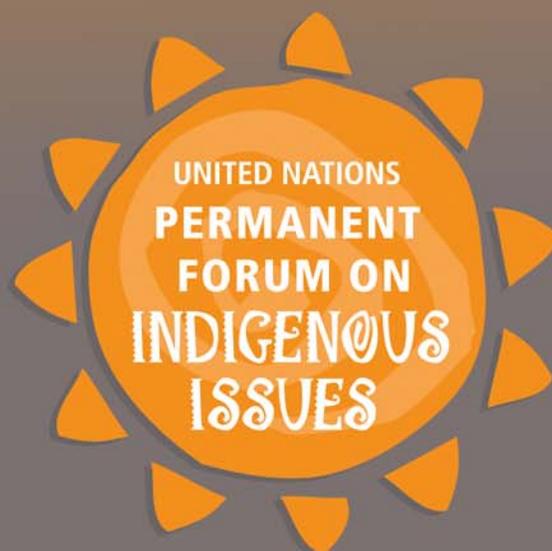


# MDG Reports and Indigenous Peoples: *A Desk Review*

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# Introduction

The objective of this desk review is to analyze to what extent indigenous peoples' issues are addressed, included, and promoted within the context of the Millennium Development Goals in Latin America. Millennium Development Goals Reports (MDGRs) from eleven Latin American countries were included in the review. Each MDGR is addressed separately, following a standard format:

1. A brief introduction to the country's indigenous peoples and a summary of main observations relating to indigenous issues in the report.<sup>1</sup>
2. Disaggregated information on how the report's analysis of each goal addresses or not indigenous peoples.
3. Brief concluding remarks

The desk review is guided by the following questions:

1. Are indigenous peoples taken into account in the context of the overall MDG report? If so, to what extent are they discussed?
2. Are indigenous peoples addressed sectorally, meaning each goal has specific data and/or benchmarks for addressing indigenous peoples, throughout the report?
3. Does the report discuss the participation of indigenous peoples in the process of developing interventions and programmes in order to meet the goals? Is there evidence of indigenous peoples' organizations participating or being consulted in the report's preparation process?
4. Are any proposals being made to address indigenous peoples while implementing policies to reach the MDGs in each country? If so, what types of proposals are being discussed?

The reports used in this desk review are available through the UN Development Group website (<http://www.undg.org>). The review follows similar analyses carried out in 2004 and 2005. The reports that were reviewed are the latest available for each of the following 11 countries, ranging in date of publication from 2003 to 2005: Argentina (2003), Chile (2005), Costa Rica (2004), Ecuador (2005), El Salvador (2004), Honduras (2003), Mexico (2005), Panama (2005), Paraguay (2003), Peru (2004), and Venezuela (2004). This year's review focuses on Latin America because this region was not included in the previous review.

The outcomes of this analysis will be used to inform the UN Permanent Forum on Indigenous Issues on achievements and challenges in relation to indigenous peoples and the MDGs in Latin America. The review will also serve as an advocacy tool to promote the inclusion and participation of indigenous peoples in national development frameworks for meeting the Millennium Development Goals.<sup>2</sup>

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<sup>1</sup> Throughout this desk review, all data, statistics and information is taken directly from the MDG reports at hand, unless otherwise noted.

<sup>2</sup> Throughout the text, information from the reports that relates to indigenous peoples, as well as concluding remarks, appear in bold.

## Argentina: Commentary on MDG Country Report

Argentina's National Institute for Statistics and Censuses recently carried out a survey on indigenous peoples (2004-2005). This study found that there are 402,921 people in Argentina that identify themselves as indigenous, making up approximately 1% of the country's population. There are more than 30 indigenous peoples in Argentina, including: Atacama, Ava Guaraní, Aymara, Chané, Charrúa, Chororte, Chulupí, Comechingón, Diaguita/ Diaguita Calchaquí, Guaraní, Huarpe, kolla, Lule, Maimará, Mapuche, Mbyá Guaraní, Mocoví, Omaguaca, Ona, Pampa, Pilagá, Quechua, Querandí, Rankulche, Sanavirón, Tapiete, Tehuelche, Toba, Tonocoté, Tupí Guaraní and Wichí.<sup>3</sup> Indigenous peoples mostly live in rural communities and are concentrated in the north and south of the country, although poverty has led to widespread migration to the cities. Challenges faced by Argentina's indigenous peoples include poverty and social exclusion, lack of recognition of ancestral lands, environmental degradation, and obstacles to political representation.<sup>4</sup>

Argentina's second MDG report was published in September 2005, as the country continues its recovery from the economic, social and political crisis that it went through in the late 90s and early 2000s. It is a government effort, coordinated by the Presidency's National Council for the Coordination of Social Policy and supported by UNDP. **Despite the fact that the report's sub-title is "A commitment for poverty eradication, social integration and non-discrimination", the word "indigenous" appears only once, in the context of targeted tuberculosis programmes.**

### Goal 1: Eradicate Extreme Poverty and Hunger

Extreme poverty decreased in Argentina from 24.8% in 2002 to 13.6% in 2005.<sup>5</sup> **There are considerable regional disparities within the country, with the Northeastern and Northwestern provinces, which concentrate a large proportion of Argentina's indigenous population, at a disadvantage. While extreme poverty affects 13.6% of people living in urban areas, it affects 23.3% of people in the Northeast and 18.1% in the Northwest.** Malnutrition affects 2.9% of children under 5 and no disaggregated data is provided for this indicator. While several targeted programmes are mentioned, none of them is directed towards the indigenous population.

### Goal 2: Achieve universal primary education

Argentina is very close to achieving universal primary education, with an enrolment rate of almost 98.4% and over 90% of children completing the 5<sup>th</sup> grade. An additional goal for pre-school education is also addressed in the report, and data is disaggregated by region. **The Northeast and Northwest are again at a disadvantage. While national pre-school enrolment is 90%, the Northeast**

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<sup>3</sup> Instituto Nacional de Estadísticas y Censos (INDEC), *Encuesta Complementaria de Pueblos Indígenas (ECPI)*, available at <http://www.indec.gov.ar/>

<sup>4</sup> International Work Group for Indigenous Affairs (IWGIA), *Indigenous Peoples in Argentina*, available at: <http://www.iwgia.org/sw17294.asp>

<sup>5</sup> Most reports from Latin America use national poverty lines, rather than the PPP \$1/day line due to the limited relevance of this poverty line for middle-income countries.

**and Northwest have enrolment rates of 78.7% and 85.3% respectively. The chapter makes no reference to indigenous peoples.**

Goal 3: Promote Gender Equality and Empower Women

No reference is made to indigenous peoples.

