



UN Millennium Campaign

EXTERNAL EVALUATION 2009

Asia subreport



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External evaluation 2009
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**Prepared for the
UN Millennium Campaign**

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This is the report of independent evaluators commissioned by the UN Millennium Campaign. The views expressed in this report should not be taken as being those of the UN Millennium Campaign. They reflect evidence collected and expressed by the evaluation team. Any comments regarding this report can be sent to the evaluation team by email at info@leitmotivsocial.com



Contents

Annexes	ii
Acronyms	iii
EXECUTIVE SUMMARY	0
Section 1: Introduction	4
1.1 The Journey of the Campaign in Asia	4
Section 2: Case Study India	6
2.1 Context	6
2.2 Public Domain	6
2.3 Media Domain	8
2.4 Political Domain	9
2.5 Networks Domain	10
Section 3: Case study Philippines	13
3.1 Context	13
3.2. Public Domain	13
3.3 Media Domain	14
3.4 Political Domain	15
3.5 Networks Domain	16
Section 4: Conclusions and Recommendations	17
4.1 Conclusions	17
General	17
Country Specific	18
4.2 Recommendations	19
General	19
Country Specific	20

1. Acronyms

ATWG -	Advocacy and Technical Working Group
CSO -	Civil Society Organization
DFID -	Department for International Development
FBO -	Faith Based Organization
GCAP-	Global Call to Action Against Poverty
IEC -	Information, Education and Communication
MDGs -	Millennium Development Goals
MoU -	Memorandum of Understanding
UNCT -	United Nations Country Team
UNMC -	United Nations Millennium Campaign
UNRC -	United Nations Resident Coordinator
WNTA -	Wada Na Todo Abhiyan

2. EXECUTIVE SUMMARY

The present report has been prepared as part of a global external evaluation of the United Nations' Millennium Campaign (the Campaign) and focuses on the Asia region. The purpose of the Asia report is to assess the Campaign's contribution in increasing political commitment for the achievement of the MDGs, particularly at the policy level, and to provide key recommendations for the development of the Campaign Strategy for the next phase i.e. 2010-15. For the purpose of this evaluation, two countries have been selected from Asia, namely India and the Philippines.

The evaluation combines a desk review of documents both internal and external to the Campaign with findings emanating from a total of 31 interviews conducted in Thailand, India and the Philippines. In line with the evaluation's purpose, the interviews focused on the achievement of the Campaign thus far as well as on possible directions for the Campaign's future.

In 2006, the UN Millennium Campaigns Regional Office for Asia was set up in Bangkok, with the objective of decentralizing the Campaign's outreach, visibility and impact. The Campaign was officially initiated in mid 2006, and has prioritized six countries: Bangladesh, India, Nepal and Pakistan in South Asia, and the Philippines and Indonesia in South East Asia. As will be shown by the examples of India and the Philippines, the organizational set-up of the Campaign differs from country to country.

In India, the Campaign was initiated as early as 2005 and has since existed at arms' length of the wider UN system. To date, its most important partner has been a national coalition of civil society organizations that are active in promoting and raising awareness on the MDGs, known as Wada Na Todo Abhiyan (WNTA). This coalition, which has over 3000 members in 23 States, was instrumental in organizing early campaign efforts like the White Band Days¹. Increasingly, the Campaign is broadening its network through partnerships with faith based organizations, local authorities and the private sector.

In the Philippines, the Campaign was initiated in 2006, with the direct support of the United Nations Country Team (UNCT). The UNCT hosts an Advocacy Technical Working Group, of which the Campaign is a member. This Working Group develops and coordinates the UN's advocacy strategy in key areas for policy change. As such, it endorses all communication activities of the UN agencies, including that of the Campaign.

In spite of the different operational set ups in India and the Philippines, the findings of the evaluation indicate that the Campaign faces similar challenges and opportunities in its implementation. The evaluation looked into four main domains, i.e., the public domain; relationships with the media; the political domain and networks.

¹ White Band Days were global events, organized to remind political leaders not to ignore the abject poverty that plagues most of the world's population. White Band Days can be seen as the precursor to the "Stand Up" events.

Findings

Public awareness: The Campaign's most prominent approach to raising awareness amongst the general public has been through the "Stand Up" initiative, i.e., mass mobilization events whereby people symbolically stand up against poverty. In Asia, a documented 18 million people symbolically stood up against Poverty in 2006. This number increased the following year to almost 23 million and a total of 73 million in 2008. While these events have clearly been successful in rallying huge numbers of people the level of MDGs awareness in India and the Philippines appears to remain fairly low and mainly restricted to circles within government, the academe and segments of civil society. However, the evaluation concludes that albeit the level of awareness is low amongst the general public, it appears that this can largely be attributed to the Campaign's activities. Never the less, majority of the interviewees seem to be critical about the objective of the Stand Up, and have raised questions about its effectiveness.

Media: The campaign has been effective in its media and communications engagement, but the media have been engaged largely to promote and cover the *Stand Up* events. This engagement, however, appears to have been predominantly on an ad hoc basis (i.e., limited to coverage of the actual events themselves) and there is no evidence of any strategic, long-term media partnership in either India or the Philippines. This lack of a more systematic engagement with the media is, for example, evidenced by the lack of recurring public debate on the MDGs.

Political: The Government of India does not formally subscribe to the MDGs. However, India's development priorities, as laid out in the National Development Plans and the National Minimum Common Program, are largely aligned with those of the MDGs. As a result, most of the interviewees felt that the Campaign should focus on implementation challenges, for example the lack of health service delivery in most rural areas in India, rather than on achieving policy change.

In the Philippines, most programs of the Campaign have been leveraged by the UN team and in many instances have been successful in influencing increased alignment with the MDG priorities.

The evaluation findings suggest indirect attribution to the campaign for any positive influence in MDG-policy that has taken place. Since most of the advocacy work is undertaken by the campaign partners, who have multiple funding, the campaigns contribution was not clearly visible.

Networks: By investing time and money in cofounding the GCAP in both the countries, the Campaign has helped build and strengthen citizens and/or organizations working on poverty and justice advocacy through the MDG campaigns. The campaign has also managed to mainstream the MDGs within its partner's agenda.

