind of analysis is generally lacking in the design, monitoring and evaluation of development strategies. Among the responses recommended is to encourage more involvement of National Human Rights Institutions (NHRI) in the MDGs: the Millennium Project Report recommends that “in every country in which national human rights institutions exist, it should be given an explicit mandate to review and report on the realisation of the MDG targets at regular intervals”.^{xlviii} For this reason, the support given by OHCHR and others to NHRI should ensure that minority rights are well understood by NHRI, including in relation to the MDG foci.

66. A human rights approach requires close attention to the roles of duty bearers and their accountability. Obligations in both the processes of development (obligations of conduct) and the outcomes of development (obligations of result) need to be observed. In practice, this often requires reforms of governance structures to enhance participation of marginalised groups. Minority rights standards give high priority to governance issues and can therefore serve as a guide and justification for governments taking steps to ensure the minority voice is heard. The Millennium Project Report endorses such measures:

Governments need to identify mechanisms to allow groups commonly excluded from the political process to participate actively in decision making processes. This is especially important in countries with rich social diversity and large indigenous and tribal populations.^{xlix}

67. Seeing minority participation as a matter of human rights, rather than tokenistic consultation, will also help to ensure that the participation *does occur* and that the recommendations emerging from such participation processes are implemented more dutifully.

68. Successful MDGs strategies also will need to consider those cross-cutting issues that might prevent minority communities from benefiting from the goals. Three cross-cutting rights issues for implementing the MDGs are participation, non-discrimination and land rights.

69. Many have advocated that to be most effective, MDGs plans need to be devised and implemented at the local level, using existing local governance structures.¹ For minorities, such an approach can be beneficial where their communities have a strong voice in local government, in particular where autonomous forms of governance have been recognised. In many cases, however, minorities are excluded even from local government positions and would therefore be unable to participate in any decisions taken by those institutions. Their lack of representation may mean that resources are diverted away from their communities in favour of those who are politically more influential. Before undertaking to give more responsibility to local government structures in implementing the MDGs, governments and international actors need to audit the participation opportunities for minorities in these structures. Where participation appears to be weak, separate institutions and processes for decision-making on the MDGs should be established. This is clearly endorsed by provisions of the UNDM which hold that minorities should participate in decisions that affect them (Article 2.3) as well as participating in the economic progress and development in their country (Article 4.5). The right of everyone to participate in the conduct of public affairs is outlined in Article 25 of the ICCPR. Both central and local government are accountable to these standards.

70. All participation processes for the MDGs can be made more ‘minority friendly’ by ensuring that they are accessible for minorities. Holding meetings in regions where minorities live (instead of capital cities) and having translation services for minority languages can improve their

participation, in particular for minority women. Adapting meetings to accommodate traditional decision-making processes of some minority communities might also be necessary to solicit the best possible input from communities. Measures to ensure marginalized groups within minority communities can participate should also be adopted. Governments and other agencies should be prepared for the extra time and resources that all of these steps might entail, with the understanding that they will inevitably lead to more effective development interventions. Further guidelines on participation have been elaborated in the *Lund Recommendations on the Effective Participation of National Minorities in Public Life* and in relation to indigenous peoples with a focus on the principle of ‘free, prior and informed consent’.

71. Without mechanisms to address discrimination – on the basis of membership in a minority group and gender discrimination – a major barrier to achieving the goals for minority men and women will remain impenetrable. Those states parties to the *International Convention on the Elimination of All Forms of Racial Discrimination* (ICERD) and the *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW) will have some support from the UN Treaty Bodies to indicate what mechanisms are needed to be in place to address discrimination. The special measures provisions of ICERD, for example, can be used to create targeted programmes to overcome discrimination.
72. In the implementation of the MDGs, governments will need to pay particular attention to *indirect discrimination*, which occurs where policies employed by the government to achieve the MDGs unintentionally causes disproportionate and/or unjustifiable harm in the form of human rights violations against minority groups. For example, an HIV/AIDS public education campaign may only be presented in the majority language or according to majority cultural practices, thus inhibiting the ability of minorities to benefit from such campaigns. Impact assessments for all proposed MDGs strategies may help to overcome some of this indirect discrimination. Of equal importance are opportunities for minorities themselves to participate in the development of proposed projects and to continually monitor the impact of such projects through the project cycle. The collection of disaggregated data can help reveal possible indirect discrimination effects.
73. Minorities and indigenous peoples typically have less security in access to land than other groups. This is in part because they lack political influence to protect their traditional land rights and/or because the justice system has failed to protect them from displacement or other encroachments on their land. Land security is important for all poor people since it is linked to other human development issues – such as income generation and food security. For many minorities and all indigenous peoples, land is also integral to their cultural lives. Displacement or loss of land threatens the very identity of the communities. It also frequently results in threats to their physical survival as well – cases have shown that displacement can increase mortality rates.ⁱⁱ Communities may be forced into unsustainable land use practices because of having to live on less land or in different environmental conditions. Each of these issues points to a different aspect of the MDGs; thus, land rights are an important key to achieving other MDGs. While many poor people will prioritise land issues, minorities and indigenous peoples have much more critical issues at stake (in terms of cultural rights) and much less chance that the state will protect their interests. Therefore, giving particular attention to resolving the land rights disputes involving minorities and indigenous peoples can yield a high return in terms of achieving the MDGs.
74. Overall, governments need to consider the legal and regulatory framework in place to protect each of these rights. It may be necessary to build the capacity of actors at the local level to understand how to apply existing laws and directives in accordance with these rights. Training on non-discrimination and minority rights is a one way of building this capacity. Government officials will also need to be able to justify the establishment of specially targeted programmes for minorities. This will need to be approached with great sensitivity, to ensure that no negative

backlash against minorities occurs as a result of targeted programmes. The use of disaggregated data to demonstrate the existence of inequalities is key and is one way to make government policies on the MDGs more transparent.

75. Finally, it will be important to engage minority communities as more than just passive actors in the MDGs process. In addition to ensuring their participation in decision-making processes, governments should enable minorities to participate in MDG project implementation as well, drawing on existing skills and knowledge and building new capacities.

Country reports

76. Progress towards the MDGs is being closely monitored through country reports made public for review by the international community. Both donor countries and donor recipient countries are preparing reports. Philip Alston's study reveals that very few country reports include any discussion of human rights. MRG's own survey of 47 donor recipient country reports indicated that only 9 had made any mention of minorities or indigenous peoples.^{lii} Minorities are most often mentioned in relation to education MDGs, with many countries noting there are disparities in education attainment by some minority groups in their country. Those European countries that have reported, including Bosnia and Herzegovina, Bulgaria, Hungary and Slovakia, focus heavily on the Roma – considering issues of poverty and education primarily - but rarely mention other minorities. None of the African country reports surveyed mentioned minorities or indigenous peoples. Some countries of Asia – including Cambodia, China, the Philippines, Thailand and Vietnam, include minorities in their analysis, to great or lesser degrees.
77. Some important innovations are already evident in the country reports. Vietnam has prepared a separate MDGs strategy for ethnic minorities “Localizing MDGs for Poverty Reduction in Viet Nam: Promoting Ethnic Minority Development” (2002); this is the only such example of a minority-specific strategy that MRG has uncovered.^{liii} They have localised the MDGs by adding some minority-specific targets, for example, aiming for universal primary education for ethnic minorities by 2010, which they hope to achieve, *inter alia*, by providing more multilingual education, minority language textbooks, training ethnic minority teachers and encouraging majority Kinh teachers to learn minority languages.^{liv} They have also developed an MDG index to provide a baseline and to measure progress towards the goals; for Goal 8 to “improve governance for human development”, they have included “share of ethnic minorities’ representatives in provincial people’s councils relative to the ethnic composition of the population” as an indicator.^{lv} The 2004 MDG report of Thailand acknowledges that the situation of minorities will require special attention. Minorities are recognised as being among the ‘ultra poor’, meaning “understanding their situations and targeting them appropriately will be essential to further poverty alleviation”.^{lvi} The report proposes the use of ‘MDGs Plus’ indicators to reveal regional and ethnic disparities in achieving the goals^{lvii} and capacity building to help the ultra poor to exercise their rights effectively.^{lviii}
78. Of the 6 donor country reports surveyed, only 2 made any reference to minorities or indigenous peoples.^{lix} Finland notes that promotion of the rights of ethnic minorities and indigenous peoples, including participation rights, is among their cross-cutting priorities for the implementation of development policy; however, they fail to include this anywhere else in the analysis provided by the report, conceding only that “it is necessary to further develop and monitor the implementation of cross-cutting themes of Finnish development policy”^{lx} in future MDGs work. The report of Norway only mentions indigenous peoples, and only in the section on Goal 7 on environmental sustainability, declaring that “indigenous peoples’ efforts to preserve their culture, realise their rights and participate in development processes will be supported”.^{lxi}

79. The fact that country reports do or do not mention minorities or indigenous peoples cannot be taken as indicative of the actual activities undertaken within that country or through development cooperation to help minorities reach the MDGs. The absence of information on minorities is, however, a weakness of MDGs reporting and only perpetuates the invisibility of the minority situation. Where country reports do mention minorities, this gives representatives of those communities a greater opportunity to hold their governments to account for commitments made. The inclusion of minority-specific time-bound targets will strengthen the reports even further. Country reporting is therefore an important tool for minority groups.
80. If we are to take the MDGs country reports seriously, then they must be able to account for the situation of all marginalized groups within the country, rather than including blanket statements of commitments to ‘the vulnerable’, ‘the excluded’ or ‘the marginalised’. The UNDG has said that a human rights approach to MDGs country reports would require “disaggregation of national data, (to ensure that no group is left behind in the race to fill national goals and targets)”^{lxiii}. This needs to be a high priority for future reports. The disaggregated data will help to establish baseline information on where extra measures are needed and can provide evidence of impact of current MDGs policies.
81. The collection of data can be undertaken with direct involvement of minorities. For example, the UNDP Regional Bureau for Europe and the Commonwealth of Independent States is training Roma to act as survey managers to gather information to be used in poverty reduction strategies.^{lxiii} This may make some community members more comfortable in sharing their concerns around the MDGs. Minorities should also be invited to submit information to governments to help them prepare country reports. This can be an opportunity for communities to express their views on their own terms and with culturally relevant signifiers: for example, some communities may define poverty reduction according to different criteria than governments. Once reports are published, governments should undertake to translate the reports into minority languages and to disseminate the main findings of the report through information channels targeted for minority audiences.