Goal 4: Reduce Child Mortality

Under 5 mortality has been decreasing steadily in Argentina, from 29.6 per 1000 live births in 1990 to 16.6 in 2004. As with other social indicators, there are considerable gaps between regions. **The Northeast and the Northwest have higher than average under 5 mortality rates, at 28.1% and 22.4 respectively. Argentina has included an additional target which addresses disparities in child mortality between provinces and seeks to reduce them by 10%. Again, targeted programmes to reduce child mortality are mentioned, but none of them specifically address the situation of indigenous peoples.**

Goal 5: Improve Maternal Health

Maternal mortality is relatively low in Argentina, at 4.3 per 100,000 live births, but there is very little variation from 1990 to 2004. **The Northeast and Northwest are again at a disadvantage, with maternal mortality rates of 8.2 and 7.6, respectively.**

Goal 6: Halt and reduce the spread of HIV/AIDS, malaria and other diseases

**While no reference is made to indigenous peoples in relation to HIV/AIDS and malaria, the report points out that tuberculosis has a much higher incidence in the provinces of Salta and Jujuy, where many of Argentina's indigenous peoples live. While the overall incidence of TB in the country is 30.8 per 100,000, it is approximately three times as high in these two provinces (84.7 and 92.5, respectively). The only specific reference to indigenous peoples in the entire report is made in this context, where targeted tuberculosis control programmes for indigenous communities are mentioned.**

Goal 7: Ensure environmental sustainability

While safe drinking water coverage has increased from 66.2% in 1991 to 78.4% in 2001 and access to sanitation from 34.3% to 42.5%, **progress has been uneven across regions, with the Northeast and Northwest at a disadvantage. No specific reference is made to indigenous peoples.**

Goal 8: Develop a global partnership for development

This goal is not included in the report.

**While Argentina's second MDG report provides excellent disaggregation of data at regional and provincial levels and highlights the country's uneven development, it does not address the situation of indigenous peoples**

beyond what can be inferred from the regional data. Also, while several targeted social policies and programmes are discussed, only one of them seems to be tailored specifically to the needs of the country's indigenous peoples (tuberculosis).

## Chile: Commentary on MDG Country Report

There are nine indigenous peoples in Chile. The Mapuche are by far the most numerous, making up almost 90% of the country's indigenous population. The other eight peoples are the Aymara, Colla, Diaguita, Kawéskar, Lickanantay, Quechua, Rapa Nui and Yámana.<sup>6</sup> According to Chile's most recent census (2002), 692,000 people (4.6% of the country's population) identified themselves as indigenous.<sup>7</sup> It is estimated that 80% of the Mapuche population now lives in urban centres after years of migration due to poverty.<sup>8</sup> It is reported that indigenous peoples in Chile largely continue to suffer from poverty, discrimination, and a lack of effective rights over their ancestral territories. The Andean peoples in the north of Chile have also reportedly been adversely affected by mining.<sup>9</sup>

Chile's first MDG report was published in 2005 and is a joint effort between the Government, led by the Ministry of Planning, and the UN System. The report constitutes a detailed and exhaustive overview of Chile's progress towards the goals, as well as the social policies put in place to achieve them. **Early on in the report, indigenous peoples are recognized as a priority group for social policy (*grupo prioritario de la política social*). However, with the exception of the chapter on poverty, practically no reference is made to the situation of indigenous peoples in the country or targeted policies and programmes.**

### Goal1: Eradicate Extreme Poverty and Hunger

Chile is one of the few countries in Latin America that has already achieved the extreme poverty target, with a reduction from 12.9% in 1990 to 4.7% in 2003 (according to the national poverty line). There are, however, considerable disparities that continue to hinder the country's development. While poverty among the indigenous has decreased between 1990 and 2003, it is still much higher than the national average. **In 2003, 8.2% of the indigenous population was living in extreme poverty and 29.1% in poverty, as compared to overall national poverty levels of 4.7% and 18.8%, respectively. The report mentions that indigenous peoples, along with children and youth, and older adults, will require particular attention in terms of poverty reduction programmes.** Malnutrition is generally low in Chile, and there was no reference to indigenous peoples in this area.

### Goal 2: Achieve universal primary education

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<sup>6</sup> International Work Group for Indigenous Affairs (IWGIA), *The Indigenous World 2006*, p. 221

<sup>7</sup> Instituto Nacional de Estadística, *Censo 2002: Síntesis de Resultados*, p. 23

<sup>8</sup> IWGIA 2006

<sup>9</sup> *Ibid.*

Chile is on track to achieve goal 2, with enrolment, completion and literacy rates all above 90%. However inequality continues to permeate education at all levels. **Although there is no specific mention of indigenous peoples with regards to this goal, a few inferences can be made from the data provided. 92% of all students who drop out from middle school come from the three poorest income quintiles, where much of the indigenous population is situated. Also, although educational outcomes have improved among the rural and the poor populations, there are still wide gaps in terms of quality of education affecting low-resource families. Chile has placed a great deal of emphasis on pre-school education. The report mentions special efforts to include “vulnerable populations” (which include indigenous) in pre-school education.**

### Goal 3: Promote Gender Equality and Empower Women

Chile is again well on track to achieve this goal. In addition to gender parity in education, Chile’s government has been implementing policies to increase women’s equal participation in the labour market and the political sphere. **There is, no mention in this chapter of the situation of indigenous women in Chile.**

### Goal 4: Reduce Child Mortality

Under 5 mortality and infant mortality dropped significantly in Chile between 1990 and 2000 and the goal is very likely to be met. Infant mortality was 8.9 per 1,000 live births in 2000, down from 16 in 1990, and a further reduction to 5.3 is projected by 2015. **There is no explicit mention of indigenous peoples, although the report does point out that there are disparities throughout the country, and that infant mortality is considerably higher in the poorest districts.**

### Goal 5: Improve Maternal Health

Chile’s maternal mortality rate is among the lowest in all developing countries, at 1.7 per 100,000 live births (in 2002), down from 4.0 in 1990. 99.7% of all births take place with skilled attendance. Chile is again well on track to achieve this goal. **However, there is no mention of indigenous women in this chapter and very little analysis of disparities.**

### Goal 6: Halt and reduce the spread of HIV/AIDS, malaria and other diseases

Chile has a very low HIV prevalence, no malaria, and has nearly eliminated the incidence of tuberculosis. The report therefore takes a broader notion of health, addressing such issues as diabetes, chronic illnesses and tobacco and alcohol use. **There is no explicit mention of indigenous peoples with regards to this goal, although the report states that diabetes has a higher prevalence among the poor population and that tobacco and alcohol use are on the increase.**

### Goal 7: Ensure environmental sustainability

The first part of this chapter addresses sustainable development, which has been adequately incorporated into Chile’s national policies and programmes. **In this section there is no mention of indigenous peoples.** The second part of the chapter addresses water and sanitation, where Chile has made significant progress. There is virtually universal coverage in urban areas, although rural areas lag behind.

**This section does not mention indigenous peoples. There is again no discussion of the situation of indigenous peoples in the section of slum dwellers, although most of the Mapuche population is urban.**

Goal 8: Develop a global partnership for development

This goal is not included in the report.

**In conclusion, although Chile shows steady progress towards the achievement of the MDGs and a highly comprehensive and coordinated set of social policies, the report does not sufficiently address the situation of indigenous peoples and only discusses targeted policies in the context of “vulnerable populations”. There is also no indication of participation from indigenous peoples’ organizations in the report, nor in policies for MDG achievement.**

## **Costa Rica: Commentary on MDG Country Report**

Costa Rica has an indigenous population of 68,000 people (2% of the national population), comprising eight peoples that live on 24 territories: the Bri bri, Cabécare, Brunca, Ngöbe Buglé, Teribe, Maléku, Huetáre and Chorotega. Most of Costa Rica’s indigenous peoples live in rural communities in the south of the country. While Costa Rica’s legal framework on indigenous issues is quite strong, the practical application of laws and international conventions that Costa Rica has ratified (including ILO Convention 169) has been lacking in force. Costa Rica’s indigenous peoples are reportedly still subject to insecurity over their lands and are largely excluded from social and economic development.<sup>10</sup>

Costa Rica’s first MDG report was the product of a joint one year process led by the government’s Social Council and the UN System in Costa Rica, with the participation of several government agencies, including the National Commission on Indigenous Affairs (*Comisión Nacional de Asuntos Indígenas*). The report concludes that Costa Rica is making good progress overall towards the achievement of the MDGs and provides an excellent summary of Costa Rica’s main social policies and programmes for MDG achievement. However, there is very little mention of indigenous peoples throughout the report.