In both India and the Philippines, the Campaigns relationship with its partners has been perceived by the interviewees as positive. In India, the majority of the interviewees felt that the Campaigns approach to partner with constituencies outside

WNTA, like faith based organizations, local media, youth groups and the private sector, would add impetus to the work of the Campaign. In the Philippines, some of the interviewees expressed their discomfort about the current partnership arrangement between the UN and the Campaign. They felt that the Campaign should be more at arms' length of the UN and have a more distinct identity of its own. In India, on the other hand, some interviewees felt that the link between the UN and the Campaign need improvements in terms of communication and coordination.

Recommendations

Public Awareness: We recommend a continuation of "Stand Up" as one of the key public awareness activities of the Campaign. We also recommend, however, that Stand-Up should be underpinned by a more strategic, long-term approach to awareness raising as against its current, more ad-hoc implementation modality. "Stand Up" should be increasingly linked to events also of non coalition partners, which are relevant to the objective of the Campaign. To create awareness at the local level, it is suggested that the Campaign produces and disseminates Information, Education and Communication (IEC) materials that are relevant and accessible in terms of language and simplicity. This should be done as a continuous activity and the objective behind creating awareness on the MDGs should be to disseminate information to eventually empower the citizens to hold their government accountable to their promises.

Media: In the past, the Campaign did not develop a strategic partnership with mainstream media in India or the Philippines. In order to create general awareness on the MDGs, it is proposed that the Campaign ascertain selected media houses with high credibility and partner with them. It is recommended that the Campaign intensifies its awareness raising objective beyond the national to the local level by tapping on the community media, including, through engagement with community radio stations and folk theater.

Political: In India, we recommend that the Campaign capitalizes on the existing alignment with MDG priorities and high political will of the government and focuses on challenges relating to policy implementation and service delivery. We also propose that the Campaign continue to work in the identified priority States, and increasingly focuses on partnering with and sensitizing the local authorities on good governance and service delivery,

For the Philippines, we propose that the Campaign intensifies its efforts at the national level, along the lines of concrete events like the "36-Peso Challenge" campaign. We also recommend that the Campaign adopts a local governance approach at the local level, i.e., simultaneously sensitizing local authorities on the MDGs and empowering local communities to hold their representatives accountable for achievement of the MDGs.

Networks: Since the WNTA network appears to be not always sufficiently dense on the ground in the eight priority states of the UNCT, we recommend that the Campaign increasingly looks into opportunities to partner with non coalition CSOs

and other constituencies. The Campaign should be inclusive in its selection of FBOs and avoids even indirect involvement with communal political parties. Finally, we propose that the Campaign make an effort to strengthen its working relationship with the UNCT, especially in terms of communication and coordination.

In the case of the Philippines, the Campaign's decision to go beyond support to the existing UN partners and the national coalition is recommendable. The Campaign should try to bring on board new partners primarily from regions which are behind in achieving its MDGs e.g. Mindanao. We recommend that the Campaign works on creating an identity of its own, without disconnecting itself from the UN mainstream in terms of communication and coordination.

3. Section 1: Introduction

The Asia-Pacific region is an economic powerhouse that includes some of the world's most dynamic economies. At the same time, progress on the achievement of the Millennium Development Goals (MDGs) has been mixed. While the region as a whole is likely to meet the 2015 target of halving the proportion of people living in income poverty, most countries will miss at least some of the other targets and goals, and a number will miss their goal even for poverty.²

3.1.1.1 The Journey of the Campaign in Asia

The Campaign in Asia was officially initiated in mid-2006 in terms of disbursement of grants and has prioritized six countries: Bangladesh, India, Nepal and Pakistan in South Asia, and The Philippines and Indonesia in South East Asia. Although the Campaign was initiated in mid-2006, the Campaign actually had been funding activities in Asia since mid-2005. This notably included the disbursement of grants from the New York office to several National Coalitions of civil society organizations to mobilize people for the White Band Days³ and to produce MDG shadow reports.

Prior to establishing the campaigns regional office in 2006, the campaign hosted Ms. Erna Witoelar who was appointed the MDG ambassador in Asia Pacific by the former UN Secretary General Kofi Annan. Witoelar's contributed to the campaign by establishing working relationships with Governments and UN in the region. Her influence was, and is still, wide and undisputable, not just among the Civil Society Organizations but also among regional business associations, multilateral/donor agencies and world leaders.

The Asia regional office was set up with the objective of decentralizing the Campaign's outreach, visibility and impact. A Deputy Director for Asia was appointed and administrative/ logistic staff was recruited in March, to support and strengthen National Campaigns throughout its six priority countries.

In 2006, the Campaign's work focused on strengthening pro-poor policy change through partnerships with networks of civil society and community-based organizations (CSOs). It initiated and promoted dialogues with a wide range of constituencies, including youth, media, local authorities, parliamentarians and the private sector. As such, the Campaign played a central role in promoting advocacy initiatives throughout the region. In August of 2006, the Campaign facilitated and supported the establishment of a Global Call to Action Against Poverty (GCAP) South Asia secretariat in Bangladesh. During this year the Campaign worked with parliamentarians in Bangladesh and India to promote placement of the MDGs on the political agenda. One key Campaign activity, in close cooperation with its national Coalition Partners, was the mobilization of people to *Stand Up* against Poverty and in favor of the MDGs. Documents indicate that a total of 18 million people stood up during this event in Asia alone. Towards the end of the year, a South Asia Youth

² A Future within Reach 2008: Regional Partnerships for the Millennium Development Goals in Asia and the Pacific, ESCAP, ADB, UNDP.

³ White Band Days are organized by GCAP, globally to remind leaders not to ignore the abject poverty that plagues most of the world's population.

Consultation program was hosted by the Campaign in partnership with GCAP, which led to several National youth consultations on “How to promote the MDGs” being held in various locations.⁴

The following year, 2007, within April and June, the Pan-Asia Policy Analyst joined the Campaign regional office, and in June an administrative and finance assistant was recruited. During this year the Campaign in Asia expanded its outreach and successfully highlighted critical issues pertaining to caste, ethnic and religious minorities, with the view that social exclusion may hinder achieving the MDGs.

