

**MTV EXIT ASIA III**  
**A Campaign to Increase Awareness and  
Prevention of Trafficking in Persons**

**Independent Review**

**15<sup>th</sup> January 2012**



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## Aid Activity Summary

|                              |  |
|------------------------------|--|
| <b>Aid Activity Name</b>     | <b>MTV EXIT ASIA III</b>   |
| <b>Total Australian \$</b>   | A\$1.95 million  |
| <b>Total Other \$</b>        | US\$4.6 million  |
| <b>Delivery Organisation</b> | MTV EXIT   |
| <b>Partners</b>              | Anti-TIP organisations (state and NGO), private sector companies |
| <b>Country/region</b>        | Asia-Pacific (with a focus on South-east Asia)                   |
| <b>Primary Sector</b>        | Trafficking in People  |

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## Executive Summary

### 1. Introduction

This report documents the findings of the Independent Review of the MTV EXIT ASIA III Program. The Independent Review was commissioned to help AusAID assess the relevance of the Program to the anti-trafficking in people (TIP) sector and to assess whether the MTV EXIT campaign is effective in combating aspects of trafficking via its targeting of 'at-risk' groups. In addition, how MTV EXIT articulates and supports the wider anti-TIP sector, links to other AusAID programs, addresses both the supply and demand side of trafficking and stimulates policy change is identified as 'of concern' to AusAID. In addition, questions relating to sustainability, gender and cost effectiveness have been prioritised in this review. In turn, such issues link to the broader goal of this Independent Review, the findings of which, will help to inform and guide any future engagement with MTV EXIT that may be undertaken by AusAID.

MTV EXIT ASIA III is a large-scale multi-media campaign designed to raise awareness of trafficking in people (TIP) in the Asia-Pacific Region. The campaign employs a mix of high profile concerts, roadshows, television documentaries, national and international TIP-focused websites, public service announcements, as well as features and music videos. MTV EXIT's television material is broadcast nationally and regionally through MTV cable and terrestrial services. In addition to these outputs MTV EXIT produce printed material, supports youth forums and youth media capacity development camps (both designed to help push anti-TIP messages to the local level), as well as working with local partners to extend its messages and brand to areas that MTV EXIT would find difficult to target, i.e. rural locations. The current 3<sup>rd</sup> phase of the program is supported by both AusAID and USAID and is two years in duration (2010/11 - 2012/13).

The primary goals/objectives associated with MTV EXIT ASIA III include:

- a) The prevention of human trafficking in Asia through the delivery of a multi-pronged media and awareness-raising campaign;
- b) The improvement of target groups' knowledge, awareness and behaviour towards the issue of human trafficking.

There are also a number of secondary goals/objectives that focus on: (i) reducing the number of *high-risk* individuals and expanding the number of *low risk* individuals; (ii) creating sustainability; (iii) the development and implementation of the monitoring and evaluation (M&E); and (iv) the public relations campaign associated with the program.

The MTV EXIT ASIA III program has six main 'components' of program delivery. These include:

- a) 'On Air' - this component focuses on television and video production, public service announcements, music videos and radio broadcasting;
- b) 'On the Ground' - this component involves the staging of concerts, youth and creative media forums, as well as month-long roadshows;

- c) 'Anti-Trafficking in Persons Material' - this component focuses on the development of information and awareness raising materials;
- d) 'Partnerships' - this component focuses on the development of strategic partnerships with governments, NGOs, artists, broadcasters and media outlets, youth organisations, the private sector;
- e) 'Online' – this component focuses on the development of online content that builds a 'digital footprint' for the Program;
- f) M&E - focuses on assessing project outputs in terms of their impact on knowledge, attitudes and practice (KAP).

## 2. Lessons learned

There are many lessons that have emerged from the findings associated with the MTV EXIT ASIA III Independent Review process. These lessons highlight that while MTV EXIT has a number of technical deficiencies, it is an organisation that adds value to the anti-TIP sector. The detailed findings associated with this Review can be found at Section 2 of the main text of this report. Lessons learned include:

- a) The potential reach and influence of MTV EXIT's campaign is enormous and highly influential and adds a new platform to anti-TIP messaging in the region;
- b) The MTV EXIT ASIA III Program design would have benefited from having a clear AusAID communication for development (C4D) policy framework with which to articulate, one that sets out the principles AusAID expects effective C4D interventions to adopt. Despite being active in the C4D field AusAID currently offers no policy or guidance on C4D to its partner organisations;
- c) In order to consolidate its role as a broad-based, awareness-raising organisation, MTV EXIT needs a greater understanding of C4D and country-by-country TIP information to maximise their potential and reach;
- d) MTV EXIT needs to develop a stronger learning culture and is over-reliant on external evaluators. There is a need to better understand and integrate M&E processes into ongoing program implementation (through enhanced MTV EXIT human resource capacity in research and learning);
- e) Programs need clear and targeted messaging with a call to action and that promotes behaviour change. The generic messaging of many of MTV EXIT's outputs does not feature a behaviour change mechanism and it is hard to be convinced of MTV EXIT's behaviour change claims when basic technical inputs associated with effective behaviour change message development are absent;
- f) The introduction of relatively simple quality control measures such as checklists and better internal communication will ensure key messages are delivered with consistency and effectiveness across MTV EXIT's multimedia platforms;