Goal 1: Eradicate extreme poverty and hunger

Extreme poverty has been steadily declining in Costa Rica, from 9.1% in 1990 to 5.6% in 2004, although with considerable disparities. Extreme poverty disproportionately affects children and the rural population. In fact, rural poverty has remained twice as high as urban poverty throughout 1990-2004. **Although indigenous peoples are not discussed in this chapter, the Brunca Region, in which several of Costa Rica’s indigenous peoples live, is classified among the poorest. There is very little discussion of nutrition and indigenous peoples are not mentioned in this context.**

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<sup>10</sup> International Work Group for Indigenous Affairs (2005), *The Indigenous World 2005*, p. 121.

## Goal 2: Achieve universal primary education

Primary school enrolment is virtually universal in Costa Rica although the same cannot be said about completion, which was at 84% in 2002. There are no major urban/rural disparities in terms of access to primary education, and the report highlights the key role that single-teacher schools have played in more remote locations. **In terms of literacy, there are significant disparities affecting indigenous peoples. While 84.9% of the indigenous population aged 15-24 is literate, the non-indigenous population in the same age range has a literacy rate approaching 98%. There is a National Literacy Plan in place to address this situation, which targets 90,000 people, most of whom are indigenous. Pre-school education is another priority for Costa Rica, and the implementation of bilingual education at this level has been identified as a priority. In terms of secondary education, there are marked urban/rural disparities in enrolment (77.4% vs. 55.7%). The Brunca region again has the poorest indicators (54.3%). The report mentions the establishment of two indigenous secondary schools during the 1990s as part of the Programme for the Improvement of Secondary Education.**

## Goal 3: Promote Gender Equality and Empower Women

Costa Rica has achieved gender parity in both primary and secondary education. **There is no discussion of the situation of indigenous women, although relevant issues, such urban/rural disparities in female employment and the “invisibility” and devaluation of women’s contribution to the rural economy are addressed**

## Goal 4: Reduce child mortality

Costa Rica’s under 5 mortality rate, at 2.2 per 1000 live births, is very low, and has been on the decrease since 1990. **There are disparities among provinces, with Limón, Guanacaste, and Puntarenas (the three provinces in which most of Costa Rica’s indigenous peoples live) having the highest U5MR rates in the country. The report notes that despite a steady reduction in infant mortality from preventable causes (including diarrhea and respiratory infections), preventable infant deaths mostly affect indigenous and remote rural areas. No data is provided, however, to back up this statement. There is much emphasis on the challenge of reaching “vulnerable populations” (presumably including indigenous) and ensuring access to basic primary health care.**

## Goal 5: Improve maternal health

Maternal mortality is low throughout the country, at 3.3 per 100,000 live births, but like child mortality, is higher than the national average in Limón, (6.3), Guanacaste (3.9) and Puntarenas (3.8) provinces. **Beyond this disaggregation of data by province, indigenous peoples are not addressed in the context of this goal.**

## Goal 6: Halt and reduce the spread of HIV/AIDS, malaria and other diseases

**Indigenous peoples are not mentioned in the context of Goal 6.**

#### Goal 7: Ensure environmental sustainability

Costa Rica has reached the safe drinking water and sanitation targets. **Indigenous peoples are not mentioned in the context of the sustainable development and water and sanitation targets. In terms of slums and urban development, the report mentions "Directriz 27", a law/regulation that allows for cultural and ethnic specificities in classifications of home types and calls for its strengthened implementation.**

#### Goal 8: Develop a global partnership for development

**This goal is addressed briefly and indigenous peoples are not mentioned.**

**In conclusion, according to the MDG report Costa Rica has performed well, on average, and is on its way to achieving most of the goals. However, it appears that inequality, including ethnic disparities, remains a major development challenge. The report, while addressing the situation of indigenous peoples in the context of some of the goals, does not provide sufficient data in this respect. Also, beyond the participation of the Government's Commission on Indigenous Affairs, there is no indication of participation of indigenous peoples' organizations in the preparation of the report.**

## **Ecuador: Commentary on MDG Country Report**

There are thirteen indigenous nationalities in Ecuador: Kichwa, Awá, Chachi, Épera, Tsa'chila, A'i cofán, Secoya, Siona, Waorani, Shiwiar, Zápara, Achuar and Shuar.<sup>11</sup> There is a lack of reliable and consistent data on Ecuador's indigenous population, which makes it difficult to provide the exact number of indigenous people in Ecuador and the percentage of the country's population that they represent.<sup>12</sup> Ecuador's indigenous peoples are among Latin America's best organized and have national, regional and community-level organizations, and have played a prominent role in the country's politics. There are three major regional organizations, the Confederation of Indigenous Nationalities of the Ecuadorian Amazon (CONFENAIE), the Confederation of Peoples of the Kichwa Nationality of Ecuador (ECUARUNARI), and the Confederation of Indigenous Nationalities of the Ecuadorian Coast (CONAICE). Each of these organizations is composed of provincial and community level organizations.

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<sup>11</sup> Consejo de desarrollo de las Nacionalidades y pueblos del Ecuador, available at: <http://www.codenpe.gov.ec/htm.htm>

<sup>12</sup> According to, Ecuador's 2001 national census, which used self-identification criteria, 6.83% of the country's population is indigenous (ECLAC, *Población Indígena y Afroecuatoriana en el Ecuador: Diagnóstico sociodemográfico a partir del Censo de 2001*, 2005). According to the World Bank, 9.2% of the population belongs to a household in which either at least one member of the family self-identifies as indigenous or speaks an indigenous language (World Bank, *Indigenous Peoples, Poverty and Human Development in Latin America: 1994-2004*, 2005). According to the ILO, which cites a 1990 FAO study by J. Pando, 43% of Ecuador's population is indigenous (<http://www.oit.or.cr/mdtsanjo/indig/cuadro.htm>). CODENPE provides population data for some, though not all, of Ecuador's indigenous peoples, which is available on their website (<http://www.codenpe.gov.ec/htm.htm>)

The Confederation of Indigenous Nationalities of Ecuador (CONAIE) is the national umbrella organization for Ecuador's indigenous peoples.

Ecuador's first MDG Report was presented in September 2005 and was coordinated by the National Secretariat on the Millennium Development Goals. Ten government institutions participated in its production, along with bilateral donors and the UN System. The report provides a concise overview of Ecuador's progress towards the MDGs and of social policies developed for this purpose. **Almost every chapter of the report addresses indigenous peoples, although statements are not always supported with adequate data. Also, participation from indigenous peoples' organizations is not reflected in the report.**

#### Goal 1: Eradicate extreme poverty and hunger

Ecuador has relatively high levels of extreme poverty (15.5% in 1999<sup>13</sup>) and is not on track to reach the goal. The report stresses the fact that reductions in inequality would greatly enhance the poverty-reduction potential of economic growth.