Advocacy

82. Advocacy is an important part of the ability of any government to achieve the goals. Advocacy can mean encouraging government ministries to prioritise the goals; raising awareness of the goals amongst the population; or pushing donor countries to make progress on the partnerships of Goal 8. For civil society, advocacy is also important, to encourage governments to meet their commitments or to give greater attention to particular concerns. For the international actors, in particular the UNDG members, advocacy is a means to keep governments moving towards the goals in a manner that is consistent with human rights standards. This section will consider advocacy strategies for civil society and international actors.
83. There are now over thirty national civil society campaigns on the MDGs.^{lxiv} In some cases, minority NGOs or community-based organisations (CBOs) may be contributing to these actions. However, in the experience of MRG and its partners, mainstream NGOs tend to ignore minority concerns. More effort is needed on the part of national MDGs campaigns to ensure that minority concerns are reflected; indeed, attention to minorities will be crucial to achieving many or all of the MDGs in most countries. NGOs working on specific goals need to consider the perspective of minorities and invite cooperation with minority groups; for example, those working on Goal 4 on the child mortality campaign should consider whether minorities in their country have higher rates of child mortality and how this can be addressed; those working Goal 3 on the gender disparity in access to education will need to work with minority women’s organisations to achieve their objectives.

84. Minority groups also need to reach out and to raise their voices. NGOs should document how minorities are not achieving the MDGs at the same rate as other groups. In cooperation with minority communities, they should prepare policy recommendations that are targeted and concrete. These findings need to be shared with the media and can also be used to prepare shadow MDG country reports. This information can also be shared with UNDG member organisations, in particular the UNDP, who liaise with governments to support them on the MDGs. The UN Millennium Campaign website provides country-specific updates and resources that can be used to inform national advocacy work.
85. The role of international actors, like the UNDG, to support minorities can be improved. Such agencies need to be proactive in uncovering how minorities are progressing towards the goals. They should not shy away from raising their concerns. In a 2003 report, *Millennium Development Goals Reports: An Assessment*, the UNDP Evaluation Office stated that “it may be unreasonable to expect a government to discuss ‘sensitive’ issues, such as documenting human rights violations, discrimination against marginalized communities, neglect of remote areas, or to discuss unresolved conflicts”.^{lxv} Philip Alston expressed well the short-sightedness of this recommendation, insisting that:
- If these reports fail to address, or even acknowledge, such matters they will often be excluding the very issues that are crucial to understanding the principal obstacles that are inhibiting the realisation of the MDGs. For example, if it is not possible to mention ‘sensitive issues’ such as deeply entrenched discrimination against women, *the effective exclusion of certain racial, religious, linguistic or other minority groups from the development process...* then the report will not only have an air of unreality about it but will also be unable to address the critical steps that need to be taken if the MDGs are to be met.^{lxvi}
86. All UN actors are mandated by Action 2 on human rights – aimed at supporting UN country teams to assist governments to strengthen national human rights promotion and protection systems – to do more to foster respect for human rights. The MDGs in one vital area in which to apply Action 2 initiatives. Some UNDG members are already doing so: for example, UNIFEM published a report early in 2005 entitled *Pathway to Gender Equality: CEDAW, Beijing and the MDGs*, which examines the gender equality dimensions of the Millennium Development Goals (MDGs) from a rights perspective. They have not let the sensitivity of gender discrimination dissuade them from advocating that governments take their commitments to women’s human rights into account when implementing the MDGs.
87. A similar approach is necessary for minorities and indigenous peoples. In May 2005 the UN Permanent Forum on Indigenous Issues will consider the MDGs as its main theme, hopefully to produce recommendations for UN agencies. Other minorities need further support from the UN system. The role of the Working Group on Minorities is crucial in this regard. Article 9 of the UNDM provides a specific mandate for the UNDG member agencies to “contribute to the full realization of the rights and principles set forth in the present Declaration, within their respective fields of competence”; there clearly is scope for closer cooperation between the WGM and UNDG on the MDGs. Additional support from Treaty Bodies is also needed: for example, the Committee on the Elimination of All Forms of Racial Discrimination can raise MDGs issues during review of periodic reports. UN Special Rapporteurs can support minorities by ensuring that any discussion of MDG-related issues in their reports includes a minority perspective.
88. As already noted, the Millennium Declaration does call for states to do more in respect of protecting minority rights. This is a useful citation to justify more UN action vis-à-vis minorities

on the MDGs. The UN Secretary-General's reports on the MDGs, in particular that for the high-level summit in September 2005, should take account of the situation of minorities and strongly encourage governments to do more. In his Millennium Report of 2000, the Secretary-General stated that:

‘Conflicts are most frequent in poor countries ... where there are sharp inequalities between ethnic or religious groups. The best way to prevent them is to promote healthy and balanced economic development, combined with human rights, minority rights and political arrangements in which all groups are fairly represented.’^{lxvii}

89. This statement is also an insightful prescription for achieving the MDGs. Member states and UN actors need not create elaborate new strategies to ensure that minorities can benefit from the MDGs, they need only ensure that existing commitments to human rights and minority rights are met fully.

Annex 1: The Millennium Development Goals

Goal 1. Eradicate extreme poverty and hunger

- Target 1: Halve, between 1990 and 2015, the proportion of people whose income is less than \$1 a day.
- Target 2: Halve, between 1990 and 2015, the proportion of people who suffer from hunger.

Goal 2. Achieve universal primary education

- Target 3: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

Goal 3. Promote gender equality and empower women

- Target 4: Eliminate gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015.

Goal 4. Reduce child mortality

- Target 5: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate.

Goal 5. Improve maternal health

- Target 6: Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio.

Goal 6. Combat HIV/AIDS, malaria, and other diseases

- Target 7: Have halted by 2015 and begun to reverse the spread of HIV/AIDS.
- Target 8: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases.

Goal 7. Ensure environmental sustainability

- Target 9: Integrate the principles of sustainable development into country policies and program and reverse the loss of environmental resources.
- Target 10: Halve, by 2015, the proportion of people without sustainable access to safe drinking water.
- Target 11: Have achieved, by 2020, a significant improvement in the lives of at least 100 million slum dwellers.

Goal 8. Develop a global partnership for development

- Target 12: Develop further an open, rule-based, predictable, nondiscriminatory trading and financial system. This includes a commitment to good governance, development, and poverty reduction—both nationally and internationally.
- Target 13: Address the special needs of the least developed countries. This includes tariff-and quota-free access for exports enhanced program of debt relief for HIPC and cancellation of official bilateral debt, and more generous ODA for countries committed to poverty reduction.
- Target 14: Address the special needs of landlocked countries and small island developing states.
- Target 15: Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term.
- Target 16: In cooperation with developing countries, develop and implement strategies for decent and productive work for youth.
- Target 17: In cooperation with pharmaceutical companies, provide access to affordable, essential drugs in developing countries.
- Target 18: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications.

Annex 2:

A Rights-Based Approach to the MDGs: Including Minority and Indigenous Communities

2 December 2004, Brussels

Workshop Report



minority
rights
group
international

Background:

The United Nations Millennium Declaration set out the development priorities for the international community to 2015. Within this framework the Millennium Development Goals (MDGs), which constitute targets for poverty reduction, were developed. MRG's Minority Rights and Development programme (MR&D) has been engaged in work on the Millennium Development Goals since 2001. MRG has aimed to ensure the respect for minority rights in the processes working toward the achievement of the goals. The last session of the UN Working Group in Minorities recommended that a meeting take place to discuss MDGs and minorities. This recommendation was approved by the Sub-commission on the promotion and protection of human rights in its 2004 session.

The development policy workshop, *A rights based approach to the MDGs: Including minority and indigenous communities*, provided an opportunity to feed into the review of the Millennium Declaration taking place in 2005. It was a working meeting bringing together policy makers from international development donor agencies in the EU and representatives from minority and indigenous communities. It sought to examine the implications of the Millennium Development Goals (MDGs) on minority and indigenous communities. Representatives of minority or indigenous groups from Kenya, Ethiopia, the Philippines, Croatia, Macedonia and Bulgaria, were present to identify the barriers preventing the achievement of the MDGs in their communities. Representatives of several international development donor agencies provided updates on the progress towards meeting the MDGs. Together, the participants elaborated a set of recommendations to help ensure the inclusion of minorities in MDG planning and monitoring processes.

Objectives:

- To bring together agencies working on MDGs and excluded groups and representatives from some of those groups;
- To facilitate dialogue between the UN, development agencies and minorities on strategies for the MDGs;
- To develop strategies for monitoring and meeting the MDGs for minorities and indigenous peoples;
- To feed into ongoing national and international dialogues on the MDGs.

Outcomes:

- More detailed understanding of the relationship between the exclusion of minorities and the realisation of specific MDGs;
- Enhanced dialogue between the UN, development agencies and minorities on strategies for the MDGs;
- Recommendations to promote participation of minorities in the MDGs that will feed into MDGs dialogues in 2005 and beyond.

Report on the Workshop

Welcome and Introductions:

Angela Haynes, Programme Officer, Minority Rights and Development Programme (MR&D), *Minority Rights Group International (MRG)* welcomed participants and introduced the programme. Participants were invited to state their expectations of the meeting and to share briefly information on their work or interest in the focus of the workshop.

Corinne Lennox, Advocacy Officer, MR&D, *MRG* presented a summary of MRG activities to date in relation to the MDGs. It was noted that MRG began work on the MDGs in 2001, then producing an advocacy briefing detailing why it was imperative that the MDGs take account of minorities and their rights. Since then, MRG has undertaken to raise awareness of the MDGs and minorities in various international fora, including the World Conference Against Racism, the World Summit on Sustainable Development and within the UN human rights mechanisms, in particular the UN Sub-Commission on the Protection and Promotion of Human Rights and the UN Working Group on Minorities. MRG has engaged with the Millennium Project and the Millennium Campaign; has advised the UNDP on ensuring attention to minorities in their work on the MDGs; and provided input into the *2003 Human Development Report* on the MDGs. MRG had been invited to submit to the UN Working Group on Minorities a paper on the MDGs and minorities, and it was reported that the proceedings of this workshop would be included in that report. MRG looked forward to continued engagement on the MDGs in 2005, in particular supporting partners to engage with the Millennium Campaign at the national and international level.