- g) The use of celebrities can be effective and a powerful tool for raising awareness but can be counterproductive if the celebrity is not adequately briefed or is disinterested in the essence of the campaign;
- h) The M&E component of the program would benefit from the use of qualitative and participatory research aimed at further highlighting the program outcomes;
- i) Follow-up after in-country work is necessary for a sustained impact and for developing local partnerships;
- j) The inclusion of proper risk assessment frameworks would help MTV EXIT enhance quality by ensuring potential pitfalls and problems are considered prior to implementation;
- k) The lack of an appropriate sustainability model means that if funding were removed tomorrow the work would not continue;
- l) There is a significant lack of an appreciation of gender in both program design and implementation.

### **3. Recommendations**

The recommendations outlined below address aspects of MTV EXIT's current practice and highlight a number of areas that need to be strengthened in order for that practice to become more effective, driven by behaviour change principles and relevant to groups that are 'at risk' of being trafficked. Several recommendations also relate to how AusAID manages the current program and these are also outlined below.

#### **3.1 MTV EXIT Recommendations**

It is recommended that:

- a) MTV EXIT should be encouraged to continue to narrow its focus through concentrating human and financial resources on the countries where high supply (and to a lesser extent, demand) exists. TIP supply is closely linked to poverty and AusAID's mandate dictates that the poor and most vulnerable are prioritized in aid delivery;
- b) MTV EXIT strengthens its design process and links the rationale for its approach to wider anti-TIP and donor policy;
- c) MTV EXIT could link more effectively and systematically to other regional AusAID anti-TIP initiatives (i.e. ARTIP, ILO Triangle). With AusAID, they should investigate such linkages, especially their potential to support work undertaken with the police and judiciary;
- d) MTV EXIT is active in the field of advocacy and should thoroughly reflect on the active role that they play. They should have a clearly defined advocacy strategy and this

should be supported with appropriate advocacy objectives and indicators within the MEF. Currently, assessment of their advocacy work is understated;

- e) MTV EXIT has some significant technical deficiencies. They should be encouraged to strengthen their technical capacity through organisation-wide training in C4D and Behaviour Change Communications (BCC) approaches. This will them to address the technical issues identified that centre on the priority areas of targeting risk groups, on message development and on Quality Assurance (QA);
- f) MTV EXIT needs to develop appropriate QA mechanisms capable of ensuring the rigour of their outputs and the consistency of their messages. QA measures and checklists should be developed to ensure that: (i) BCC principles are enshrined in their work; (ii) gender is given serious consideration; and (iii) that outputs are rigorously tested with target audiences;
- g) MTV EXIT should be encouraged to continue working in areas where they 'add value', i.e. in broad awareness raising. MTV EXIT should be encouraged to disaggregate their audience more rigorously. Too many people are lumped into the 'high risk' group leading to unrealistic M&E claims concerning impact. Disaggregation of 'risk groups', target groups and stakeholder can help with the development of more specific and relevant messages;
- h) MTV EXIT should ensure that relevant, knowledgeable and well-briefed celebrities are used to promote their TIP messages and that any such outputs prioritise a 'useful' message. The value of shelter visits is unclear to the Review Team and celebrities are ill equipped to support a strong anti-TIP message;
- i) MTV EXIT sometimes employs pejorative language in its messaging and survey work, i.e. the use of the term prostitutes and prostitution, and should be avoided in future work as it has the potential to create unintended stigma;
- j) MTV EXIT should conceptualise its existing M&E in the language of 'behavioural intent' rather than in 'behaviour change', as the current narrative employed leads to unrealistic claims concerning behaviour change;
- k) MTV EXIT should be encouraged to develop a clear MEF, one that covers the full scope of the program, its goals, objectives, outputs, indicators and assumptions/risks. This process should be supported with the development of a Theory of Change that will help MTV EXIT to consider and capture the causal relationships between their work and the goals/objectives. The establishment of clear goals, objectives, outcomes and activities is an absolute priority for future MTV EXIT program design;
- l) MTV EXIT are over-reliant on external evaluators and lacks internal human resource capacity in the areas of research, learning and M&E. This limits their ability to integrate impact findings or formative research into ongoing implementation and practice. Strengthening internal M&E and research and learning capacity will: (i) allow MTV EXIT to adopt some of the functions of its M&E and bring them 'in-house'; (ii) allow for a better articulation with the external M&E provider; (iii) help foster organisational learning and inform practice in a more rigorous way; (iv) help build a better organisational understanding of TIP issues on a country-by-country basis (through the

development of specific country papers outlining TIP issues); and help strengthen organisational sustainability. MTV EXIT should, as a priority, undertake an organisational analysis of how they integrate M&E findings or research on TIP issues into practice;