**Although disaggregated poverty data are not provided for indigenous peoples, the report does mention the need for targeted sectoral policies that can ensure access to health, education, and labour opportunities for the most vulnerable groups. Among these is PRODEPINE, a project to support development in indigenous and Afro-Ecuadorian communities. In terms of malnutrition, the report does provide specific data, highlighting the fact that chronic malnutrition (stunting) is three times higher among children whose parents speak an indigenous language than among those whose parents only speak Spanish (43.7% vs. 15.1%). One of the government's priorities is to ensure that indigenous children are targeted in nutrition interventions.**

#### Goal 2: Achieve universal primary education

The education chapter does not provide up to date statistical information for some of the targets. School enrolment has stagnated at approximately 90% since the beginning of the 1990s. **There is no explicit mention of indigenous peoples in this chapter, nor of bilingual education, although the report does point out that Ecuador's education policy has a mechanism for targeting education expenditure and also incorporates an intercultural perspective.**

#### Goal 3: Promote Gender Equality and Empower Women

**According to the report, while Ecuador has practically achieved gender parity in primary and secondary education, indigenous women are still at a disadvantage, particularly at secondary and university level. The report does not address women in its discussion of equality in employment, nor does it mention any targeted policies for indigenous women.**

#### Goal 4: Reduce child mortality

**In average terms, Ecuador is on track to reach the goal, but there are disparities in terms of ethnicity, place of residence, and socioeconomic condition. However, the report once again does not provide disaggregated data. The report mentions the need for targeted interventions in rural areas**

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<sup>13</sup> Although the report was published in 2005 this is the most recent poverty headcount provided.

and areas with high indigenous population. Policy recommendations in the report include implementing “education for health” programmes for pregnant women, especially indigenous women and women living in rural areas.

#### Goal 5: Improve maternal health

Ecuador’s maternal mortality rate is relatively high for Latin American standards, at 160 per 100,000 live births. **The report states that indigenous women and women living in rural areas are much more at risk of dying during childbirth, although, once again, disaggregated data is not provided. The report also emphasizes the link between poverty and maternal mortality and the need to target women living in areas with high indigenous population in maternal health programmes.**

#### Goal 6: Halt and reduce the spread of HIV/AIDS, malaria and other diseases

Indigenous peoples are not mentioned in the context of HIV/AIDS and malaria. **The report does state, however, that the incidence of tuberculosis is higher in districts with high indigenous population. While overall incidence is 42.7 per 100,000, in urban-marginal areas and rural areas with high indigenous presence, the rate can be over five times as high.**

#### Goal 7: Ensure environmental sustainability

Ecuador’s MDG report is unique in that it highlights the role of indigenous peoples’ organizations in the defense of environmental rights. In terms of water and sanitation, no specific data is provided for indigenous peoples, although the report does refer to urban-rural disparities. The report calls for the establishment of more participative mechanisms to manage protected areas, including the active participation of indigenous communities located within protected areas.

#### Goal 8: Develop a global partnership for development

Indigenous peoples are not mentioned in relation to MDG 8.

In conclusion, while the report does address Ecuador’s indigenous peoples and their situation, it also reveals serious gaps in data availability. Also, despite the very active involvement of Ecuador’s indigenous people’s organizations in the country’s development and political affairs, the report does not mention whether or not they were included in the process. With the notable exception of their participation in environmental management, the report does not address indigenous participation in the design, implementation and monitoring of targeted policies.

## **EI Salvador: Commentary on MDG Country Report**

There are three indigenous peoples in El Salvador, the Nahua/Pipil, Lenca and Cacaopera. Although there is no reliable population data on indigenous peoples in El

Salvador, it is estimated that they make up 10-12% of El Salvador's population of approximately 6.4 million. El Salvador's indigenous peoples mostly live in rural communities and are disproportionately affected by poverty. There is very little in the way of targeted government policies for the development of indigenous peoples. Indigenous languages in El Salvador, with the exception of Nahuat have largely disappeared.<sup>14</sup>

El Salvador presented its first, and to date only, MDG report in May of 2004. It was coordinated jointly by the government and the UN System, with the participation of NGOs, the private sector, international organizations, academic institutions and bilateral donors. **The report provides very little disaggregation of data, beyond sex and urban/rural, and there is no mention of El Salvador's indigenous peoples and their situation.**

#### Goal 1: Eradicate extreme poverty and hunger

El Salvador is projected to meet the poverty reduction target in urban areas, but not so in rural areas. Rural poverty decreased from 75.2% to 62.5% between 1991 and 2002. Achieving the target would imply an additional 25% reduction by 2015, which is unlikely. Malnutrition has also decreased slightly in rural areas during the same period, from 14% to 13.2%. **Beyond what can be inferred from the urban/rural disaggregation, there is no specific mention of indigenous peoples in this section.**

#### Goal 2: Achieve universal primary education

El Salvador has not made sufficient progress towards this goal. In 2002, primary enrolment was 88% overall, and 84% in rural areas. It is worth mentioning that enrolment increased significantly in rural areas between 1990 and 2002 (71% to 84%). **Again, beyond what can be inferred from the urban/rural disaggregation, there is no specific mention of indigenous peoples in this section.**

#### Goal 3: Promote Gender Equality and Empower Women

Although gender parity in primary education has been reached in urban areas, in urban areas there are 98 girls per 100 boys enrolled in primary school. **Indigenous peoples are not mentioned in the context of MDG 3.**

#### Goal 4: Reduce child mortality

**Indigenous peoples are not mentioned in the context of MDG 4.**

#### Goal 5: Improve maternal health

**Indigenous peoples are not mentioned in the context of MDG 5.**

#### Goal 6: Halt and reduce the spread of HIV/AIDS, malaria and other diseases

**Indigenous peoples are not mentioned in the context of Goal 6.**

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<sup>14</sup> World Bank, CONCULTURA, Ministerio de Educación (2003), *Perfil de los Pueblos Indígenas en El Salvador*.

Goal 7: Ensure environmental sustainability

**Indigenous peoples are not mentioned in the context of Goal 7.**

Goal 8: Develop a global partnership for development

**Indigenous peoples are not mentioned in the context of Goal 7.**

**In conclusion, El Salvador's MDG report does not mention the country's indigenous peoples and does not address their situation, despite the fact that they make up a significant part of the populations. While the report does disaggregate most indicators into urban and rural areas, it would be useful if future reports could make an effort to assess the situation of indigenous peoples with regards to the MDGs and explore policy options to ensure that they are included in the country's development processes.**

## **Honduras: Commentary on MDG Country Report**

There are seven indigenous peoples currently living in Honduras, the Garífuna, Tolupán, Pech, Misquito, Lenca, Tawahka, and Chortí. According to Honduras' most recent census, carried out in 2001, there are 427,943 indigenous people in Honduras, making up approximately 7% of the country's population.<sup>15</sup>

Honduras' first, and to date only, MDG report was presented in 2003. It was produced by the UN system with support from the Inter-American Development Bank, the World Bank, and the Government of Honduras. **The report only twice mentions indigenous peoples explicitly. There is no indication of civil society or indigenous peoples' organizations involvement in the preparation of the report.**

Goal 1: Eradicate extreme poverty and hunger

Honduras has high levels of extreme poverty and is not on track to meet the goal. Extreme poverty decreased very slightly, from 25.3% in 1992 to 24.6% in 1999. Extreme poverty is much more pronounced in rural areas. In 2002, 62.7% of people living in rural areas were under the extreme poverty line, as compared to 27.2% in urban areas. Rural/urban disparities are also significant in terms of chronic malnutrition (stunting), with 42.1% of children under 5 suffering from stunted growth, as compared to 24.6% in urban areas. **Indigenous peoples are not addressed specifically in this section.**

Goal 2: Achieve universal primary education

**The report highlights pronounced rural/urban disparities at all levels of education and identifies indigenous peoples and the rural population as**

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<sup>15</sup> Instituto Nacional de Estadísticas (2001), *Censo de Población y Vivienda 2001*.