Part I. MDGs: The Challenges for Minority Communities

Representatives of MRG partner organisations were invited to present papers on various aspects of the MDGs and their impact on minorities.

Tezera Getahun Timuney, Director, *Pastoralist Forum Ethiopia*, Ethiopia, presented his paper *Do the Ethiopian Pastoralist claims MDGs? Note on Country Experience* [see Annex 2 for the full report]. He provided an introduction to the pastoralist lifestyle and outlined the aspects of marginalisation as experienced by these communities in the horn of Africa since the mid-20th century. He noted that many countries are not expected to meet the MDGs and that despite the efforts by the Ethiopian government to address poverty reduction, there was a failure to address adequately the particular needs of pastoralists. In the area of land use, an important aspect of poverty reduction, the land use rights and land use system based on the pastoral knowledge system are not utilised; there is no federal institution to address pastoralist issues; and the livestock marketing mechanisms requested by pastoralists are not yet in place. Three areas in particular were addressed in the presentation: poverty, education and the environment. The impact of drought had taken a serious toll in pastoralist-inhabited areas, leaving the Afar and Somali populations experiencing disproportionately high poverty rates. These same communities are experiencing significant failures in access to education rates: the Afar's and Somali's achieve a 9% and 13% respectively primary education enrolment, compared to a 67% national average. Similar gross disparities are witnessed in access to health care. There is a need to disaggregate statistics on these issues to highlight the inequalities of minorities. Environmental conditions are poor, with minority communities relying on the polluted Awash river and facing degradation of their range lands. It was reported that nearly two-thirds of the Afar and Kereyu pastoralists do not have access to safe water. Again, the particular needs of pastoralist communities would need to be addressed to overcome these issues in working towards the MDGs.

On a more positive note, the Citizen Report Card Survey was shared as an example of good practice. First used in India, this approach enables civil society to produce its own data and can be used as a

benchmark for the MDGs. In Ethiopia, the report card will focus on the government's poverty reduction strategy, the SDPRP (Sustainable Development and Poverty Reduction Programme) and will help to spread information to civil society about initiatives, such as the MDGs, that tend to remain known only by elites in urban centres.

Mucha-Shim Q. Arquiza, Executive Director, *Asian Muslim Action Network in the Philippines (Amanphil)*, the Philippines, presented her paper on *Philippine Performance in the Education MDG* [see Annex 2 for the full paper]. She began her presentation with a reminder that "statistics do not lie, but they have the power to conceal, to misrepresent and to distort reality by the power of silence". This has been the experience of many minorities in the Philippines who have been made virtually invisible because of lack of data on their communities. On education, the national statistics for the Philippines are improving, although Amanphil research shows that actual expenditure on education per capita has declined. If the figures are disaggregated for the Autonomous Region in Mindanao (ARMM), then the levels of achievement drop. The communities in this area are the Lumad indigenous peoples and the Moros, indigenous peoples that follow Islam.

The ARMM is a conflict area, impacting on human development rates of the population. On education, cultural factors affect school enrolment. It was reported that many Muslims prefer to go to 'madrassa' schools, where they can acquire knowledge that is consistent with their faith and culture, rather than attending 'Western' mainstream schools where they might lose their culture. There has been ODA investment in the madrassas, but because of the ongoing conflict and displacement, some have been used as little more than barns or have been destroyed. The investments of the UN Multi-Donor group in the ARMM have given very few resources to education provision. She made several recommendations [see Annex 2], including the need to implement the government's Comprehensive Mindanao Education Plan (CMEP) which recognises the specificity of the Mindanao context as multicultural and tri-peopled and the requirement for further support to indigenous and culture-based education systems.

Nyang'ori Ohenjo, Governance Programme Officer, *Centre for Minority Rights Development (CEMIRIDE)*, Kenya, used the connection between sustainable development and human rights as the framework of his presentation, thus focusing on the MDG 7 pertaining to the environment. He noted first that recognition of minority and indigenous groups was an important step in achieving equality of groups; he regretted the absence of legal recognition of minorities and indigenous peoples in Kenya but welcomed the greater openness of government to make political pronouncements on such issues.

The data on poverty in Kenya is not disaggregated by ethnic group. However, evidence shows that throughout minority and indigenous areas there is poor health and sanitation and a striking disconnect between traditional health systems and modern health systems. Most personnel used to implement projects in minority regions are not from minority groups themselves, thus creating mistrust among the communities.

The environmental situation in Kenya is very poor. Forest cover is low due to logging practices, which have also caused displacement for many minority communities. In Northern Kenya, the refugee camp on the border with Somalia continues to house some 20,000+ refugees, causing serious depletion of the wood resources in the area and polluting the water supply. The best approach to redressing some of these issues is to combine modern and traditional methods of conservation by engaging personnel from local communities. Evidence suggests that this makes the success of projects much higher. A video detailing the experiences of the Turkana fisher peoples in Kenya was used to illustrate this point [see Annex 2].

Mr. Ohenjo also encouraged greater flow of information on development and the MDGs to reach the grassroots actors. The government of Kenya launched its MDGs campaign in Mombassa, well away from the most marginalized communities; this approach gives poor people little ownership of the process.

Discussion:

The audience thanked the speakers for the high quality of their presentations. A question on how donors should distinguish between minorities and indigenous peoples was put forward. MRG responded that there is no accepted definition of minorities or indigenous peoples. It has been accepted, however, that minorities and indigenous peoples should have distinct protections for their groups in international law: the *UN Declaration on the Rights of Minorities* and the *ILO Convention 169 Concerning Indigenous and Tribal Peoples* are two key standards. In Asia and Africa in particular, there can be an overlap in identities of groups as ‘ethnic minorities’ or as ‘indigenous’. Mucha-Shim Arquiza noted that minority groups themselves do not have an ‘internal’ concept of being a ‘minority’ – they are simply their own communities, their own nations. Groups identify themselves as minorities to denote their marginalisation and must define themselves as minorities in order to access the protection framework offered by the UN standards and mechanisms. Mr. Ohenjo emphasised the importance of self-identification for communities; for example, in Kenya, identification as ‘indigenous’ is not accepted, while identification as ‘minority’ is, pointing to differences in access to certain rights based on a particular identity.

One participant was concerned about finding ways to enable groups to remain distinct but still integrated into societies. A key strategy is to encourage local level participation. Within the MDGs, understanding of education should include inter-cultural literacy; while ‘traditional’ forms of wisdom are important, this needs to be accompanied by other learning for integration. The *Human Development Report 2004* focused on cultural identity and diversity and there is a need to give more consideration to multiple aspects of identity of individuals.

Many minority representatives reported on participation in the PRSP process, as a parallel to the MDGs. In Ethiopia, participation of civil society was included at the first stages but not in the monitoring and reporting processes. In Kenya, the consultation on the PRSP was very cosmetic and artificial to meet the requests of IFIs. There was no substantial community-level input. There was a Pastoralist Thematic Group that was invited to input but the final PRSP only reflected 2 sentences of their recommendations on livestock production. Participation is not impossible – the Kenyan Constitutional Review Process was cited as one good example, where over 100 distinct ethnic groups were able to self-identify and secure participation in the process. In post-conflict environments, as the experience in the AARM illustrates, the first people to be consulted are the insurgent groups. But these groups may not represent the diversity of views within minority communities party to the conflict and even less so of those not party to it. In Macedonia, the PRSP did include the Roma Integration Strategy that was encouraged by the influence of the EU accession process and Copenhagen Criteria on minority rights. Similarly in Croatia, the government engaged in elaborating a national development strategy for Roma with the support of the EU. In contrast, the new Constitutional Law on minorities was drafted with little consultation with minority groups in the drafting process. MRG noted that, in general, development agencies need to devote more funding and time to participation processes for them to be effective. Minorities often find it difficult to participate because they live in more remote areas and cannot readily access meetings in capital cities. There is also a great deal of selectivity in the consultation process, in terms of who is invited, leaving minorities frequently omitted from those participating.

Part II. MDGs – The Agencies’ Response

Andrey Ivanov, Policy Advisor, UNDP – Europe and the CIS, provided an overview from UNDP on the MDGs. The UNDP is regarded as the ‘score-keeper’ and campaign manager for the MDGs. There are three main focuses on this work – reporting; advocacy; and programming. UNDP assists with country and regional level reporting on the MDGs. Advocacy on the MDGs, especially at the local level, is important for raising awareness. Programming to achieve the MDGs is also necessary, with an explicit focus on vulnerable groups and using statistics to target interventions. There is a need for data on such groups in order to enable the elaboration of policies.

UNDP in Europe and the CIS has been very active in trying to build up data on one key minority – the Roma. A major regional Human Development Report was launched in 2002 entitled, *Avoiding the Dependency Trap*, focusing on the Roma, including analysis of MDGs. A key aim of the report was to help ensure that Roma issues would not be forgotten after EU accession.