- m) MTV EXIT should consider strengthening its engagement in high priority countries to ensure that their message is sustained over the longer-term. They should look at options to recruit in-country coordinators to link local anti-TIP organisations, local media and the private sector;
- n) MTV EXIT has no clearly laid out strategy for how sustainability is planned for, how it is measured and what constitutes success. A clear sustainability plan, with objectives and indicators, should be developed to inform current and future practice;
- o) MTV EXIT should develop a clear gender strategy (that cites objectives and M&E indicators) to ensure that a consideration of gender occurs for all training, capacity building, all media outputs and related activities. This will aid QA;
- p) MTV EXIT has no clear risk management strategy via which assumptions can be tests and risks can be offset. For a project of this scale it is essential that risk be considered. A strategy should be developed as a priority.

### **3.2 AusAID Recommendations**

It is recommended that:

- a) AusAID have been supportive of MTV EXIT and the officer in charge has been instrumental in getting the program to focus on high priority countries. However, AusAID lacks technical capacity in C4D and BCC and should draw in this capacity, as required, to support the MTV EXIT ASIA III program;
- b) The design and approach of the MTV EXIT ASIA III Program is partially constrained by the lack of direction that AusAID provides about the agency's policy aims and objectives in the field of C4D and BCC;
- c) In any subsequent phases of the MTV EXIT ASIA program AusAID should support a more thorough design phase in order to improve the rigour of any subsequent PDDs, but also to help build the organisational capacity of MTV EXIT. AusAID should also consider the potential for 'scale-up' in any future MTV EXIT phase (in line with future increases in AusAID budgets and the call for longer funding cycles in order to reduce transaction costs) and the fit with their wider regional anti-TIP work.



## Acronyms

|          |   |
|----------|---|
| ARTIP    | Asia Regional Trafficking in Persons Project          |
| AusAID   | Australian Agency for International Development       |
| BCC      | Behaviour Change Communication                        |
| C4D      | Communication for Development                         |
| DAC      | Development Assistance Committee                      |
| GoA      | Government of Australia                               |
| IACAT    | Inter-Agency Council Against Trafficking              |
| ILO      | International Labour Organisation                     |
| KAP      | Knowledge, Attitudes and Practice                     |
| M&E      | Monitoring and Evaluation                             |
| MEF      | Monitoring and Evaluation Framework                   |
| MTV      | Music Television                                      |
| MTV EXIT | MTV End Exploitation and Trafficking                  |
| NGO      | Non government organisation                           |
| OECD     | Organisation for Economic Cooperation and Development |
| PDD      | Project Design Document                               |
| PR       | Public Relations                                      |
| PSA      | Public Service Announcement                           |
| QA       | Quality Assurance                                     |
| TIP      | Trafficking in People                                 |
| TOC      | Theory of Change                                      |
| TOR      | Terms of Reference                                    |

## 1. Introduction

1.1 This Independent Review examines the AusAID-supported MTV EXIT ASIA III Program, which is designed to raise awareness of human trafficking issues across the Asia-Pacific Region. Its findings are organised according to the Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) and AusAID core evaluation criteria, which place a priority on relevance, effectiveness, efficiency, monitoring and evaluation/impact, sustainability, gender equality, and analysis and learning. The Review was undertaken between the 26<sup>th</sup> October and 11<sup>th</sup> November 2011, with the consultants (Dr. Andrew Skuse and Dr. Scott Downman) visiting Manila, Philippines, to observe an MTV EXIT concert event and associated activities between the 26<sup>th</sup> and 29<sup>th</sup> October. Further fieldwork was to occur in Bangkok, Thailand, between the 31<sup>st</sup> October and 2<sup>nd</sup> November, but was cancelled by AusAID due to the exceptional flooding that occurred there over the month of October. Subsequently, these interviews were completed by telephone and/or Skype conferencing during the period 6<sup>th</sup>-11<sup>th</sup> November. It is proposed that a follow-up visit to Bangkok will now occur in late-January 2012 to finalise discussions, interview contacts that the Team has been unable to access and feedback report findings to program stakeholders. An extract from the Review Terms of Reference (TOR), detailing its scope, can be found at Attachment A, while a full list of individuals and agencies consulted during the Review is set out at Attachment B. This list also provides details of the people that the Team intended to interview, but were unable to, during the review process.