**groups with less access to quality primary education. However, no specific data is provided on indigenous peoples' access to education.**

Goal 3: Promote Gender Equality and Empower Women

**Indigenous peoples are not referred to at all under this goal.**

Goal 4: Reduce child mortality

**The report discusses urban/rural disparities in the incidence of child mortality (38 per 1000 live births in rural areas, as compared to 29 in urban areas), but makes no specific reference to indigenous peoples.**

Goal 5: Improve maternal health

**Indigenous peoples are once again not specifically mentioned. However, the report does state that birth attendance by untrained traditional midwives who use "non-appropriate" methods is a contributing factor to maternal mortality, and cites the continued implementation of a training programme for traditional midwives as a policy response.**

Goal 6: Halt and reduce the spread of HIV/AIDS, malaria and other diseases

**Honduras' report is notable in that it is the only one in this review that discusses the impact of HIV/AIDS on indigenous peoples. While the national prevalence of HIV/AIDS is 1.4% in Honduras, it rises to 8% among the Garífuna population.**

Goal 7: Ensure environmental sustainability

**The report discusses urban/rural disparities in access to safe drinking water (91.5% urban vs 66.6% rural), but makes no specific reference to indigenous peoples.**

Goal 8: Develop a global partnership for development

This goal is not included in the report.

**In summary, the report does not provide an adequate overview of the situation of indigenous peoples in Honduras in relation to the MDGs. It does not discuss targeted policies for indigenous peoples, or their participation. The mention of indigenous peoples in the context of HIV/AIDS is a welcome characteristic of this report.**

## **Mexico: Commentary on MDG Country Report**

Mexico's indigenous population totals 12,707,000, or approximately 12% of the country's population. There are over 60 indigenous languages spoken in Mexico, of which Náhuatl, Maya, Zapoteco, Mixteco, Tzeltal and Tzotzil are the most widespread. The states with the largest indigenous populations are Yucatán,

Oaxaca, Chiapas and Quintana Roo. 803 of Mexico's 2,433 municipalities are designated as "indigenous", meaning that over 30% of their population is indigenous. Of these, 80% are considered to be highly marginalized.<sup>16</sup>

Mexico's first MDG report was presented in April of 2005. The report was coordinated by the government's Social and Human Development Cabinet, with ample support and participation from government agencies, the UN System and civil society. **The National Council for the Development of Indigenous Peoples was among the government agencies that contributed to the report. This is one of the strongest reports in the region in terms of indigenous issues. Although specific data is not provided on indigenous peoples for all indicators, geographic disaggregation does provide some insight. Also, every chapter mentions either policies targeted specifically for indigenous peoples or broader policies with positive implications for the indigenous.**

#### Goal1: Eradicate Extreme Poverty and Hunger

Mexico has achieved the poverty target using the \$1/day line, although rural poverty is still a major challenge. While only 0.2% of people in urban areas live in extreme poverty by this measure, in rural areas the proportion rises to 10.5%. The same can be said using Mexico's national line for extreme poverty. According to this measure, 34.8 of the rural population lives in extreme poverty, as compared to 34.8% in rural areas. **The report states that rural, dispersed, and difficult access municipalities have the highest poverty rates, especially in Mexico's southern states, where most of the indigenous population lives. The chapter includes a textbox on programmes for the development of indigenous peoples, which highlights a 44.5% increase in the federal budget allocation for indigenous development between 2000 and 2004. These funds were used mostly for capacity development, basic infrastructure and improved income generation opportunities. The box also mentions the promotion of greater coordination of public sector entities so they explicitly include and address indigenous issues in their work. The chapter also stresses that other programmes, such as PROCAMPO and Alianza Contigo, while not designed specifically for indigenous peoples, also have a positive impact on them.** There is very little discussion of nutrition in the chapter.

#### Goal 2: Achieve universal primary education

Mexico's primary enrolment rate is 99.4% and youth literacy is at 97.5%, although there are geographical, ethnic, and gender gaps, with indigenous women particularly affected. The report cites illiteracy and incomplete primary education as a major source of inequality of opportunity in terms of participation and development for indigenous people. 39% of the indigenous population between the ages of 5 and 24 does not attend formal education, with women at a particular disadvantage. Also, 40% of the indigenous population age 15 and above has not completed primary education. Of these, 18% has received no formal education and 22% has completed at least one grade of primary education. The report cites language is cited as a key issue in education, since 21% of Mexico's indigenous population speaks only an indigenous language and has no knowledge of Spanish. The report also highlights the fact that staying in

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<sup>16</sup> International Work Group for Indigenous Affairs (2006), *The Indigenous World 2005*, p. 94.

school is often a challenge for indigenous adolescents aged 12-15. While overall, 16.8% of adolescents in this age group abandoned school before completing primary education, the number rises to 27.7% for indigenous adolescents. Mexico's major policy priority in terms of primary education is ensuring that vulnerable groups (including indigenous) have the facilities to complete primary education. Actions to achieve this goal include a programme on access to education for indigenous peoples, which specifically targets indigenous children living in distant localities.

#### Goal 3: Promote Gender Equality and Empower Women

While Mexico has achieved gender parity in primary school completion for young people age 15-29, rural women are still at a disadvantage. **Among indigenous peoples, illiteracy is higher among women and particularly women in old age. The report points out that indigenous and rural women are still at a disadvantage in terms of access to, permanence and completion of primary education. The greatest challenge for Mexico in terms of education is therefore to ensure that indigenous and rural women have educational opportunities that allow them to at least complete primary education.**

#### Goal 4: Reduce Child Mortality

Mexico has shown steady progress, with infant mortality decreasing from 36.2 in 1990 to 20.5 in 2003 (43% decrease). However, there are considerable disparities, with the Southern states showing the least progress. **There are also disparities within the states, affecting marginalized areas/communities. In Oaxaca, for example, a child from the indigenous municipality of Santiago Amoltepec is 3 times more likely to die before reaching age one than a child in the urban municipality of Santa María del Tule. The National Health Programme for 2001-2006 prioritizes the improvement of health and nutrition of indigenous peoples so as to reduce child, adult, and maternal mortality and to close the health gap between indigenous peoples and the rest of the population.**

#### Goal 5: Improve Maternal Health

Although maternal mortality is relatively low in Mexico, at 65.2 per 100,000 live births, increased efforts are required if the target is to be met. **Maternal mortality levels are higher in rural areas and among indigenous women. Women who live in predominantly indigenous municipalities are slightly more than twice at risk of maternal mortality than women living in municipalities with less than 40% indigenous population. This is due in part to constraints in access to skilled birth attendance and lower levels of contraceptive use. In fact, a survey from 1997 found that 25.2% of indigenous women in reproductive age who expressed the wish to limit their number of children were not using family planning methods. The report highlights two programmes that respond to this situation. The first, *Arranque Parejo en la Vida* (a level start to life) programme focuses on improving maternal and early childhood health in high-incidence locations. This programme includes the training and certification of traditional midwives. The second is the National Programme of Reproductive Health, which aims to promote the exercise of reproductive rights, taking into account the country's cultural diversity.**

Goal 6: Halt and reduce the spread of HIV/AIDS, malaria and other diseases

The report makes no reference to indigenous peoples in terms of HIV/AIDS. Malaria transmission is confined to 10% of Mexico's territory and particularly affects remote rural areas, especially in the states of Chiapas, Oaxaca and Sinaloa. Tuberculosis incidence is relatively low in Mexico. The report places special emphasis on identifying and treating TB cases among vulnerable groups, including indigenous peoples.