The Campaign initiated collaboration with various organizations to engage with local authorities and took every opportunity to highlight the MDGs either through keynote speech delivery at High-Level meetings, like the SAARC Summit, or by participating in regional and national conferences and events organized by various constituencies. In collaboration with Oxfam and UNDP, the Campaign organized a South Asian media editor’s conference, with the objective of sensitizing the media on the MDGs and urging them to highlight the status on a regular basis.

In February 2007, the campaign garnered pro-bono media collaboration with Metro TV in Indonesia. A weekly advocacy talk show titled MDGs INSIGHT which is broadcasted LIVE every Monday, and has gone beyond its 100th episodes. Various MDG agenda have been discussed in the program, and each week the program invited key and high level speakers including Ministries, Mayors, and Business people. The program also works as a medium for civil society organizations to speak out their concerns to certain challenges of MDGs and actions to be made by government to accelerate the MDGs including through debt cancellation, pro-poor planning and budgeting, etc.

On the 7th of July 2007 ("7.7.7") the mid-point review of the MDGs was launched in all priority countries as a policy advocacy movement building a momentum towards the 2007 edition of the *Stand Up* campaign. A policy paper synthesized from the civil society perspective titled “People’s Voices on MDGs 2007” was also launched.⁵

The highlight of the Campaign’s work in 2007 was the mobilization of 27,612,061 people in Asia to *Stand Up* against poverty. Through its coalition partners, the Campaign launched two highly successful national campaigns during this year, the "9 Is Mine" campaign in India and the "36-Peso Challenge" campaign in the Philippines, both of which will be discussed in detail in the respective country case study in this report.

2008 marked the midpoint for the achievement of the MDGs and was a significant year in terms of the expansion of the Campaign’s operations in Asia. In April, a Program Associate at the regional office was recruited and by December 2008, National Coordinators were recruited in India, Bangladesh, Indonesia, Philippines and Nepal to facilitate close collaboration with the UN Resident Coordinators (UNRC) Office, UNCT and key constituencies. Due to the political situation in

⁴ The Millennium Campaign Annual Report 2006

⁵ The Millennium Campaign Report 2007

Pakistan, the Campaign office has yet to become functional, with very little activities being carried out so far. The partner's proposals from Pakistan are processed at the regional office. Many Campaign events and activities across the region were implemented to generate renewed commitment of governments to fulfill the MDGs by 2015. The same year the Campaign formalized its presence within the UN system with a view to deepen the impact of its campaign and advocacy work in its priority countries. And during the *Stand Up* event 73 million people were mobilized across Asia.⁶

In 2009, the focus of the Campaign has slightly shifted and includes more emphasis on accelerating MDG implementation at the sub-national level, with a specific focus on marginalized and vulnerable social groups.⁷

4. Section 2: Case Study India

4.1.2.1 Context

India has long been a country of contradictions. Its economy is booming, and it is seen as a hotspot for global investors. But it is also home to at least 25 percent of the world's poor people. One in every three illiterate people in the world lives in India, at least 35 million children aged 6 to 14 do not attend school, and the country accounts for more than 20 percent of global maternal and child deaths. It comes close to the bottom of the list in the 2007/8 United Nations Human Development reports, at 128 out of 177 countries. It is a country of huge inequalities, where poor and marginalized people are among the most deprived in the world.⁸

Although India's government has not fully adopted the MDGs in itself, its development priorities are largely aligned with the MDGs. On several indicators, India's own development goals, as articulated in the Eleventh-Five Year Plan and the National Common Minimum Program (2004-2009)⁹, are actually more ambitious than the MDGs. However, progress across the indicators has been uneven. While poverty and water goals are on track, the main challenges lie in achieving the hunger and health indicators, in reducing the gender gap in education and in providing access to sanitation.¹⁰

4.2.2.2 Public Domain

Various efforts have been made through the Campaign to create and raise awareness on the MDGs amongst the general public. Major activities undertaken by the Campaign in India include the mobilization of millions of people to *Stand Up*¹¹ and support to a televised musical show titled Mission USTAAD, targeting thousands of youth. In 2006, an estimated 9,732,983 People stood up against poverty; the

⁶ The Millennium Campaign Annual Report 2008

⁷ The Millennium Campaign Annual Activity Plan 2009

⁸ Keep your Promises: Campaigning to hold government to account in India, OXFAM, November 2008

⁹ Measuring India's progress on the MDGs, A mid-term checklist, Wada Na todo Abhyan July 2007

¹⁰ MDG Matrix: Mid-Term review of the tenth five year plan

¹¹ The campaign and its coalition partners call on their CSO members and the general public to *Stand Up* against Poverty. This involves the mobilization of large numbers of people from all walks of life.

following year the number increased to 13.77 million and in 2008 the total estimated number who stood up had reached 14.5 million people. The activities around the *Stand Up* events ranged from media announcements to mass mobilization of people from specific sectors and spheres of society (e.g., schools, followers of certain faiths, government officials, grass roots communities, women's groups). A majority of the interviewees attested that the Campaign's increasing partnership with constituencies outside of the national coalition partners, has added to the rate of mobilization.

Examples of *Stand Up* related actions that were cited by interviewees included ordinances being passed down from government officials as high as Chief Ministers, urging the civil servants to *Stand Up* or government officials taking an oath in public to pledge allegiance to the MDGs within their jurisdiction.

According to the World Value survey 2006, 20% of the people in India were aware of the MDGs, but unfortunately no credible data on the current level of MDGs awareness appears to be available. The majority of the interviewees felt that the level of MDG awareness was still very low in the general public, and mainly limited to government, the academe and CSOs due to their nature of work or study. Similarly, the majority of the interviewees were of the opinion that the actual effect of *Stand Up* on raising awareness on the MDGs amongst the general public had been limited. The main reason cited is that *Stand Up* has been treated too much as a series of isolated events and a numbers game, rather than as an instrument to systematically raise awareness.

*“Unfortunately, the Campaign gets carried away with numbers, the Stand Up has become an end in itself, rather than being a means.”*Evaluation informant

At the same time, the majority of interviewees in India acknowledged that whatever awareness on the MDGs had been raised should largely be contributed to the Campaign's activities.