It was found that Roma exhibit human development levels on par with those found in sub-Saharan Africa. The report recognised that it is very difficult to bring such marginalized groups to benefit from MDGs without a separate, targeted strategy. As a follow-up effort to the HDR, a comprehensive survey on the MDGs in the region was launched: the Vulnerable Groups Survey. The survey has attempted to gather disaggregated data on a number of vulnerable groups, including Roma, IDPs and refugees. The sample survey compares statistics on vulnerable groups with those recorded for ‘majorities’ living nearby, thus attempting to account for non-environmental variables like discrimination. Many Roma have been trained to work as interviewers and assistants, ensuring that the survey is more sensitive to privacy and presentation issues. This same methodology could be used for other purposes and represents an example of good practice in trying to document the human development experiences of minorities more accurately. It is hoped that this work can support national statistical offices to be better able in future to carry out such surveys. Further information is available at www.roma.undp.sk and www.mdgr.undp.sk

Ivan de Pierpont, Senior Expert, Belgium DGDC, provided some information on the work of Belgium in relation to the MDGs and highlighted the need for more efforts vis-à-vis minorities. It was noted that the Human Development Report 2004 on Cultural Liberty was launched in Belgium, a clear reflection of the prominence of multiculturalism in Belgium. M. de Pierpont offered some reflections on the work of the World Bank on PRSPs and the efforts of some governments and parliamentarians to push for a more bottom-up approach. More can be done to include minorities, however. He cited the use of new technologies as an opportunity to equip more remote minority communities with direct access to global markets and other participation processes. On sustainable development in conservation areas there is a need to engage indigenous peoples, in particular in respect of biodiversity preservation. Micro-credit is another important sector, particularly given that 2005 is the International Year of Micro-Finance. Although Belgium has already prepared its report on MDG 8 on partnerships, minority groups did not feature in the analysis and it will be important in future to return to the OECD model guidelines of reports on the MDGs to ensure there are questions relating to minorities’ benefits from ODA.

Discussion:

UNDP representative noted that in May/June 2005 there will be a conference on micro-lending for vulnerable groups. Micro-lending is regarded as one way to address the pockets of poverty in which minorities live in industrialised countries. Mr. Getahun inquired as to how Belgium –with a country programme in Ethiopia – is working with pastoralist issues at the regional level. M. de Pierpont noted that Belgium has a particular focus on basic rural development programmes and did have a programme of disease prevention for cattle. He would gladly inform colleagues of the need to give

more attention to pastoralist issues at the regional level. Ms. Arquiza requested further information on the data collection techniques presented by the UNDP representative. Most data collection is conducted by government offices or survey agencies – the Roma example presented is one of the few examples that use ‘vulnerable groups’ as surveyors. It was stressed that interviewers should reflect national distributions of populations. One outcome of the Vulnerable Groups Survey is the desire to establish a Data Experts Group to establish a network of interviewers from vulnerable communities and to continue to build up their qualifications in data collection. This particular survey could be expanded to look at other minority groups as well and it is hoped that the experience can be shared with other UNDP offices.

Part III. Recommendations

Due to time constraints, the afternoon session was not organised as thematic working groups but as an open plenary session. This gave participants the opportunity to discuss recommendations that all present could take forward in their advocacy and operational work. Participants were asked to consider the question: *How can cooperation between minorities and EU development agencies be improved to help meet the MDGs?*

Dialogues on justice and equality:

- *There is a need to persuade donors that principles of justice and equity are important and that aggregate achievement of the MDGs is insufficient.*
- **Establish dialogues with recipient governments to raise issues of justice and equity in the MDGs;**
- **Underline that MDGs should not be responsible for inadvertently increasing inequalities experienced by minorities.**

Human rights and the MDGs:

- **There is a need for EU development agencies to demonstrate an equal commitment to human rights agreements in development processes.**
- **EU Directives (for example, on discrimination) should figure in cooperation with third countries in the administration of development assistance.**

Linking conflict and development:

- **It is important to highlight the link between the MDGs and security and human rights issues, as was foreseen in the Millennium Declaration.**
- **Analysis on the MDGs should include an examination of broader issues – such as security, human rights and stability – in order to elaborate more effective interventions that can benefit minorities.**

Examining Aid:

- *OECD-DAC should investigate what ODA reaches minority communities; assistance should include proportional funding to minority groups.*

Improve reporting:

- **Regional and country-level reports on the MDGs need to be improved to reflect more data on minority groups.**
- **All stakeholders should undertake to share civil society data (both qualitative and quantitative) with national offices responsible for data collection;**

- **The UN Secretary-General's reports on the MDGs should reflect country issues on equality;**
- **Civil society advocates should be aware of programming cycles of EU development agencies in order to share information and to inform such programmes, undertaking to liaise especially with country-level representations of these agencies;**
- **Civil society advocates should make more use of media outlets to present minority concerns about the MDGs (for example, inputting into ongoing coverage by the UK BBC and Channel 4 MDGs reporting)**

Secure minority participation:

- **There is a need to critically examine representation and participation concerns of minorities vis-à-vis the MDGs.**
- **More efforts are needed to ensure that minorities are informed that consultations on the MDGs and related programmes are foreseen;**
- **Minorities should be involved in monitoring progress on the MDGs and efforts should be made to establish clear timelines for achieving progress based on concrete commitments by governments and other stakeholders;**
- **New forms of consultation should be considered (for example, online consultation with minority groups);**
- **The capacity of minority organisations to engage in MDGs processes should be supported further (for example, in the form of human resources capacity building, financial support and support to engage in national campaigns on the MDGs).**

Annex 1.

List of Participants:

Mucha-Shim Quiling Arquiza, Amanphil (Amanphil2002@yahoo.com)

Virginia Braunstein, European Commission (Virginia.BRAUNSTEIN@cec.eu.int)

Tezera Getahun, Pastoralist Forum Ethiopia (tezerag@yahoo.co.uk)

Ursula Grant, Chronic Poverty Research Centre (Ugrant@odi.org.uk)

Angela Haynes, MRG (Angela.haynes@mrgmail.org)

Andrey Ivanov, UNDP Regional Bureau for Europe and the CIS (Andrey.ivanov@undp.org)

Samia Khan, MRG (Samia.khan@mrgmail.org)

Valya Kordova, Organization Drom (arrbc@bcvidin.org)

Corinne Lennox, MRG (Corinne.lennox@mrgmail.org)

Richard Martini, UK DFID, (R-Martini@dfid.gov.uk)

Ljubomir Mikic, Center for Peace, Legal Advice and Psychosocial Assistance Centar (zimir@vk.htnet.hr)

Nyang'ori Ohenjo, CEMIRIDE (Nyangori.ohenjo@cemiride.org)

Ivan de Pierpont, Belgium DGDC (Ivan.DePierpont@diplobel.fed.be)

Nadir Redzepi, Roma Humanitarian Association SUN (khamnrrp@sonet.com.mk)

Dr Johan Stierna, European Commission (Johan.stierna@cec.eu.int)

Annex 2.

Selected Workshop papers:

Philippine performance in the Education MDG

By: Mucha-Shim Q. Arquiza
Asian Muslim Action Network in the Philippines -
Lumah Ma Dilaut Center for Living Traditions

*Towards the institutionalization of alternative learning systems (ALS)
for ethnic and religious minorities in Mindanao and Sulu*

The Republic of the Philippines is among few developing countries in the South East Asian region that is reputed to be one of the best performers in the United Nations as signatory to most if not all of the major UN covenants. Philippine democracy is also touted to be one of the best and its press as one of the freest in Asia. Any major network of civil society organizations in the region would most likely to include a Filipino in the executive board even as best practices in Philippine human rights activism and achievements in peace and development work always provide worthy lessons to learn.

In its report of 2000 on the Philippine achievements of the MDG, the Goals on education and gender equitability in access to education were ranked as highly achievable with corresponding “strong environmental support”. Of its population of 72 million, 97% of Filipinos are deemed to be literate.

The Philippines is also part of the global campaign for Education for All or EFA that seeks to promote greater accessibility of education to women and girls and to the communities who are marginalized, excluded and vulnerable (MEV) due to poverty and conflict situation.

Whatever the glossy performance obtained in the national level is however clouded by the dismal performance on the ground. Grave disparities in development achievements are gleaned across regions and populations groups. The Central Mindanao region and the Autonomous Region in Mindanao stand out as having the lowest HDI and ranking poorest in most major development indicators such as education and access to social services. Here in these regions are found the two minority populations of the Lumad and Bangsamoro indigenous people. While civil unrest and conflict has often been blamed for the great lag in development, poverty is also pointed to as the reason for the intermittent conflict.

The Moro Muslim population is estimated to be from 6.7 to 7.5 Million and are found in 13 out of 27 Mindanao provinces. Through a number of peace processes between Philippine government and the various factions of the Moro liberation forces, MNLF and MILF, a political settlement has been reached declaring 5 predominantly Moro-populated provinces as “Autonomous Region for Muslim Mindanao”. These provinces remain to be record-holders in terms of the lowest in development indices set by UNDP.

Through the years since the signing of the 1996 Peace Accord which created the Special Zone for Peace and Development (SZOPAD), multi-million dollar investments have poured into ARMM. Major donors include the US, Australia, German and the EU, Canada, Japan and the various UN agencies through the convergence program of the UNDP called the UN Multidonor Program in Mindanao (UNMDP). World Bank and other international agencies have also provided soft loans to fund the Peace and Development program in Mindanao. Major education investments in Mindanao are funded by bilateral and multilateral foreign government donors such as the AusAID’s Basic educational Assistance for Mindanao (BEAM); the World Bank investments on infrastructure and education training support; and the UNMDP Gender and Peace program, among others.

But the state of neglect in education correlates with the disparities in regional poverty and in the incidence of armed conflict. A recent World Bank study on Human Development in ARMM reported that the key challenges in education in the ARMM region are 1.) Weak demand for schooling and education, 2.) Large pool of illiterates and underschooled adolescents and adults; 3.) Poor performance of public schools; 4.) unresolved public policy on madaris; 5.) Under-funding of basic education; and 6.) Weak support of basic education by tertiary education institutions. The following indicators in education for ARMM compare it dismally to the average for the rest of the Philippines:

- Net enrollment rate in primary (2001): 85%
- Cohort survival rate in elementary (2001): 50%
- Elementary test scores (1998): 92%
- Net enrollment rate in secondary (2001): 55%
- Cohort survival rate in secondary (2001): 88%
- Secondary test scores (1998): 91%
- Literacy rate of women (1998): 71%
- Literacy rate of poorest women (1998): 63%
- Literacy rate of richest woman (1998): 85%

Indicators on education input/support:

- No. of elementary schools per 1,000 students (2001): 118%
- No. of teachers per public elementary school (2001): 75%
- No. of secondary schools per 1,000 students (2001): 64%
- No. of teachers per public secondary schools (2001): 56%
- Students to teacher ratio (2001): 100%
- Per capita public spending for education (2001): 75%

To help bridge the gaps, minority people's organizations in the ARMM such as the Asian Muslim Action Network in the Philippines (AMANPHIL), Tarbilang Foundation, National Confederation of Indigenous People of the Philippines (NCIPP) member Kahugpungan ng mga Higaunon and the Federation of Subanun Tribal Council of Siocon and its counterparts among majority population and settler communities in mainland Mindanao have coordinated their advocacy by calling on government to put their acts together, by making policy and performance converge. Through coalition-building and networking with national civil society groups such as the Network for Education Reforms (ENET) and OXFAM-GB in the Philippines, they are one in chorus promoting a Mindanao Agenda on Education Reforms among whose calls is for:

- a. ODA budget priority to be invested in education;
- b. To implement the government's Comprehensive Mindanao Education Plan (CMEP) which recognizes the specificity of the Mindanao context as multicultural and tri-people;
- c. Due recognition and support for institutionalization of the minority Lumad and Moro peoples' indigenous and culture-based education systems, and
- d. For the accreditation of non formal delivery of knowledge and the establishment of alternative learning system that is appropriate for the marginalized, excluded and vulnerable communities in the midst of conflict.