Goal 7: Ensure environmental sustainability

In terms of sustainable development and indigenous peoples, the report states that while use of solid fuels decreased from 23.4% of households in 1990 to 19.8% in 2000, it is still largely rural and indigenous homes that continue using firewood for heat and cooking. Also, the report highlights the General Law for Sustainable Forest Development, passed in 2003. One of the general objectives of this law is respecting the preferential use of lands and resources by indigenous peoples in areas that they inhabit. The report makes no reference to indigenous peoples in relation to water and sanitation, beyond what can be gathered from urban/rural disaggregation.

Goal 8: Develop a global partnership for development

The report mentions the Plan Puebla-Panamá. This is a partnership for sustainable development including Southeast Mexico and Central America that takes into account the ethnic and cultural diversity of Mesoamerican region and includes an indigenous component.

In conclusion, Mexico's MDG report addresses indigenous issues well in terms of disparity analysis and targeted policies. The preparation of the report, however, seems to lack indigenous participation. Although the government agency in charge of indigenous issues participated in the report, there is no evidence of input from indigenous peoples' organizations. Also, the targeted policies that the report describes do not necessarily appear to be adequately participatory in nature.

## **Panama: Commentary on MDG Country Report**

Panama has an indigenous population of 285,231 people, making up approximately 10% of the country's population.<sup>17</sup> There are eight indigenous peoples in Panama, the Ngöbé, Buglé, Bri Bri, Naso, Kuna, Emberá and Wounaan. Panama has five indigenous *comarcas*, or regions, which have some degree of autonomy from the central government. Despite having achieved considerable inroads in terms of the recognition of their lands, indigenous peoples in Panama continue to be excluded from socio-economic development and display alarmingly high poverty levels.

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<sup>17</sup> Dirección de Estadísticas y Censo (2000), *Censo 2000 - Resultados finales*. Available at: [http://www.contraloria.gob.pa/dec/Aplicaciones/POBLACION\\_VIVIENDA/index.htm](http://www.contraloria.gob.pa/dec/Aplicaciones/POBLACION_VIVIENDA/index.htm)

Panama's second MDG report was submitted in September 2005 and is a joint effort between the Presidency's Social Cabinet and the UN System. **The report benefits from excellent disaggregation of data, which allows for an accurate analysis of the situation of Panama's indigenous peoples. Overall, the report illustrates the fact that indigenous peoples have lower than average human development indicators and have been largely excluded from the country's development process.**

#### Goal1: Eradicate Extreme Poverty and Hunger

Panama is not on track to reach the poverty and malnutrition reduction targets, in large part due to the ethnic, geographic and income disparities that hinder the country's development. **Poverty is disproportionately high among the rural indigenous population: 98.4% live in poverty and 90% in extreme poverty, as compared to 36.8% and 16.6% of the overall population. Poverty levels have actually increased among the indigenous, from 95.4% in 1997 to 98.4% in 2002. Additionally, poverty gap and poverty severity index analysis shows that indigenous peoples are literally the poorest of the poor in Panama. Malnutrition in children under five is three times higher in indigenous region than in the rest of the country, affecting 21.5% of children.**

#### Goal 2: Achieve universal primary education

According to the report, Panama is close to achieving universal primary education, with 99.9% enrolment. The challenge now is to improve the quality of primary education and to achieve universal enrolment in pre-school and secondary education. **While there are no major disparities in terms of primary school enrolment, adult literacy is considerably lower in indigenous regions, where it ranges from 54% to 65%, than in the rest of the country. There is a targeted adult literacy programme in place to increase literacy in indigenous region by 50% by 2009. The chapter does not mention bilingual education.**

#### Goal 3: Promote Gender Equality and Empower Women

Panama is close to achieving gender parity in primary education, with 93 girls for every 100 boys. At secondary and university level there are more women than men in school. **Indigenous girls are still at a disadvantage in terms of primary enrolment, with 86 girls attending school for every 100 boys in indigenous regions. Also, while there is gender parity in literacy rates in most provinces, this is not the case in indigenous regions. In terms of employment, only 31% of indigenous women are employed in the non-agricultural sector, as compared to 39% of rural non-indigenous women and 45% of urban women. Furthermore, indigenous women have an average annual income ranging from \$191 to \$340, as compared to a national average of \$1675. In summary, indigenous women are at a huge disadvantage in terms of opportunities for development.**

#### Goal 4: Reduce Child Mortality

Panama has shown very slow progress in reducing under 5 mortality (from 24.3 per 1000 live births to 20.8 in 2003) and is not on track to reach the goal. **Under five**

mortality is much higher in indigenous regions, where it ranges from 32.9 to 55.4, than in the rest of the country. The pattern is similar for infant mortality, which ranges from 19.7 to 27.9 in indigenous regions, compared to a national average of 15.22. There are no significant disparities in terms of measles immunizations. One of the report's policy recommendations is to increase efforts to incorporate a multicultural approach to health care.

#### Goal 5: Improve Maternal Health

Maternal mortality also has a disproportionate impact on indigenous peoples. While the national maternal mortality rate is 70 per 100,000 live births, in indigenous regions it ranges from 283 to 658. According to the report, 78% of all births without skilled attendance take place among the poorest 20%, and only 57.4% of births in indigenous regions took place with professional birth attendance.

#### Goal 6: Halt and reduce the spread of HIV/AIDS, malaria and other diseases

In terms of HIV/AIDS, the report identifies indigenous youth as an at-risk group for HIV. Also, gender relations are cited as a major factor in sexual practices across Panama's different cultures, with obvious implications for HIV/AIDS. Panama has seen a resurgence of malaria in recent years, with indigenous regions being particularly at risk. Tuberculosis has also increased slightly, again with indigenous areas, especially Kuna Yala and the Ngöbe-Buglé, region bearing the brunt.

#### Goal 7: Ensure environmental sustainability

Although the use of solid fuels has decreased, it is still very high among the rural indigenous population. It is estimated that 92.7% of the indigenous population uses solid fuels, as compared to 2% of the urban population. In terms of water and sanitation, access to safe drinking water has increased in indigenous regions, from 44% in 1997 to 57.2% in 2003, although indigenous regions are still at a disadvantage when compared to the urban population (96.7%). Ensuring access to safe water and sanitation for indigenous peoples is recognized as national public health priority.

#### Goal 8: Develop a global partnership for development

The report mentions indigenous peoples in the context of information technology. While in urban areas there are 18.1 personal computers per 100 people, in indigenous rural areas there are close to none. The report highlights the need to equip society for the needs of the "information age," with a special emphasis on women and indigenous peoples.

In conclusion, Panama's second MDG Report, through its disaggregated data, presents a very clear picture of the challenges and exclusion faced by the country's indigenous peoples. However, there is no discussion of indigenous peoples' participation in their development, nor evidence of indigenous peoples' organizations contributing to the report.