When asked about the work of the Campaign in raising awareness amongst the general public, almost all responses pointed out the *Stand Up* event. Although the Campaign supports many other activities at both national and local level - like the March of the Dalits to the Parliament demanding for their rights, the State level march on World Dignity day - only a small fraction of interviewees referred to these activities.

In summary it can be concluded that while most people associate the Campaign - and certainly its awareness raising activities - with the *Stand Up* events, there is no consensus on the event's effectiveness with regards to raising awareness on the MDGs in the general public.

4.3.2.3 Media Domain

The Campaign's Annual Report 2007 states that "media coverage of the MDGs and the Campaign's work has increased dramatically at the national level. The Campaign is finding its place in the media as an authoritative voice on the Goals and the ever growing success of *Stand Up*...."¹²

Arguably the most prominent partnership has been with Grey Advertising. This company agreed – on a pro bono basis - to develop, print and install billboards and to create visibility through the internet. According to the internal documents, the Campaign received approximately USD 800,000 in free publicity and advertising for the Stand Up campaign.

Other reported media linkages include a partnership with a media house which produced MDGs mobile games; a collaboration with the "Yuva Ratri" festival organized by the World Alliance for Youth Empowerment where MDG messages were disseminated to hundreds of thousands of young people in Mumbai; and support to the 9X TV channel which launched a Bollywood music series called "*Jagoo*" India (wake up India) on the MDGs.

On television, the Campaign together with the UN collaborated with *Mission Ustaad*, an Indian musical reality show produced by Endemol India in 2007. The show was telecast every Friday and Saturday at 9 pm on INX Media's Hindi General Entertainment Channel 9X. Featuring eight famous Indian singers as contestants, the show aimed to create awareness about the MDGs across the country.¹³

At the local level, the Campaign partners produced and disseminated information on the MDGs and the *Stand Up*, through various communication media, including brochures; folk theater; calendars, inter personal approach, local FM stations and posters. Since most of the media activities centered on promoting and covering the *Stand Up* event, the effectiveness of the media in creating awareness about the MDGs as a whole remains somewhat unclear.

Most of the interviewees felt that the Campaign has not tapped the potential of media fully and that partnerships were established in an ad hoc manner, outside of any concerted media strategy. Many interviewees also pointed out that the Campaign should make more use of local vernacular media, because of its accessibility and influence in local communities. Events like the "*Yuva Rati*" festival exclusively focus on the urban youth, thus bypassing large chunks of the population.

"The concerts and the celebrity push is good, but it reaches only the urban youth, who could be there just for fun and not for the MDGs" Evaluation informant

During the evaluation almost all the interviewees felt that a more strategic and long-term engagement with the media should be encouraged, i.e., a partnership that goes over and beyond media coverage of the actual *Stand Up* events alone.

¹² The Millennium Campaign Annual Report 2007

¹³ <http://www.financialexpress.com/news/Mission-Ustaad-show-Rehman-joins-hands-with-UN-Dutch-co/233028/> last accessed on 19th June 2009

4.4. 2.4 Political Domain

As indicated above, although the Government of India does not formally acknowledge the MDGs as a planning tool, its own development priorities are largely aligned with the MDGs or even go beyond them. This is evidenced by critical flagship programs such as Bharat Nirman, Sarva Shiksha Abhiyan (SSA), Integrated Child Development Services (ICDS), National Rural Health Mission (NRHM), National Rural Employment Guarantee Scheme (NREGS), Jawaharlal Nehru National Urban Renewal Mission (JNNURM), National AIDS Control Program (NACP), the Total Sanitation Campaign (TSC) and Swajaldhara.¹⁴

Documents reviewed and interview responses clearly indicate that there is not much need to change the government's policies. The government's National Plan and the National Common Minimum Program covers all the goals within the MDGs and much more. As a result, the perception of the government's political will with regard to achieving its poverty and social spending targets is generally quite positive; the problem lies in implementation.

"In India the policies are in place, it is the implementation bottlenecks that need to be tackled." Evaluation informant

Against this background, what type of activities has the Campaign been implementing in the political domain?

The Campaign supported the national coalitions in their "Nine-Is-Mine" campaign, which was initiated on the 13th of November 2006. The objective of the Nine-Is-Mine campaign was to ensure that the government commits a total of 6% of the GDP on education and 3% on health. On 1st February 2007, the Campaign supported the postcard initiative, whereby a "Nine-Is-Mine" postcard bearing 200,001 signatures of children from across the country, was presented to the Prime Minister of India.

On the 28th of February the national budget of India was presented, where the allocation had been increased from 0.8% to 1% for health and from 2% to 3% for education.

On 7th July 2007 ("7.7.7") the Campaign, in partnership with WNTA, launched MDG status reports for 12 States of India. In addition, thematic reports on castes, tribes and status of the Muslims in India were also published. The purpose of publishing these reports, some in Hindi, was to use the information collected to debate at the local level with the local authorities.

On the 7th of January 2008, The "Citizens' Report on the MDGs" - a summarized compilation of the MDG Status reports - was released among representatives of civil society and the United Nations to urge them to use the information in it as baseline indicators and as a framework in their future program developments. During the same year, the Campaign initiated a multi-stakeholder consultation process, which commenced to launch local MDG monitoring at the provincial and district levels in the least developed states of India. The consultation provided a unique opportunity

¹⁴ May 2007, India United Nations Development Assistance Framework 2008-2012

for constructive interactions among civil society partners, government officials, representatives of the UN agencies and relevant stakeholders to define a common approach and methodology for local MDG tracking.¹⁵

The 2009 election marked an important advocacy milestone for the MDGs. With support from the Campaign, WNTA has been active in surfacing local demands in relation to the MDGs and the government's own flagship programs mentioned above. These demands were encapsulated in the "People's Manifesto", which in turn, was reflected in the election mandates of several political parties during the 2009 elections. A key issue raised in the "People's Manifesto" is the need for the government to continue to work towards the 'Common Minimum Program', which includes raising expenditure in health, education and livelihoods.

Through the years the campaign has also directly lobbied with the Planning commission, Ministers, Members of Parliaments and bureaucrats at senior levels, utilizing the management's personal networks. It is evident from the initiatives mentioned above, that the Campaign and its partners have utilized various approaches to influence the Indian government in its commitment to its own, MDG-aligned development priorities.