The challenges of improving health, sanitation and environment in minority and indigenous peoples' areas

Nyang'ori Ohenjo

Governance Programme Officer, CEMIRIDE

Secretary, Pastoralists and Hunter Gatherers Ethnic Minorities Network (PHGEMN)

Introduction

The quest for sustainable development has become the overriding priority of the international development agenda. The Millennium Declaration provided the framework for the international community's commitment expressed in the Millennium Development Goals (MDGs). It is incumbent upon every country to ensure that these goals are achieved by meeting the set targets by the set deadlines. However, while the MDGs demonstrate a clear agenda for sustainable human development, there have been concerns in relation to the lack of guidelines for their achievement. In development, the process is at least as important as the goals, and can make the difference between successful or harmful outcomes. For minorities and indigenous peoples participatory processes are essential if their needs and rights¹ are to be fulfilled.

Participation in development has four key elements: obligations, rights, representation, and alternatives. However, the MDGs' lack of a requirement of disaggregated data, and lack of a commitment to reduce inequality can allow poor minorities and indigenous communities to be left out or left behind in processes designed to meet the Goals.

The MDGs are global commitments that aim to:

1. Eradicate extreme poverty and hunger
2. Achieve Universal Primary Education.
3. Promote gender equality and empower women
4. Reduce child mortality.
5. Improve maternal health.
6. Combat HIV/AIDS, malaria and other diseases.
7. Ensure environmental sustainability.
8. Develop a global partnership for development

In Kenya, indigenous peoples such as pastoralists, hunter gatherers, and fishing communities as well as non-indigenous ethnic minorities like the Nubians are generally not officially recognised, save for political pronouncements², but are amongst the very poor. This means that the Kenyan government, in its efforts to reach the MDG targets, must ensure the participation of minorities and indigenous peoples in the development of programmes³ that aim to achieve them. The lack of disaggregated data, which would highlight the discrepancies between the minority and dominant communities, however, has proved a major obstacle to identifying and therefore meeting the specific needs of minorities and indigenous peoples. Thus mainstream development processes have largely excluded these groups of people which has resulted in the aggravation of their poverty and consequently, poor health, low education enrolment rates and gender inequality amongst other indicators.

¹ MDGs are essentially human rights.

² Kibaki speech at National Constitutional Conference, which conference debated the Draft Constitution produced by the Constitution of Kenya Review Commission, called on protection of rights of minorities

³ See Corinne Lennox, *Minority and Indigenous Peoples' Rights in the Millennium Development Goals*; a Minority Rights Group briefing. MRG, London (2003)

Selected Kenyan Case Studies

1. Health and Sanitation – The case of Olkaria Maasai

Health and sanitation are often worse in regions where minorities and indigenous peoples live. In health care facilities, these groups may face discrimination. There is also often a lack of medical professionals able to communicate in their languages or to understand their culture, thus inhibiting the delivery of good medical care, where such communities are accessible to these government run facilities. The Kenyan health and sanitation situation is such that indicators are that incidences of poor health and sanitation are particularly high in areas occupied by indigenous peoples and minorities.⁴

The Olkaria Maasai are a section of Kenya's Maasai nomadic pastoralists. Numbering about 20,000 today, this community lost their land ownership rights to colonialists in 1906. Today they live on land fully controlled by the Kenya Wildlife Service (KWS) who have in turn 'ceded' part of the land to, amongst others, the Kenya Electricity Generating Company (KenGen). The principal activities which take place on the land inhabited by the Olkaria Maasai are the commercial exploitation of the Hells Gate National Park run by the KWS as a tourist attraction, and the Geothermal Power Production site run by KenGen.

The extractive activities of the geothermal power plants operating in the Park have been injurious to the community's health, resulted in the deaths of livestock, increased gastronomic and skin diseases among humans and has resulted in premature delivery by women and animals. There has been a steady rise in respiratory diseases (asthma), eye problems, colds and flu, as well as increase in miscarriages or children being born with physical or mental disabilities. Moreover, the community cannot access the health facilities owned by KenGen and located in the Park, as these are for the exclusive use of company employees. As the community is located within the grounds of the National Park which has set opening and closing times, their movements are restricted by the Park regulations and hence they cannot enter and leave freely while equally vehicles from outside cannot enter when the Park gates are shut. This has meant that sick members of the community cannot access health facilities open to the general public located outside of the national park during times when the park gates are closed. The consequences have even been deaths, particularly for women in labour needing medical attention. This situation has come about due to the lack of involvement of the community in an assessment of their needs prior to the commercial development of the land they live on. In fact, according to the development actors operating in the area, the community does not exist. To combat this harmful marginalisation the community is currently seeking access to health facilities that are within their reach and improved environmental conditions especially within the context of better disposal of the toxic waste produced by the activities of the power company.

In 2002, community members approached the Nairobi-based Centre for Minority Rights Development (CEMIRIDE) for support. Together members of the community and CEMIRIDE have advocated for the rights of the Olkaria Maasai, including their right to health. A multipronged advocacy strategy was undertaken which included public demonstrations against KenGen and the government, the filing of a court case, and national media campaigns. In order to raise the awareness of decision-makers and legislators, moving oral presentations were also made to the National Constitutional Conference (NCC) delegates, who deliberated on the draft constitution, when a section of the delegates visited the area. This influenced the final deliberations of the NCC relating to the rights of marginalized communities, in particular the right to health, among others.

⁴ According to The little fact book – the Socio economic and political profiles of Kenya's districts, published by the Institute of Economic Affairs (Kenya) in 2002, which indicates that Nyanza, Western, Coast and Rift Valley provinces record the worst indicators for issues related to health and sanitation. These are the provinces that are predominantly occupied by minorities and indigenous peoples.

There have been other positive developments. First, there has been considerable and sustained media attention on the Olkaria case. While the government has not yet taken any concrete action, various ministries are demonstrating a willingness to discuss the issues and to consider ways of addressing the harm being done. The most noticeable impact on the women has been the readiness of several women's organizations to work with the Olkaria community to raise their issues. This was the specific outcome of the visit by the women delegates to the NCC, amongst whom were women working with various organizations who focus on women's rights. Consultations are going on and it is hoped that very soon, the capacity of the Olkaria Maasai women will be strengthened to enable them to more visibly advocate for their rights, especially with regard to maternal health. The members of the community are also a lot more united in seeking to address the violation of their rights. However, the community still needs a lot of support to be able to make significant progress.

2. Environment Versus Development – The case of Turkana community

The 1992 UN Conference on Environment and Development identified indigenous peoples as one of the major stakeholders in Agenda 21. Yet indigenous' peoples rights regarding the environment and natural resources have frequently been overridden by governments, transnational corporations or multilateral agencies.

Strategies for pro poor economic growth that rely on natural resource exploitation often have an adverse impact on minority or indigenous communities. They may contribute to their further impoverishment or cause displacement to urban slums, thus lowering the chances of achieving the MDGs on housing and safe water.

Without the full participation of indigenous peoples, sustainable development through national strategies cannot be achieved. Their stake in the preservation of the environment and use of natural resources is much higher than others' because they often have strong cultural links to the land and a close relationship to their natural environment, and thus measures to protect the environment which exclude the human inhabitants renders their very existence under threat. For example, when designating areas of forest as protected, due attention should be paid to indigenous rights to certain lands and/or the use of those lands. Forced displacement must not be used as a means of improving access to social services in the name of achieving the MDGs for these groups.⁵

The Turkana of the Northern Kenya is a case of particular concern. In 1989, Turkana District had a population of 184,058 with an annual growth rate of 2.5 per cent. The population was therefore projected to be 247, 540 in 2001. The male/female ratio was 92:100 as per the 1989 census⁶. The distribution and settlement pattern cannot be easily determined because of the semi-nomadic nature of life. The area in which they were located has very poor infrastructural development.

Of concern, however, is that the area occupied by the community has in the past two decades experienced environmental degradation that has affected the nomadic pastoralist livelihood of the community. This has led to persistent droughts and famine in the area rendering the members of this community dependant on food aid. In the event that such donations are not forthcoming or arrive late, then deaths of both animals and human beings are the result.

There are various reasons that have been attributed to the situation. First, there was the construction of the Turkwel Hydro Electric Power generation station. The Kenyan government did this construction

⁵ See Corinne Lennox, *Minority and Indigenous Peoples' Rights in the Millennium Development Goals; a Minority Rights Group briefing*. MRG, London (2003)

⁶ GOK, *Turkana District Development Plan, 1999-2001*, p.11

forcefully, and, allegedly, corruptly. The community was neither consulted nor was an environmental assessment test undertaken. What resulted were displacements as well as subsequent environmental degradation, as the activities of this project have greatly undermined the water table of the area. On the other hand, the settlement of refugees who were allocated land in the area by the government has been controversial. The displacement of the Turkana and the increased demand for fuel and water, has resulted in greater stress on the fragile ecosystem, the forests around the area have been depleted, while the water tables have receded.