## Paraguay: Commentary on MDG Country Report

Paraguay carried out a National Indigenous Census in 2002, which revealed that the country's indigenous population totals approximately 87,000 people, or 1.7% of the total population. There are twenty indigenous peoples in Paraguay, making up five linguistic families: Guaraní, Maskoy, Mataco, Zamuco and Guaicuru. Paraguay's indigenous population is very young, with nearly 50% under the age of 15, and largely rural (91.5%). According to the census, Paraguay's indigenous peoples are at a disadvantage in terms of human development. For example, 51% of the indigenous population is illiterate. Another challenge is the recognition of their lands. According to the census, out of 412 indigenous communities in Paraguay, 185 still do not have legal guarantees over their lands.<sup>18</sup>

Paraguay's first, and to date only MDG Report was produced by the United Nations System in 2003. The report points out that considerable effort will be required in order for Paraguay to achieve the goals, with extreme poverty being a particular challenge. **The report makes no direct reference to indigenous peoples.**

### Goal 1: Eradicate Extreme Poverty and Hunger

Extreme poverty increased in Paraguay between 1995 and 2001, from 14% to 16%. **Poverty is almost four times higher in rural areas (25.6%), where most of Paraguay's indigenous people live, than in urban areas (7.1%).** Malnutrition affects 5.6% of children in rural areas, as opposed to 3.7% in urban areas. **There is no specific mention of indigenous peoples in the context of this goal.**

### Goal 2: Achieve universal primary education

Paraguay's primary school enrolment rate is approximately 90%, and 5<sup>th</sup> grade completion is at 78%. Rural children are less likely to complete the 5<sup>th</sup> grade (65%), as compared to their urban peers (65%). **One of the chapter's policy recommendations is to strengthen bilingual education. However, it must be noted that Guaraní is an official language in Paraguay and is widely spoken by the non-indigenous population, so bilingual education programmes do not necessarily target the indigenous population.**

### Goal 3: Promote Gender Equality and Empower Women

Paraguay has largely achieved gender parity in primary education in urban areas, but in rural areas there are only 86 girls in school for every 100 boys. **There is no specific mention of indigenous peoples under this goal.**

### Goal 4: Reduce Child Mortality

**Indigenous peoples are not addressed in the context of this goal.**

### Goal 5: Improve Maternal Health

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<sup>18</sup> Dirección Nacional de Estadísticas, Encuestas y Censos (2002), *II Censo Nacional Indígena de Población y Viviendas*. Available at: [http://www.dgeec.gov.py/Publicaciones/Biblioteca/censo\\_indigena/Capitulo%201.pdf](http://www.dgeec.gov.py/Publicaciones/Biblioteca/censo_indigena/Capitulo%201.pdf)

**Indigenous peoples are not addressed in the context of this goal.**

Goal 6: Halt and reduce the spread of HIV/AIDS, malaria and other diseases

**Indigenous peoples are not addressed in the context of this goal.**

Goal 7: Ensure environmental sustainability

**Indigenous peoples are not addressed in the context of this goal.**

Goal 8: Develop a global partnership for development

**Indigenous peoples are not addressed in the context of this goal.**

**In summary, beyond what can be gathered from urban/rural disaggregation (considering that 91.5% of Paraguay's indigenous population is rural), the report does not address the situation of the country's indigenous peoples.**

## **Peru: Commentary on MDG Country Report**

There are varying estimates of Peru's indigenous population, ranging from 6.5 million to 12.5 million people (25% to 48% of the country's population). The larger number corresponds to households in which the head of household or spouse have parents or grandparents whose mother tongue is an indigenous language. The smaller number corresponds to households where the head of household or spouse's mother tongue is an indigenous language. There is a systematic link between being indigenous and being poor in Peru: 43% of all poor households, and 52% of those in extreme poverty, are indigenous.<sup>19</sup>

Peru's first MDG report was presented in November of 2004. It was coordinated by an executive committee, composed of the Government of Peru, the UN System, and international financial institutions. **The process was highly participatory, bringing together representatives from government, the UN, civil society, academic institutions and the private sector in eight working groups (one for each goal). AIDSESEP, a leading indigenous people's organization, participated in the process.**

Goal1: Eradicate Extreme Poverty and Hunger

23.9% of Peru's population lives under the extreme poverty line. **There are significant urban/rural disparities, with some departments in the rural highlands (Sierra Rural) and rural jungle (Selva Rural), two regions which concentrate much of Peru's indigenous population, displaying extreme poverty rates above 50%.** In terms of nutrition, similar patterns are observed, with over 40% of children suffering from stunted growth in the poorest departments.

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<sup>19</sup> World Bank 2005, cited in International Work Group for Indigenous Affairs (2006), *The Indigenous World 2006*, p. 171.

The chapter does not mention indigenous peoples explicitly until the very end, where they are identified as a group that has been excluded from the benefits of economic growth in the country and which should therefore be prioritized in redistributive policies.

#### Goal 2: Achieve universal primary education

As with Goal 1, the report provides a comparison of rural and urban areas, concluding that enrolment is fairly similar in both areas, but that rural areas are at a disadvantage in terms of primary school completion. **The report mentions that learning outcomes are quite low overall for children who have completed primary education, and especially low in bilingual areas, where there is a “complete failure” in learning outcomes (particularly in single-teacher schools).** The report recommends the establishment of special educational support programmes in rural and bilingual areas, as part of a more inclusive education policy, with the aim of avoiding repetition and improving learning outcomes. The report also emphasizes the need to improve information systems in rural and bilingual areas in order to improve monitoring of the education system. Throughout the chapter, the term “bilingual” rather than “indigenous” is used.

#### Goal 3: Promote Gender Equality and Empower Women

While there is practically gender parity in primary education, girls living in poverty are at a disadvantage, especially when it comes to secondary education. **This is especially pronounced in the Sierra Rural region, where there are 6.5 girls for every 100 boys in secondary school. There is no specific reference to indigenous peoples in the context of this goal.**

#### Goal 4: Reduce Child Mortality

**The report points out that the under 5 mortality rate is 2.2 times higher in rural areas than in urban areas, with the Selva Rural and the Sierra Rural having the worst indicators.** In terms of immunization coverage, there is a 30% gap in measles immunization. **Most of the children who have not been immunized live in “rural, extremely poor areas with high indigenous populations”.** As a response to this situation, the report stresses the need for increased investment in health services and infrastructure in indigenous and rural areas.

#### Goal 5: Improve Maternal Health

As is the case with child mortality, maternal mortality is higher in rural and indigenous areas. According to the report, 90% of women in indigenous communities give birth at home, which increases the risk of maternal mortality. The report points out that “areas with ancestral cultural patterns that curtail women’s freedom of choice” show a much higher unsatisfied demand for family planning services. Investment in health services and infrastructure in indigenous and rural areas is again emphasized as a priority.

#### Goal 6: Halt and reduce the spread of HIV/AIDS, malaria and other diseases

**Indigenous peoples are not addressed in the context of this goal.**

Goal 7: Ensure environmental sustainability

**There is no reference to indigenous peoples in the section on sustainable development.** In terms of water and sanitation, there is a 38% deficit in access to safe drinking water in rural areas, as compared to 18% in urban areas. **Once again, the Selva Rural and Sierra Rural regions have the worst indicators. In 1,450 indigenous communities in the Selva Rural region, only 12% of the population has access to safe drinking water and 10% to sanitation.** Rural areas are marked as a priority for improved access to water and sanitation.