The Campaign and its coalition partners take credit for the increase in health and education spending and attribute it to the "Nine-Is-Mine" initiative. Various interviewees, however, question this by pointing out that health and education have always been priorities of the current government and that change in policy or budget allocations cannot be attributed to one event or organization. Few of the respondents felt that the campaign's efforts contributed to the increased budget allocation but the extent of the contribution could not be quantified.

When asked about the purpose and outcome of the MDG shadow reports and the MDG tracking tool, interviews revealed little evidence of those tools being used as baseline indicators in program planning. However, most of them perceive it as yet another UN document which the government does not heed easily.

In short, given the existing development priorities of the Government of India, the role of the Campaign in terms of increasing the MDG orientation of the budget has most probably been limited. Second, given that the key bottlenecks in India are related to implementation and not to the content of the policies as such, it could perhaps be argued that the Campaign's focus should shift to raising awareness about implementation issues that undermine achievement of the MDGs.

4.5. 2.5 Networks Domain

During 2006-2007, the Campaign primarily partnered with G-CAP India, as spearheaded by the Wada Na Todo Abhiyan (WNTA)¹⁶. In 2008, the Campaign also started partnering with other constituencies like FBOs, youth organizations, and local authorities. The support to partners revolves mostly around organizing *Stand Up* and

¹⁵ The Millennium Campaign Annual Report 2008

¹⁶ WNTA is affiliated to GCAP. It is a national coalition of 3000 organizations and networks working in 23 states of India.

other mobilization and advocacy activities, research and publication of MDG shadow reports and sensitization on the MDGs.

The Campaign played a recognized role in supporting the establishment of WNTA¹⁷. With the formation of the coalition, a combined effort by the member CSOs is made in working towards common goals. The coalition provides recognition and credibility to the CSOs, while the Campaigns engagement with the coalition provides the coalition with credibility.

In the past years, the Campaign has engaged with its partners and networks at various levels and through organization of various events. One such event was organized on January 7th 2007 where the Campaign and WNTA jointly organized a consultation round with international organizations working in India on the opportunities to strengthen partnerships with civil society in the context of the MDGs. Over 35 representatives of various international organizations were present at this meeting, and spoke of their work and priorities in relation to the MDG agenda. The members also recognized the work and outcomes achieved by the collective platform provided by WNTA and several proposals were made towards developing further collaboration and strengthening the Campaign effort in India.¹⁸

At the 2007 Global Retreat, the Campaign agreed that partnership with GCAP should not preclude supporting campaigning on the MDGs by other faith based and civil society entities that are not or do not want to work as part of GCAP. Hence, since 2008, many new constituencies have been approached and encouraged to partner with the Campaign. This decision was at least partly arrived at after it was realized that the WNTA network was not sufficiently dense enough in several of the priority states. The decision on the addition of the new constituencies thus is a conscious effort to more effectively reach the local level and to involve organizations working with the marginalized communities.

Right from its outset the Campaign has always stressed the need for it to partner more directly with the UN. However the campaigns 2007 Retreat document stressed that although in general, the link with the UN system was assessed as generally positive, it was also diagnosed as patchy. In order to work in unison with the UN, the Campaign has initiated works in the eight states¹⁹ that were prioritized by UNCT in India.

From the internal *Stand Up* documents, it is evident that partnership with FBOs has boosted the outreach activities of the Campaign, especially in mobilizing people to *Stand Up*. One example would be partnership with the "Art of Living Foundation" which helped mobilize an additional 6 million people in 2007.

¹⁷ UN Millennium Campaign – DFID Support, Third Phase prepared by Social Development Direct for DFID, May 2008

¹⁸ <http://wadanatodoabhiyan.com>

¹⁹ The eight priority states and the MDG priority issues are: i) Uttar Pradesh – girl education and maternal mortality; ii) Bihar – education, health and employment; iii) Orissa – hunger, maternal mortality and social discrimination; iv) Madhya Pradesh – education and health; v) Chhattisgarh – education and health; vi) Jharkhand-malnutrition, education, health and exclusion; vii) Andhra Pradesh - Employment and viii) Rajasthan – maternal mortality and infant mortality

The partnership with the coalition and CSOs has been fruitful for the Campaign. The coalition is strong and boasts of capable members who are active in their constituencies and who have incorporated the MDGs in their internal mandate. There have been very few disagreements in the past within the coalition with regards to programs and funding.

However, some of the interviewees felt that the Campaign favors the coalition and so creates tensions between the coalition and the member CSOs. The Campaigns move towards encouraging coalition partners to apply for grants directly and not always through the national coalition secretariat has created mixed feelings within the partnership. Some of the interviewees felt that the Campaign should continue working with the coalition secretariat while some of them felt that for the state and local level coalition partners to be held accountable, they should be given responsibilities.

Some of the interviewees also felt that the Campaigns move to increase the number of partners has been too one-sidedly motivated by the desire to mobilize more people for the *Stand Up* event.

The interviewees were also asked about their perception on the identity of the Campaign within the partnership. The general perception seems to be that the Campaign is wearing different hats. The UN feels that the Campaign is wearing a CSO hat within the UN, which is contrary to what the CSOs feel, namely that the Campaign wears a UN hat.

“It is ok for the Campaign to wear different hats, but it should be out of conviction and not convenience” Evaluation Informant

There seems to be a general consensus amongst the UN respondents and the campaign’s staff that the link between the UN and the Campaign needs further strengthening, especially in terms of communication and coordination.

Expanding networks and adding new constituencies brings with it, finally, the question of sustainability. From the documents reviewed and the interviews it emerges that the national coalitions will remain at least until 2015. The perception of many interviewed is that the CSOs, FBOs and the youth organizations would continue to survive beyond the Campaign. However, the interviewees feel that the chances of these constituencies continuing work on the MDGs once the funding stops are unlikely. Carrying the campaign’s MDG legacy beyond 2015 by the partners is doubtful.

In summary, the choice to expand the network beyond the WNTA is seen as positive but one that needs to be carefully managed in order to avoid tensions between coalition and non-coalition partners. Second, the relationship between the Campaign and the UN needs to be strengthened in terms of communication and coordination.