At the same time development actors, including the government as well as the donor community, have proceeded to implement afforestation and conservation programmes without the input of members of the community. This according to a District Forest Officer, who is a member of the community, threatens the survival of the Turkana Ecosystem, and spells doom for future biodiversity of the area, since the programmes undertaken use exotic plants. The donors managing the Refugee Camps, have especially been severally accused of ignoring the plight of the future of the area by insisting on exotic plants. In contrast, the Turkana district forest office which is spearheading the district government programme, and amongst whose senior employees are members of the Turkana pastoralist community, is trying instead to regenerate indigenous species of the plantations and have involved the members of the community effectively. This is generally because the members of the team are conscious of the needs of the community, being its members. However there remains a lack of coordination in the government effort to ensure proper participation of indigenous communities in environmental conservation.

Recently, the government formed the National Environmental Management Authority through legislation. While indications in the near past have been that the Authority is seeking to ensure conservation, there is no concrete plan of action to ensure the effective participation of indigenous communities, especially within the context of preserving what is left of the biodiversity in indigenous peoples' areas. The Authority has launched conservation campaigns, which, however, are based on the 'know it all' attitude of 'experts.' Although this may not be intentional, it means that more effort needs to be made especially by the donor community to assist in awareness creation on participation of minorities and indigenous peoples as a sure way to meeting the millennium development goals, through constant pressure on the government as well as support of civil society advocacy campaigns.

Conclusion

From the foregoing, it is imperative that a comprehensive mechanism be developed to ensure that Kenyans, and especially minority and indigenous peoples, are part of development initiatives and hence active participants in the efforts towards meeting the MDGs.

The Kenyan government has launched the MDG planning process in order to integrate the MDGs into the planning and implementation process in Kenya, through continuous re-structuring of domestic expenditure to address MDG related activities. The stated intention of the government is to link and mainstream the MDGs into the national policy formulation, budgeting, and monitoring processes. Unfortunately this has been done without mainstreaming⁷ minority and indigenous peoples' rights throughout the process. A high level meeting took place in Nairobi, 13-14 March 2004⁸, after which a joint communiqué by civil society, development actors and the government was issued, mandating the Kenyan government to establish the planning process. The process was launched after a high-level national stakeholders workshop that was held in Nairobi on 13-14 May 2004⁹. There is no evidence that the process involved the poor and it should ideally have started from the bottom, rather than being

⁷ Visit <http://www.planning.go.ke/mdg.html>

⁸ <http://www.planning.go.ke/mdg-communicue.html>

⁹ Visit <http://www.planning.go.ke/mdg.html>

implemented from the top down, as the participation of the poorest, including minorities and indigenous peoples, will be vital in order to ensure its success.

Recommendations

1. There is need for sustained advocacy on the governments by donors like the EU to ensure a more effective bottom up approach that will ensure that the poor are included in the processes.
2. There is need for government officers in charge of MDGs process to be trained on how to effectively mainstream minority and indigenous peoples rights in the process.
3. There is need for sustained advocacy to ensure that minorities and indigenous peoples are officially recognised.

Do the Ethiopian Pastoralists claim MDGs? *Note on Country Experiences*

A brief presentation in Development Education Workshop
A right based approach to the MDGs: including minority communities

*Organized by Minority Rights Group International
2nd December 2004, Brussels, Belgium*

by

Tezera Getahun

Pastoralist Forum Ethiopia (PFE)¹⁰

e-mails: pastoralistforumeth@telecom.net.et / tezrag@yahoo.co.uk

1. Introduction

The historic adoption of the Millennium Development Goals (MDGs) in September 2000 has given the global fight against poverty a much needed focus and commitment; the MDGs have mainstreamed a set of inter-connected and mutually reinforcing development goals and targets into a global agenda. Subsequent to the momentum created at the global level, at the country level, national authorities are expected to prepare MDG reports (MDGRs), which primarily focus on engaging political leaders and high level decision makers, as well as mobilizing civil society, communities, the general public and the media. In keeping with the monitoring and campaigning on the MDGs at the country level, the Government of Ethiopia (GoE) and the UN Country Team in Ethiopia have embarked on a process of translating the MDGs into the local Ethiopian context.

Ethiopia has committed itself to the realization of the Millennium Development Goals (MDGs). Since September 2002, Sustainable Development and Poverty Reduction Program (SDPRP)/ PRSP has become an indispensable development policy to reduce poverty across the country. With a view towards meeting the Millennium Development Goals (MDGs) by 2015, the target is to reduce poverty by 10% at the end of the program period while maintaining an average real GDP growth rate of 7%. In view of the magnitude and extent of poverty in Ethiopia, which is widespread, deep and severe, there has been a little option other than striving for poverty reduction. The first year report (FYR) on SDPRP was submitted to the World Bank in September 2003 and the Government is preparing itself for the second year report.

The purpose of this paper is neither to usher in-depth analysis of policy frameworks or policy instruments enshrined in MDGs nor to come up with concrete alternatives to meet MDGs, but it aims at accentuating development situations of the Ethiopian pastoralists vis-à-vis attainment of the MDGs. The reflections in the paper are focusing on three Goals of the MDGs; *Eradication of poverty and hunger (Goal 1)*, *Achieving universal primary education (Goal 2)*, and *Ensure Environmental Sustainability (Goal 7)*. In addition, I want to share our experiences with workshop participants in relation to the newly initiated **Citizen Report Card Survey** in Ethiopia, that aims to ascertain the level of citizens' satisfaction on delivery of basic social services, which help to monitor/evaluate the SDPRP. The survey is being conducted in partnership with UNDP Addis.

2. Pastoral development vis-à-vis MDGs

It is encouraging that Ethiopia has, being situated in Sub-Saharan Africa, home to 25% of the world's poor people, developed and implemented various 'pro'-poor policies and strategies. However, the presence of policies and strategies at national or international levels may not assure the realization of

¹⁰ Pastoralist Forum Ethiopia (PFE) is a local umbrella NGO, which has been legally registered by the Ministry of Justice with Certificate N- 1125. The Forum is engaged in pastoral policy advocacy on behalf of the marginalized pastoralists, and it plays facilitation and coordination roles to promote pastoralist rights in collaboration with its members and other actors who are involved in pastoral development issues. The Forum has now 20 member NGOs.

the Right to Development for voiceless grassroots communities like pastoralists. Despite aggressive advocacy and lobbying conducted by Pastoralist Forum Ethiopia (PFE) and other civil society organizations (CSOs), the acute plight of the pastoralists has yet to be successfully addressed. The land use rights and land use system based on the pastoral knowledge system, pastoral institution at the federal level, and livestock marketing mechanisms etc are not yet in place.

For instance, during 1994-2002, the country earned a total of USD 27.6 million or USD 3.1 million per annum from the export of the livestock sector (gross potential of~ USD156million/ annum or 72,470MT meat + skin and hides) (Belachew Hurrissa, 2003)¹¹. This means only 18% of the potential off take has gone far marketing. The pastoralists are not permitted to take out loans using their animals as collateral, nor do they have access to micro-finance services.

GOAL 1. Eradicate Extreme Poverty and Hunger

Target 1: Halve, between 1990 and 2015, the proportion of people whose income is less than a dollar a day

Target 2: Halve, between 1990 and 2015, the proportion of people who suffer from hunger

National level Inter-temporal figures suggest that the incidence of poverty has not improved much as only a 2.9 % decline has been registered between 1995/96 and 1999/2000. This improvement has been attributed to a decline of rural poverty by 4.2 % since poverty has worsened for urban areas over the period, i.e., it increased by 11.1 % (*ibid*). However, during the same period the rate of poverty increment (incidence of poor peoples) for Afar and Somali Regions was 69.18 % and 22.65 %. There was an argument on the poverty situation of the country between the Welfare Monitoring Unit of the Ministry of Finance and Economic Development (MoFED) and the result of the PRSP consultation process in the country. The latter showed a worsening poverty situation both in dimension and depth, while the former argued that the situation was improving.

In the major pastoral regions of the country, drought has taken its toll, severely affecting many pastoral households. According to the joint Government-UN appeal of 2003, out of the total Afar population of 1.2 million and Somali population of 3.6 million, 204 thousand (18 % of the total) and 360 thousand (10 % of the total), respectively, were registered as chronically affected and requiring food, water, health and nutrition and agricultural (livestock feed and health) assistance. Based on this information an estimated total of USD 3,012,657 (equivalent of Birr 26,059,483) for Afar Region, and a total of USD 1,528,920 (equivalent of Birr 13,225,158) for Somali Region, respectively, was required to respond to the crisis (Beruk 2003)¹². The official appeal which came out from Disaster Prevention and Preparedness Commission (PDDC) showed that 10 million people needed food aid in 2004, of which 72% were reported to be pastoralists.

One can say that poverty in the pastoral community is increasing, therefore demonstrating the pastoralists to be very far from meeting Goal 1 of the MDGs. This is because almost 15 years have elapsed since the setting of the Goal, but the poverty is increasing, so what can the pastoralists look forward to in the coming eight years?

GOAL 2: Achieve Universal Primary Education

¹¹ Belachew Hurrissa. 2004. Livestock marketing In the Pastoral Areas of Ethiopia. In: proceedings of Third National Conference on Pastoral Development in Ethiopia under the theme "Pastoralism and Sustainable Pastoral Development". PFE, Addis Ababa.

¹² Beruk Yemane. 2004. Drought and Famine in the Pastoral Areas of Ethiopia. In: proceedings of Third National Conference on Pastoral Development in Ethiopia under the theme "Pastoralism and Sustainable Pastoral Development". PFE, Addis Ababa.

Target 3: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete education of primary schooling.

Just based on the following data in the table below, one can imagine how MDGs in terms of socio-economic development are far away from the pastoralists.