Goal 8: Develop a global partnership for development

**Indigenous peoples are not addressed in the context of this goal.**

**In conclusion, the report does address the situation of indigenous peoples quite thoroughly, although often without using the word “indigenous”. The report also proposes several policy recommendations of relevance to indigenous peoples, but does not address their participation.**

## **Venezuela: Commentary on MDG Country Report**

Venezuela has an indigenous population of 532,743, making up 2.1% of the country's population and comprising 32 indigenous peoples.<sup>20</sup> Indigenous peoples in Venezuela include the Wayyú, Pumé, Warrao, Pemón, Yagarana, Yanomami and Yekuana. Although Venezuela's government has marked social justice for indigenous peoples as a major policy priority, there is reportedly still a great deal of work to be done to ensure that indigenous peoples' rights are fully respected and fulfilled. Indigenous people have also made significant inroads in terms of political representation.<sup>21</sup>

Venezuela's first MDG report was submitted in 2004 and was coordinated by the Government's Social Cabinet, with support from the UN System. This report is unique in that it is as much a report on Venezuela's progress towards the MDGs as a summary of the government's ambitious programme of social policies as they relate to the MDGs. **Throughout the document, the Government's commitment to the rights of groups that have traditionally been excluded is emphasized. Among excluded groups, indigenous peoples have particularly acute challenges that require specialized and targeted attention. Although indigenous peoples are mentioned throughout the report, very little data is provided to adequately describe their situation.**

Goal1: Eradicate Extreme Poverty and Hunger

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<sup>20</sup> República Bolivariana de Venezuela (2004), *Cumpliendo las Metas del Milenio*.

<sup>21</sup> International Work Group on Indigenous Affairs (2006), *The Indigenous World 2006*.

Although no disaggregated data is provided on indigenous peoples and poverty, the report states that indigenous peoples are targeted as a key population for poverty reduction, as their social rights have been denied repeatedly. In addition, social inclusion is noted as a key requirement for the achievement of this goal. *Misión Guaicaipuro* is mentioned as the key government programme to ensure rights to education, employment and health among indigenous peoples, with a participatory approach. In terms of nutrition, the report states that government nutritional programmes, such as community kitchens, provide food for 10,845 indigenous people.

Goal 2: Achieve universal primary education

Again, no disaggregated data is provided on indigenous peoples, although the report states that indigenous communities have lower levels of access to education. Equality in access to education is marked as a key priority, with indigenous peoples being targeted. Expanding enrolment at all levels of education is a key priority for the government, with a special emphasis on indigenous, rural and border populations.

Goal 3: Promote Gender Equality and Empower Women

**Indigenous peoples not mentioned in the context of this goal.**

Goal 4: Reduce Child Mortality

Between 1996 and 2002, infant mortality decreased by 24.2% in Venezuela, from 23.9 per 1000 live births to 18.1. **Although no disaggregated data is provided on infant mortality among indigenous peoples, the report states that indigenous and rural populations are at a disadvantage. It also identifies guaranteeing the integral health care of indigenous children as a strategic objective of the National Child Health Plan. The promotion of intercultural healthcare is also marked as a priority.**

Goal 5: Improve Maternal Health

**Indigenous peoples not mentioned in the context of this goal.**

Goal 6: Halt and reduce the spread of HIV/AIDS, malaria and other diseases

**Indigenous peoples not mentioned in the context of this goal.**

Goal 7: Ensure environmental sustainability

**Indigenous peoples are not mentioned in the context of sustainable development policies. Once again, although no data is provided, the report states that the indigenous population is a priority in terms of water and sanitation, and suggests the participatory management of water and sanitation systems.**

Goal 8: Develop a global partnership for development

**Indigenous peoples are not mentioned in the context of this goal.**

**In conclusion, the report emphasizes the commitment of Venezuela's Government to the rights of indigenous peoples, which is illustrated through the description of targeted policy interventions. However, there are serious gaps in terms of indigenous-specific data for every single goal. Also, the report does not mention any participation or input from indigenous peoples' organizations in its preparation.**

## Conclusions and Recommendations

1. Approximately 27% of the MDGRs reviewed sufficiently include indigenous peoples (3 out of 11: Ecuador, Panama, Mexico). Another 55% address indigenous issues to varying degrees (Argentina, Chile, Costa Rica, Honduras, Peru, Venezuela), while the remaining 18% do not mention indigenous peoples at all (El Salvador, Paraguay)
2. With few exceptions, the reports were produced by the UN System and governments without any reference to input from indigenous peoples' organizations. Exceptions include Peru, where a leading indigenous organization, AIDSESP, participated in working groups for the report, and Mexico, where the Comisión Nacional para el Desarrollo de los Pueblos Indígenas is listed as a contributing agency.
3. Reports that do address indigenous peoples tend to do so in the context of MDG 1 (poverty and nutrition), MDG 2 (education), MDG 3 (gender equality) MDG 4 (child mortality) and MDG 5 (maternal mortality). While most MDGRs state that indigenous peoples show a higher incidence of poverty, lower access to education, and are more likely to suffer from maternal and child mortality and morbidity, few reports consistently provide data to back up these statements. Although these statements are entirely true, reports show considerable gaps in available data.
4. With two exceptions (Honduras regarding the Garífunas and Panama regarding indigenous youth) the reports reviewed do not address the potential impact of HIV/AIDS on the indigenous population.
5. While several reports mention indigenous peoples under the water and sanitation component of MDG 7, only one (Ecuador) addresses participation of indigenous peoples in the management of natural resources.
6. Both developed and developing countries should do more to include indigenous peoples as part of Goal 8. Only two of the MDGRs reviewed (Mexico and Panama) referred to indigenous peoples in the context of meeting Goal 8.
7. Several of the reports do not specifically refer to indigenous peoples, but use regional, and rural/urban disparities to describe disproportionate development. The most marginalized regions often correspond to indigenous lands and territories, although indigenous peoples are not explicitly mentioned (examples: northern departments in Argentina, Sierra Rural and Selva Rural in Peru, Chiapas and Oaxaca states in Mexico). Also, several reports include indigenous peoples within the grouping "vulnerable populations" (extremely poor/low-income population, rural population, indigenous and other ethnic minorities, disabled, etc.), but do not provide specific data.
8. Most MDGRs discuss, to varying degrees, the exclusion and disparities affecting indigenous peoples, as well as targeted interventions to address these challenges (some explicitly, others within the category of "vulnerable populations"). However, with few exceptions, very little mention is made of mechanisms through which to ensure the input and participation of indigenous peoples themselves in the design, implementation and monitoring of these policy interventions. **In the context of the MDGs, free, prior and informed**

**consent should apply to development initiatives focused on improving the lives of indigenous peoples.**

9. Although most of the reports discuss the disparities affecting indigenous peoples, very few of the reports actually provide disaggregated data. The main exception is Panama, which disaggregates most indicators into Urban, Rural non-Indigenous and Rural Indigenous, although others, including Chile, Mexico, Peru and Ecuador have indigenous-specific data for a few of the targets. Therefore, reports largely do not provide an adequate, detailed picture of the socio-economic situation of indigenous peoples. **Improved disaggregation of data is indispensable to properly monitor progress towards MDG achievement in countries with indigenous populations, and should be a key priority for Governments and the UN System.**
10. **Governments with indigenous peoples should incorporate the issues and challenges specifically faced by indigenous peoples directly into the framework of the MDGR by: (a) including indigenous peoples in the context of the overall report, including its planning; (b) including indigenous peoples in the context of meeting each specific goal; (c) including indigenous peoples' effective participation in the planning process of future interventions, as well as in the implementation, monitoring and evaluation of programmes and projects that will directly or indirectly affect them; (d) improving the collection and disaggregation of data regarding indigenous peoples.**