5. Section 3: Case study Philippines

5.1.3.1 Context

The Philippines is a country with a diverse, multilingual, multiethnic and geographically dispersed population. Its population as of 2007 was estimated at 88.57 million. In the latest edition of the HDR for 2007/2008, the Philippines ranked 90th among 177 countries, down six places since the preceding computation when it was ranked 84th. Although its ranking dropped, the country remained in the category of countries with “medium human development” and its HDI maintained its upward trend from 0.758 in 2000 to 0.771 in 2005. Functional literacy rates and gross enrollment rates continued to be above that of the medium group average by 18.7 percent and 24.2 percent, respectively.

The Government of the Philippines has adapted the MDGs in its Medium-Term Philippine Development Plans. The Philippines has made considerable progress in poverty reduction, nutrition, gender equality, reducing child mortality, combating HIV and AIDS, malaria and other diseases and access to safe drinking water and sanitary toilet facility. Progress has been more limited on MDG targets concerning universal access to education, maternal mortality and access to reproductive health services. Socioeconomic development in the Philippines is uneven and poverty is characterized by wide disparities across regions and population groups. The country has a long history of armed conflict, particularly in the southern region of Mindanao, which has slackened economic development. Fourteen out of the twenty poorest provinces of the country are located in this region.²⁰

The Campaign supported CSOs in the Philippines as early as 2004 to organize White Band Days. It was only in 2006 the campaign was initiated, as a separate unit within the United Nations Country Team (UNCT). Even before the Campaign, however, the MDGs were already being advocated by the UNCT. In 2007, an Advocacy Technical Working Group (ATWG) was established within the UNCT with a vision of “Delivering as One” to deliver unified advocacy and messaging. Since late 2007, the Working Group includes the Campaign and is further made up of Senior Program and Information Officers and the UNFPA Country Representative, who is the Chair. ATWG works systematically on UN’s advocacy position in key areas for policy change and action and endorses all Campaign activities including that of the Campaign’s. Given the high degree of intertwinement of the Campaign with the UN, attempting to assess the achievements of the campaign in isolation from the UNCT in the Philippines has been very challenging.

5.2.3.2. Public Domain

Just as in India, the main focus of the Campaign in the Philippines has been the *Stand Up* event. The Philippines has broken a world record in mobilizing people, and in so doing, earned a place in the Guinness Book of records. In its first year (2006), 2.4 million Filipinos stood up against poverty and for the MDGs, followed by 7.1 million in 2007, followed by a whopping 35.2 million in 2008.

²⁰ 2007 Missing Targets: An Alternative MDG progress report, Social Watch Philippines

All over the country, prayers, medical services, tree-planting activities and information drives on MDGs were conducted. Even the diplomatic community conducted its own *Stand Up* activity by hosting a diplomatic reception at the Department of Foreign Affairs. The partners provided their support by organizing concerts, and awareness-raising activities in their communities.

As in India, a mixed picture emerges as to the effectiveness of the Campaign in actually raising awareness about the MDGs amongst the general public. Notwithstanding the numerical success of the *Stand Up* events, almost all the interviewees felt that the level of MDG awareness amongst the general public was very low in the Philippines. Like in India, the MDGs appear to be mainly well-known in government, the academe, CSOs and some leading media houses. In response to the “attribution” of the level of awareness, majority of the interviewees attributed the work to the UN's *Stand Up* events.

“It is only the UNDP and the government who talk about the MDGs”. Evaluation informant

Some of the interviewees expressed their discomfort on the Campaign partners engaging with the military to mobilize people to *Stand Up*. According to them it is an effective mechanism to mobilize large number of people through ordinance, but one that defeats the purpose of it being a CSOs movement i.e., a countervailing force to the government.

The interviewees expressed concern about *Stand Up* being approached as a one-off activity, i.e., not well-anchored in a concerted communication and campaign strategy. Related to this, is the concern about communicating the very term “Millennium Development Goals”, which is not an easy term to promote. The general perception of the interviewees is that the Goals should be promoted separately, as opposed to pitching them as a whole.

“If you tell the people about poverty, health and education, they can relate and react to it, but if you talk about the MDGs as a whole, they will miss the point”. Evaluation informant

5.3.3.3 Media Domain

In the Philippines, the media has been used mainly to promote and cover the *Stand Up* events. At the national level, the *Stand Up* event was launched to the media and received attention on both television and radio during and for a short while after the events. In order to optimize the sharing and gathering of information, web-based and text/SMS messaging were also used. Details of the Campaign were posted on the UN website and online editions of newspapers. E-mail announcements were also circulated through e-group mailing networks, thereby widening the reach and mobilization within a short period of time. To assist partners in explaining the details of how to participate in the Campaign, the UN developed brochures, posters and other information materials such as the Partner's Handbook, which served as a step-by-step guide for participating and making sure that their numbers would be

included.²¹ At the local level, the Campaign partners produced and disseminated information on the *Stand Up* events through various communication media, including local radio programs, meetings and assemblies, conferences, cultural shows and free concerts.

Most of the interviewees stated that the Campaign has been effective in creating a one-off spotlight on the MDGs, and that this had led to short term interest of the media like magazine features on the MDGs being broadcasted on a popular TV network, which also repeatedly featured one of the MDGs in their programs, and many newspaper columnists having adopted the MDGs. However, the respondents perceived that this had not led to an increase in media's interest on the MDGs over a longer and sustained term.

"The MDGs need to be "sensationalized", otherwise it will be hard to get the attention of the Philippine media". Evaluation informant

In summary, the media was successfully and extensively engaged to cover the *Stand Up* events, but has been largely absent in terms of promoting the MDGs more systematically and over the longer term.