Basic social services at national and pastoral Regions

| Service coverage | National Coverage | Afar | Somali | Oromia (pasto. areas) | South Omo |
|----------------------------|-------------------|---------------------------------------|--------|-----------------------|-----------|
| Education: | | | | | |
| • Primary | 67 | 9 | 13 | 41 | 10 |
| • Secondary | N.D | 4 | 10 | N.D | 4 |
| Health | | | | | |
| • Total health | 52 | 33 | 25 | 46 | 40 |
| • Immunization | 52 | 0.2 | 11 | N.D | 23 |
| • Hospitals | 115 | 2 | 6 | 1 | 1 |
| • Health centers | 785 | 8 | 11 | 4 | 5 |
| Water (RURAL) | 38 | 14 | 7 | 25 | 22 |
| Postal service (districts) | N.D | 17 | 7 | N.D | 1 |
| Road | | | | | |
| • All weather | N.D | 1271 | 2188 | N.D | 131 |
| • Dry weather | N.D | 1500 | 5198 | N.D | 148 |
| Telephone (Coverage) | 33% | 11% combined | | | |
| Electricity | 13% | Mainly capital towns using generators | | | |

Source: Beruk Yemane (2003), Marginalization of pastoral areas in socio-economic infrastructure

The primary education coverage for the Afar (1.3 million population) and Somali (total population 3.5 million) was 9 % and 13 % respectively, while the national average was calculated to be 67 %.

GOAL 7: Ensure Environmental Sustainability

Target 9: Integrate the principles of sustainable development into country policies and programs and reverse the loss of environment resources.

Target 10: Halve, by 2015, the proportion of people without sustainable access to safe drinking water.

Target 11: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers.

The Constitution of Federal Democratic Republic of Ethiopia (1994)¹³ states that the rural and urban land as well as all the natural resources is vested in the State and in the people of Ethiopia. Therefore, land is not subject to sale or exchange (Article 40:3). In the Constitution, Article 40:5 declares that Ethiopian pastoralists have the right to free land for grazing and cultivation as well as the **right not to be displaced from their own lands without their will**. The absence of the by-laws of the constitutional provision in favor of the pastoralists has created a big concern to the pastoralists. The

¹³ Federal Democratic Republic of Ethiopia Constitution. 1994. Addis Ababa, Ethiopia

Constitution states in **Article 44:1 that all persons have the right to clean and healthy environment.** Article 44:2 states All persons who have been displaced or whose livelihood have been adversely affected as a result of state programs have the right to commensurate monetary or alternative means of compensation, including relocation with state assistance.

Local people report that water is being contaminated both by chemicals and the scheme's sewage overflow. The pastoralists have recorded complaints that the Awash River has been chemically and biologically polluted (PFE, 2002:7)¹⁴. Chemical waste from the Ethiopian Tannery and most of sewage from Addis Ababa town is dumped into the Awash River, which has had disastrous consequences for the pastoralists residing in the lowlands. The Metahara Sugar Factory dumps its sewage into the Awash River during the rainy season resulting in members of the community reporting suffering incidences of waterborne diseases. The Beseka Lake has expanded from 3.2km² to 35km² in three decades. The Lake contains high level of potassium and chlorine, which is toxic for drinking. Metehara Sugar Factory is allegedly reported to aggravate the expansion by blocking the natural outlet of the Lake to Awash River.

Shortage of grazing land is a key issue resulting from range degradation due to overgrazing of the available range resources (as the rangelands are converted to commercial farms and lack of animal corridors), and infestation of *Prosopis juliflora* (woody bush). In addition, uncontrolled crop farming by distressed community members in the fragile pastoral environment has frequently been reported to threaten the environment. The Government does not seem to improve the situation. In addition, plastic bags and other synthetic materials are polluting the range environment.

In a recent study (Gillingham 2000)¹⁵, it was reported that nearly two-thirds¹⁵ of the Afar and Kereyu pastoralists do not have access to safe water. The pastoralist access water from stagnated ponds (mostly natural) and polluted river like Awash in Afar and Kereyu, and the Dawa River (polluted by gold mining factory) in Borena pastoralists.

3. Citizen Report Card Survey: a roadmap to engage more in the MDGs & SDPRP

The Sustainable Development and Poverty Reduction Program (SDPRP), which came into effect in September 2002 is increasingly perceived to be the *blueprint* for Ethiopia's development trajectory as it prepares to meet the development challenges in line with the MDGs. Apart from providing a highly contextualized roadmap to address the MDGs, the SDPRP has also opened up a vital space for civil society involvement in the design, implementation and monitoring of poverty reduction programmes. The establishment of the Poverty Action Network for Ethiopia (PANE)¹⁶ in March 2004 is a significant step in this direction. The PANE consists of over 40 CSOs, drawn from local and international NGOs, professional associations, women's groups, research based institutes, human rights organizations, the media and peace activists. The overall purpose of the Network is to coordinate the involvement of civil society groups and to empower citizens for active participation in the design, implementation and monitoring of poverty reduction policies, with the intention of bringing rapid and sustainable changes in the welfare of the people, especially the poor.

Within the strategic framework of Civil Society engagement in Monitoring and Evaluation of the SDPRP, the PANE intends to conduct a comprehensive review of progress towards achieving the objectives set out in the SDPRP at the local level in selected regions. This review exercise is expected to feed into the second Annual Progress Review of the SDPRP, led by the Ministry of Finance and Economic Development (MOFED), due in November 2004. It will be a participatory process that will

¹⁴ Pastoralist Forum Ethiopia. 2002. Inclusion of a Chapter on Pastoralism in the National PRSP of the Federal Democratic Government of Ethiopia. Addis Ababa, Ethiopia

¹⁵ Gillingham, S. 2000. Awash Conservation And Development Project Phase II: Baseline Survey Consultancy. Final Report. Addis Ababa, CARE Ethiopia and Edinburgh, LTS International.

¹⁶ PFE is a board member of PANE and responsible for the CPC Survey in pastoral community. Strategically, it is useful for PFE to make coalition and partnership with PANE to more engaging in M&E. The relationship goes back to the time of PRSP consultation

not only provide required data but will also help to raise awareness among citizens and, especially the poor, of the SDPRP and initiate an empowerment process for sustained participation in the implementation and monitoring of the SDPRP. It was in this context that the UNDP, on behalf of PANE approached the Public Affairs Foundation to provide a proposal on building capacity to conduct a Pilot Service Delivery Monitoring Exercise in Ethiopia using the Citizen Report Card approach.

Citizen Report Cards are expected to provide critical information on the progress of the SDPRP, especially in terms of indicators that supplement the conventional M&E frameworks. The CRC is built from surveys with actual users of public services, through which their feedback on experiences with public services is collected, analyzed and disseminated, in a systematic and transparent manner. It complements the expert analyses and findings on conventional poverty assessment approaches with a “bottom up” end-user assessment of pro-poor services. However, it should be noted that the benefits from the CRC will accrue only after systematic post survey action to inform communities and service providers on the findings, and facilitate dialogue between these two key stakeholders to improve specific aspects of service delivery.

In short, the insights derived from CRCs can shed light on the degree to which pro-poor services are reaching the target groups, the extent of gaps in service delivery, and the factors that contribute to any misdirection of resources and services. They help identify issues that constrain the poor from accessing and using the services, like availability, ease of access, quality, reliability and costs. CRCs also help to identify possible ways to improve service delivery by actively seeking suggestions from citizens. Finally, CRC findings help test from the citizens’ point of view some of the policy conclusions reached in other analytical studies.

The methodology in CRC is feasible and effective when the following five enabling conditions are in place:

- Concern for participatory processes in planning and administration at senior levels in government.
- Capacity within the community to articulate on collective problems and issues, without fear of strong retribution.
- Willingness of local service providers/local governments to discuss issues with communities, and examine suggestions those are within their scope for action.
- Interest in the higher levels of leadership in government to use the information generated through CRCs for performance management and planning.
- Capacity in local institutions to implement the field survey, and independent credible institutions to guide the advocacy and follow up actions with communities and government.

The Settings and achievements

The PAN/E organized SDPRP/PRSP and MDGs sensitization workshops in six national regional states namely; Oromiya, Amhara, Tigray, SNNP, Afar representing the rural poor, and Dire Dawa representing urban poor. Trainings were organized for senior experts from PANE and Training of Trainers (ToT) for experts coming from different regions whom are supposed to lead the field survey.

Four Thematic areas were selected for the CRC. To identify and explore the variables for probe in the CRC, a diagnostic focus group discussion was held in a rural location. Based on the FGDs and a review of existing documentations, a tentative list of variables have been drawn up to facilitate the design of the survey instrument: **DRINKING WATER, BASIC HEALTH, PRIMARY EDUCATION, and AGRICULTURE EXTENSION SERVICES.** Many attributes for these

thematic areas were identified to meet the objective of the survey. Now, enumerators are in place to conduct the survey and the whole work will be completed end of December 2004.

4. Recommendation

- Understanding the importance of the MDGs and SDPRP, the Government and the CSOs as well as community (poor) representatives should sit down and re-plan how to meet the MDGs in agreement with the local contexts. Here, it is important to ensure that marginalized groups will not be further marginalized by just aggregating the national data as representative and a way of measuring success.
- The particular needs of marginalized groups should be addressed as MDGs or SDPRP there cannot be successful without due consideration of the poorest of the poor.
- Due consideration should be given to ensuring that the different policy frameworks and instruments coming into the country or developed within it, are based on participatory formulation approaches
- *Confusing* frameworks and instruments flooding the country should be made clearer for the citizens; it is important to ask questions like what are they? where is their linkage with other frameworks? what are the institutional arrangements, what are their expected impacts? how will public awareness of the whole process be generated? and what role can the media play? etc.

Annex 2 Ends.

ⁱ This paper was prepared by Corinne Lennox, Advocacy Officer, Minority Rights Group International. The author would like to thank those colleagues at MRG for their comments on earlier drafts of this paper. Research assistance was provided by Maria Svensen.

ⁱⁱ See, for example, The World Bank, Gender and Development Group, *Gender Equality and the Millennium Development Goals*, (April, 2003); UNDP, *The Millennium Development Goals. National Reports: A Look Through a Gender Lens*, (May 2003); and UNIFEM, *Pathway to Gender Equality: CEDAW, Beijing and the MDGs*, (January 2005).

ⁱⁱⁱ See *Implementation of the United Nations Millennium Declaration, Report of the Secretary-General*, UN Doc. A/57/270, (31 July 2002): para. 39.

^{iv} UN Doc. A/54/2000, Section V.

^v See, for example, the 1995 World Summit for Social Development and also those targets approved by the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) since 1996.

^{vi} The undg comprises 25 agencies and 5 observers. The "founding members" are the four funds and programmes that report directly to the Secretary General: UNICEF, UNFPA, WFP and UNDP. (The High Commissioner for Human Rights is an Ex-Officio member of the Committee). The Executive Committee focuses on reforming the work methods of the funds and programmes and manages the mechanisms of the undg. It meets every other month and is chaired by the UNDP Administrator.

^{vii} The CCA/UNDAF is the Common Country Assessment/UN Development Assistance Framework that undg member agencies agree as a means of coordinating in-country UN assistance.

^{viii} For the reports of donor recipient countries, see <http://www.undp.org/mdg/countryreports.html>; for reports of donor countries, see <http://www.undp.org/mdg/donorcountryreports.html>

^{ix} For regional MDG reports, see <http://www.undp.org/mdg/regionalreports.html>

^x See www.unmillenniumproject.org

^{xi} See www.millenniumcampaign.org

^{xii} See his report at UN Doc. A/59/545, (1 November 2004). Some NGOs have responded with alternative proposals: see, for example, <http://www.un-ngls.org/MDG/UNSG.doc>.

^{xiii} See various resources for tracking progress at <http://www.undp.org/mdg/trackingprogress.html>.

^{xiv} UNDP, Human Development Report 2003. *Millennium Development Goals: A compact among nations to end human poverty*, New York: UNDP. 2003: p. 3 (emphasis added).

^{xv} The indicators for Goal 1 are: proportion of population below \$1 (1993 PPP) per day (World Bank); poverty gap ratio [incidence x depth of poverty] (World Bank); share of poorest quintile in national consumption (World Bank); prevalence of underweight children under five years of age (UNICEF-WHO); and proportion of population below minimum level of dietary energy consumption (FAO).

^{xvi} Patricia Justino and Julie Litchfield, *Economic Exclusion and Discrimination: The Experiences of Minorities and Indigenous Peoples*, London: Minority Rights Group International, 2003, p.9.

^{xvii} See Alexandra Hughes, *PRSPs and the Rights of Minorities and Indigenous Peoples*, London: Minority Rights Group International, forthcoming April 2005.

^{xviii} UN Millennium Project, *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals*, New York: 2005, p.119.

^{xix} Article 2.2 of the ICERD allows states to take special measures in the "social, economic, cultural and other fields" for the purposes of ensuring that groups discriminated against can enjoy their human rights fully and equally.

^{xx} This is consistent with the requirement in the International Covenant on Economic, Social and Cultural Rights that states ensure groups do not experience retrogression in progress towards their economic and social rights. See CESCR General Comment No. 3 on the Nature of States Parties' Obligations, UN doc. E/1991/23, Annex III, 1990, para. 9, where further caveats are provided.

^{xxi} This case is detailed by Pooja Ahluwalia, "The rights to food and to water", in Margot Salomon, (ed.). *Economic, Social and Cultural Rights: A Guide for Minorities and Indigenous Peoples*, London: Minority Rights Group International, 2005.

^{xxii} CESCR General Comment No.12 on the Right to Food, UN doc. E/C.12/1999/5, para 11.

^{xxiii} Human Rights Committee, General Comment No.23 (Art. 27), UN doc. CCPR/C/21/Rev.1/Add.5, 1994, para. 7.

^{xxiv} Pooja Ahluwalia, "The rights to food and to water", in Margot Salomon, (ed.). *Economic, Social and Cultural Rights: A Guide for Minorities and Indigenous Peoples*, London: Minority Rights Group International, 2005. See also Indigenous Peoples' Consultation on the Right to Food: A Global Consultation, Atitlán, Sololá, Guatemala, 17–19 April 2002, available at: www.tebtebba.org/tebtebba_files/susdev/susdev/atitlan.html

^{xxv} Dakar Framework for Action, *Education for All: Meeting our Collective Commitments*, para. 7.2.

^{xxvi} See <http://www.undp.org.yu/mdg/default.asp>.

^{xxvii} UNDP, Human Development Report 2003. *Millennium Development Goals: A compact among nations to end human poverty*, New York: UNDP. 2003: p. 7.

^{xxviii} See, for example, the case study on segregation of Roma in Croatian schools, in Duncan Wilson, “Education Rights”, in Margot Salomon, (ed.) *Economic, Social and Cultural Rights: A Guide for Minorities and Indigenous Peoples*, London: Minority Rights Group International, 2005.

^{xxix} The Committee on Economic, Social and Cultural Rights has said in General Comment that education should be culturally appropriate in both its form and substance, including curricula and teaching methods. CESCR, General Comment No.13, The Right to Education, UN doc. E/C.12/1999/10, para. 6.

^{xxx} UNDP, Human Development Report 2003. *Millennium Development Goals: A compact among nations to end human poverty*, New York: UNDP. 2003: p. 47-49.

^{xxxi} Fareda Banda and Christine Chinkin, *Gender, Minorities and Indigenous Peoples*, London: Minority Rights Group International, 2004, p. 11.

^{xxxii} MRG, *Gender and Minority Issues in Albania: Awareness-Raising Regional Seminar (Tirana, 12–13 September 2003)*, London: Minority Rights Group International, 2004, p. 3.

^{xxxiii} Dorothy Jackson, *Twa Women, Twa Rights in the Great Lakes Region of Africa*, London: Minority Rights Group International, 2003, p. 14. Of the Twa women interviewed for this report, only 9 percent could read or write.

^{xxxiv} Fareda Banda and Christine Chinkin, *Gender, Minorities and Indigenous Peoples*, London: Minority Rights Group International, 2004, p. 17.

^{xxxv} Fareda Banda and Christine Chinkin, *Gender, Minorities and Indigenous Peoples*, London: Minority Rights Group International, 2004, p. 22.

^{xxxvi} D.J Davis, *Afro-Brazilians: Time for Recognition*, London: Minority Rights Group International, 1999, p. 23.

^{xxxvii} Patricia Justino and Julie Litchfield, *Economic Exclusion and Discrimination: The Experiences of Minorities and Indigenous Peoples*, London: Minority Rights Group International, 2003, p. 12.

^{xxxviii} See <http://www.redcross.org/services/hss/hivaid/afam.html>.

^{xxxix} CESCR General Comment No. 14, The Right to the Highest Attainable Standard of Health, UN doc. E/C.12/2000/4.

^{xl} For more information see http://www.undp.org/mdg/Bolivia_report_english.pdf, p. 12.

^{xli} For more information see <http://www.redcross.org/services/hss/hivaid/hispanic.html>.

^{xlii} This case is cited by Alicia Ely Yamin, “Health rights”, in Margot Salomon, (ed.) *Economic, Social and Cultural Rights: A Guide for Minorities and Indigenous Peoples*, London: Minority Rights Group International, 2005.

^{xliii} Patricia Justino and Julie Litchfield, *Economic Exclusion and Discrimination: The Experiences of Minorities and Indigenous Peoples*, London: Minority Rights Group International, 2003, p. 13.

^{xliv} See http://www.undp.org/mdg/Bolivia_report_english.pdf, p. 18.

^{xlv} UN Millennium Project, *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals*, New York: 2005, p. 32.

^{xlvi} See for example, the information provided by the UN Office of the High Commissioner for Human Rights, <http://www.unhchr.ch/development/mdg.html>.

^{xlvii} Philip Alston, *A Human Rights Perspective on the Millennium Development Goals*, Paper prepared as a contribution to the work of the Millennium Project Task Force on Poverty and Economic Development, 2004, p. 26.

^{xlviii} UN Millennium Project, *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals*, New York: 2005, p. 120.

^{xlvi} *Ibid.*, p. 120.

ⁱ See, for example, David Satterthwaite, ed. *The Millennium Development Goals and Local Processes: Hitting the Point or Missing the Target?*, London: International Institute for Environment and Development, November 2003.

^{li} For an account of the impact of a resettlement programme on minorities in Laos see, Goudineau, Yves, (ed.), *Resettlement and Social Characteristics of New Villages: Basic needs for resettled communities in the Lao PDR*, UNDP and UNESCO, 1997.

^{lii} The following donor-recipient country reports mentioned minorities or indigenous peoples: Bosnia and Herzegovina, Bulgaria, Cambodia, China, Guatemala, Hungary, the Philippines, Slovakia, Thailand and Viet Nam. Other country reports not surveyed by MRG might also mention minorities or indigenous peoples.

^{liii} See <http://www.undp.org.vn/undp/docs/2002/vdg/index>.

^{liv} *Millennium Development Goals: Bringing the MDGs Closer to the People*. The UN in Vietnam: November 2002, p. 22.

^{lv} *Ibid.* Appendix 1.

^{lvi} *Thailand Millennium Development Goals Report 2004*, Office of the National Economic and Social Development Board and United Nations Country Team, Bangkok: 2004, p. 13.

^{lvii} *Ibid.*, p. 7.

^{lviii} *Ibid.*, p. 58.

^{lix} MRG surveyed the country reports of Denmark, Finland, the Netherlands, Norway, Sweden, and the European Community. Some donor country reports only focus on Goal 8, which may account for the lack of attention to minorities or indigenous peoples in their reports.

^{lx} See http://global.finland.fi/english/publications/pdf/mdg_report.pdf, p. 23.

^{lxi} See <http://www.undp.org/mdg/Norway.pdf>, p. 34.

^{lxii} Philip Alston, *A Human Rights Perspective on the Millennium Development Goals*, Paper prepared as a contribution to the work of the Millennium Project Task Force on Poverty and Economic Development, 2004, p. 54.

^{lxiii} See Annex II of this paper on the MRG workshop report for more details.

^{lxiv} For information on national MDGs campaigns, see www.millenniumcampaign.org

^{lxv} Philip Alston, *A Human Rights Perspective on the Millennium Development Goals*, Paper prepared as a contribution to the work of the Millennium Project Task Force on Poverty and Economic Development, 2004, p. 39.

^{lxvi} *Ibid.*, p. 39, (emphasis added).

^{lxvii} UN Doc. A/54/2000