5.4.3.4 Political Domain

In the political sector, the partnership between the Campaign, UNCT and coalition partners has taken some noticeable initiatives, some of which are highlighted below. In 2007, the Campaign supported the "36-Peso Challenge" initiated by a youth group within the GCAP. This Campaign called for an increase in the national poverty line from 36 pesos per person per day (less than US\$1), which is not sufficient to provide basic food and non-food needs contrary to claims made by the government. This Campaign provided a platform for discussion of other issues related to poverty and inequality, including policy advocacy for increasing budget allocations to the social sectors in the Philippines. This resulted in a review of the poverty benchmark by the Government and the poverty line being revised to 42 Pesos per day.²²

During the "7.7.7" related events, GCAP Philippines organized a series of activities, including a press conference, forums and national consultations related to the country's progress towards the MDGs, with support from the UNCT and the Campaign. The policy messages advocated for an increase of the government budget allocation for basic social services, particularly education, healthcare, housing and agriculture.²³

On Oct 17, 2008 the UNRC and the Deputy Director of the Regional office ceremonially met with the President in time for the Stand Up campaign.²⁴ Although this meeting did not yield any concrete outcomes, the interviewees felt that it has helped leverage the identity of the Campaign to some extent.

²¹ UNCT and Millennium Campaign partnership – learning from the Philippines experience, A strategic paper drafted by the UN Resident Coordinator, Philippines, February 2008

²² The Millennium Campaign Annual report 2007

²³ <http://gcaphilippines.com>

²⁴ www.undp.org/ph

Many of the interviewees perceived that the work of the Campaign in partnership with the UNCT has contributed to positively influencing MDG policy and/or practice of the national government. And while the current political will to achieve the MDGs was assessed as average by most interviewees, most also pointed out that there is ample room for the UN to influence the government, particularly through the Development Budget Coordination Committee.²⁵

“The government listens to the UN almost always, and the Campaign could push agendas through them”. Evaluation informant

5.5.3.5 Networks Domain

In the Philippines, the Campaign pre-dates GCAP, which was set up through Social Watch Philippines towards the end of 2004 with help from the campaign. The campaign since, has mainly partnered with the UN family and the national coalition GCAP Philippines. The most prominent partner for the Campaign is GCAP Philippines, which has 23 active members. GCAP Philippines is also a partner of the UNCT in most of their programs. From 2006 until 2008, the only partners of the Campaign were the GCAP Philippines and a CSO from Mindanao which, however, is also a member of the GCAP.

However, in 2008, collaborations were formed with government agencies, such as the National Anti-Poverty Commission, National Commission for Culture and the Arts, Department of Education; leagues, such as the League of Municipalities of the Philippines, schools and universities and private sector such as Microsoft Philippines, Globe Telecoms, etc. The collaboration was not financial, but with partner shouldering expenses related to their MDG campaigns.

“The Campaign itself does not have any direct partners, everything is channeled through the UN.” Evaluation informant

As of 2009, efforts are being made to bring on board newer constituencies which could further the work of the Campaign. The coalition members are being encouraged to apply for grants directly to the Campaign. For example, a partnership with local CSOs has been encouraged to empower the indigenous communities and the people of Mindanao.

The perception of majority of the interviewees on the relationship of the Campaign with its partners is that of a donor and recipient, this may be due to the fact that the funds are disbursed through the UN. The issue of sustainability also came up repeatedly and the interviewees were quite clear that the new and mostly under-funded CSOs would not be able to continue to work after the funding would stop. Most of the interviewees also felt that in most of the cases partnership is sought for one-off activities, and felt that the Campaign has not invested in its networks to fully utilize their potentials.

²⁵ The DBCC is a permanent committee made up of the heads of Cabinet departments performing economic functions and of the Bangko Sentral ng Pilipinas (Central Bank of the Philippines)

The general perception of the interviewees is that the Campaign should not limit itself to partnering only with the UN partners and that it should be able to work a bit more away from the UN and seek other potential partners who could leverage its work and identity.

6. Section 4: Conclusions and Recommendations

6.1. 4.1 Conclusions

The conclusions on public awareness to a very large degree converge for India and the Philippines and will therefore be presented as general conclusions. In terms of the political domain and networking, there were, however, marked differences between the two countries. Consequently, conclusions with regard to those two domains will be presented in a country-specific manner.

1.1.1 General

Public Awareness: The Campaign's most prominent approach to raising awareness amongst the general public has been through the *Stand Up* initiative, i.e., mass mobilization events whereby people symbolically *Stand Up* against poverty. During the *Stand Up* event there have been some actions taken as well e.g. 10 million trees were planted in India. In Asia, a documented 18 million people symbolically stood up against Poverty in 2006. This number increased the following year to almost 23 million and a total of 73 million in 2008. Consequently, there is an immediate association of the Campaign with the *Stand Up* events. But while these events have clearly been successful in rallying huge numbers of people, the findings of the evaluation fairly clearly indicate that the actual effect on raising awareness on the MDGs amongst the general public has been limited. The main reason cited is that *Stand Up* has been treated too much as a series of isolated events rather than as an instrument to systematically raise awareness.

In response to the extent the campaign has increased awareness of the MDGs amongst the general public, the evaluation concludes that albeit the level of awareness is low amongst the general public, it appears that whatever awareness on the MDGs has been raised, can largely be attributed to the Campaign's activities.

Has the *Stand Up* initiative strengthened the overall campaign? Summing up, majority of the interviewees seem to be critical about the objective of the *Stand Up*, and have raised questions about its effectiveness.

Media: The campaign has been effective in its media and communications engagement, but the media have been engaged largely to promote and cover the *Stand Up* events. This engagement, however, appears to have been predominantly on an ad hoc basis (i.e., limited to coverage of the actual events themselves) and there is no evidence of any strategic, long-term media partnership in either India or the Philippines. This lack of a more systematic engagement with the media is, for example, evidenced by the lack of recurring public debate on the MDGs.

1.1.2 Country Specific

Political: The evaluation brought a different assessment of the political will to achieve the MDGs in India and the Philippines. Although the Government of India has not adopted the MDGs as a planning tool, its development priorities are aligned with the MDGs and, in some cases, have even formulated over and above those goals. At the level of policy formulation and budget prioritization, the political will of the Indian government is largely undisputed. The main bottleneck in India is at the level of policy implementation, be it national, state or local level. In spite of the campaign directly lobbying with the Planning commission, Ministers, Member of parliaments, and bureaucrats at senior levels, in the past, there is no evidence of any noticeable changes in response to the lobbying. This by many of the interviewees has been attributed to non strategic and ad hoc lobbying.

The Government of the Philippines appears to be slightly less committed to achievement of the MDGs, even if the Goals have been mainstreamed in its Medium-Term Development Plans. As a consequence, there is a greater role for the Campaign to leverage pro-poor policy changes, the most prominent example being the success of the "36-Peso Challenge" campaign in raising the poverty line. For things to happen in the country there has to be massive pressure, that's why engaging CSOs is very important.

Now the question is whether or not the Campaign contributed to positively influencing MDG-policy and/or practice of national governments? The evaluation findings suggest only indirect attribution to the campaign for any positive influence in MDG-policy that has taken place. Since most of the advocacy work is undertaken by the campaign partners, who have multiple funding, the campaigns contribution was not clearly visible.

Networks: In both India and the Philippines, the Campaign's relationship with its partners has been perceived by the interviewees as positive.

By investing time and money in cofounding the GCAP in both the countries, the Campaign has helped build and strengthen citizens and/or organizations working on poverty and justice advocacy through the MDG campaigns. The campaign also has managed to mainstream the MDGs within its partner's agenda.

In India, the interviewees generally felt that the Campaign has chosen the right partners to work with up until now. The majority of the interviewees felt that the Campaign's approach to partner with constituencies outside WNTA, like faith-based organizations, local media, youth groups, governments and the private sector, would add impetus to the work of the Campaign. The findings suggest that the campaign has been successful in bringing new constituencies into campaigning for the MDGs, however most of the interviewees felt that the purpose has been largely to mobilize people for the Stand up alone.

In the Philippines, some of the interviewees expressed their discomfort about the current partnership arrangement between the UN and the Campaign. They felt that the Campaign should be more at arms' length of the UN and have a more distinct

identity of its own. This would notably include the opportunity to establish direct links with its partners, i.e., along the line that Campaign operates in India with the recommended improvements below. In India, on the other hand, although some interviewees felt that the link between the UN and the Campaign was cordial they felt that improvements could be made in terms of communication and coordination.

In both India and the Philippines the campaign has definitely leveraged its UN identity, the relationship between the campaign and the partners has been felt as that of a donor-recipient.

6.2.4.2 Recommendations

As we can see from the conclusions above, in the public awareness and the media domain the Campaign does not differ in its approach in both India and the Philippines. With this in mind, below are some general recommendations followed by country-specific recommendations for the political and networks domain.

1.1.3 General

Public Awareness: We recommend a continuation of *Stand Up* as one of the key public awareness activities of the Campaign. We also recommend, however, that *Stand Up*, should be underpinned by a more strategic, long-term approach to awareness raising as against its current, more ad-hoc implementation modality. *Stand Up* should be increasingly linked to events also of non-coalition partners, which are relevant to the objective of the Campaign. To create awareness at the local level, it is suggested that the Campaign produces and disseminates Information, Education and Communication (IEC) materials that are relevant and accessible in terms of language and simplicity. This should be done as a continuous activity and not just during specific events. The objective behind creating awareness on the MDGs should be to disseminate information to eventually empower the citizens to hold their government accountable to their promises.

Media: In the past, the Campaign did not develop a strategic partnership with mainstream media in India or the Philippines. In order to create general awareness on the MDGs, it is proposed that the Campaign ascertain selected media houses with high credibility and partner with them. It is recommended that the Campaign intensifies its awareness raising objective beyond the national to the local level by tapping on the community media, including, through engagement with community radio stations and folk theater.

More specifically, we would like to suggest that a concrete media strategy and plan be developed along the following lines:

- Highlight the MDGs and the work of the campaign and its partners in the media all year round: Sensitize the journalists on the MDGs, and provide them with ready-to-print materials;
- Create PSAs in national and regional languages, which are a good tool that should be reinforced for TV and radio;

- Clear messaging and appropriate media for the local level: the Campaign should invest in street theater, concerts, community radio talk shows and wall posters. Local and simple language is encouraged.

1.1.4 Country Specific

Political: In India, we recommend that the Campaign capitalizes on the existing alignment with MDG priorities and high political will of the government and focuses on challenges relating to policy implementation and service delivery. We also propose that the Campaign continue to work in the identified priority States, and increasingly focuses on partnering with and sensitizing the local authorities on good governance and service delivery.

For the Philippines, we propose that the Campaign intensifies its efforts at the national level, along the lines of concrete events like the "36-Peso Challenge" campaign. It would appear that the Development Budget Coordination Committee is a good entry point to do so. We also recommend that the Campaign adopts a local governance approach at the local level, i.e., simultaneously sensitizing local authorities on the MDGs and empowering local communities to hold their representatives accountable for achievement of the MDGs.

Networks: In India, the Campaign's work has primarily been carried out by the WTNA coalition at both the National and state levels. Since the WTNA network appears to be not always sufficiently dense on the ground in the eight priority states of the UNCT, we recommend that the Campaign increasingly looks into opportunities to partner with non coalition CSOs and other constituencies. A dense network on the ground becomes all the more important in light of the suggested focus on implementation as against policy formulation issues. The Campaign should be inclusive in its selection of FBOs, i.e., should try to include Muslims, Christians, Buddhist organizations alongside the currently predominant Hindu partners.

Although the campaign works only with elected governments, regardless of which wing they are from, concerns have been raised by most of the interviewees on a particular case in which the collaboration has been through a partner with a political party (government of that particular state) which is reputedly communal. In line with this, we recommend that the Campaign avoids even indirect involvement with communal political parties, as this could greatly hamper the image of the campaign. Finally, we propose that the Campaign make an effort to strengthen its working relationship with the UNCT, especially in terms of communication and coordination.

In the case of the Philippines, the Campaign's decision to go beyond support to the existing UN partners and the national coalition is recommendable. The Campaign should try to bring on board new partners primarily from regions which are behind in achieving its MDGs e.g. Mindanao. The interviewees felt that the Campaign needs to increasingly work directly with CS partners and also try to be visible outside of the UN. We recommend that the Campaign works on creating an identity of its own, without disconnecting itself from the UN mainstream in terms of communication and

coordination i.e., working together with the ATWG for certain activities while maybe just keeping them informed about the other activities decided and acted upon solely by the campaign.