### 1.1 Activity background

1.1.1 MTV EXIT ASIA III is a large-scale multi-media campaign designed to raise awareness of trafficking in people (TIP) in the Asia-Pacific Region. The campaign employs a mix of high profile concerts, roadshows, television documentaries, national and international TIP-focused websites, public service announcements, as well as features and music videos. MTV EXIT's television material is broadcast nationally and regionally through MTV cable and terrestrial services. In addition to these outputs MTV EXIT produce printed material, supports youth forums and youth media capacity development camps (both designed to help push anti-TIP messages to the local level), as well as working with local partners to extend its messages and brand to areas that MTV EXIT would find difficult to target, i.e. rural locations.

1.1.2 The current phase focuses on contexts in which there is a high incidence of TIP. Countries such as Thailand, Philippines, Cambodia, Vietnam, Indonesia and Malaysia fuel both supply and demand for TIP. These contexts are the focus for MTV EXIT's mass media outputs, as well its 'on-the-ground' concert events, roadshows and youth forums/media capacity development camps. In addition, MTV EXIT ASIA III focuses its mass media outputs (mainly through television broadcasting) on Burma, China, Japan, Laos, Republic of Korea, Taiwan and Singapore. The project design document (PDD) also references a focus on India and Nepal.

1.1.3 Two previous phases of the MTV EXIT Campaign have been undertaken, with USAID and AusAID supporting Phases Two and Three in partnership. The current phase will be completed in 2012 and reflects an AusAID spend of A\$1.95 million, out of a total spend of US\$4.6 million. Another significant feature of the MTV EXIT approach is their ability to lever additional human and financial resource support for the campaign. This support comes in the form of additional corporate funding, MTV and non-MTV airtime and a range of in-kind services (flights, hotels, production costs, logistics, public relations [PR] and web design). MTV EXIT

suggest that they are able to lever in-kind and corporate funding on a ratio of 10:1, relative to the donor support that they receive, i.e. for every \$1 of donor income, they lever an additional \$10 of support. This support is quantified in the MTV EXIT ASIA III PDD.

## 1.2 Goals and Objectives

1.2.1 The MTV EXIT ASIA III PDD is very difficult to assess in terms of clearly defining the program's higher-level goals and objectives. There is no concise summary of the goals, objectives and outcomes, or the indicators against which they will be assessed. There is no clearly stated theory of change (TOC) that demonstrates the process and inputs that lead to social and behavioural change. There is no clearly defined gender strategy or sustainability plan. Further, there is no clear assessment of risks and assumptions associated with the program. Establishing a clear and succinct definition of goals, objectives and intended outcomes, set against appropriate indicators and means of verification is a priority for MTV EXIT and should be reflected in any future program design processes into which they enter. The goals/objectives below have been extracted from various sections within the existing PDD and consequently may not be fully comprehensive. Identified goals/objectives associated with MTV EXIT ASIA III include:

- a) The prevention of human trafficking in Asia through the delivery of a multi-pronged media and awareness-raising campaign.
- b) The improvement of target groups' knowledge, awareness and behaviour towards the issue of human trafficking.
- c) Reduce the number of *high-risk* individuals and expand the number of *low risk* individuals. Reducing the *high-risk* while increasing the pool of *moderate risk* individuals is also a positive outcome, as it reduces the *high-risk* population.
- d) Create sustainability for the successful MTV EXIT campaign methodology, which has been developed over the past 5 years into an initiative that has proven to have a positive impact on knowledge, attitudes and behavior vis-à-vis TIP.
- e) Identified research and/or monitoring and evaluation (M&E) objectives include: (i) to determine main focus for message delivery at the event; (ii) to measure impact of the event in terms of building knowledge and awareness; (iii) to measure change in attitudes, especially attitudes related to unawareness, denial, discrimination, prejudice, apathy; (iv) to measure change in behavior or behavioral intent; (v) to gain an insight into event effectiveness and wear-out effect; and (vi) to determine the extent to which different event elements impact on overall event performance.
- f) PR campaign objectives include: (i) awareness of campaign existence; (ii) recognition of MTV's role; (iii) the PR and marketing initiatives can convey specific campaign messages to the audience; (iv) anti-TIP sector engagement; (v) product promotion and viewer maximisation (to increase impact).

### **1.3 MTV EXIT Program Components**

1.3.1 The MTV EXIT ASIA III PDD identifies five main areas or 'components' of program delivery. These include:

- g) 'On Air' - this component focuses on television and video production, public service announcements, music videos and radio broadcasting. The outputs associated with this component are distributed both regionally and nationally through cable and terrestrial television services;
- h) 'On the Ground' - this component involves the staging of concerts, youth and creative media forums, as well as month-long roadshows that target schools, universities, community and religious centres;
- i) 'Anti-Trafficking in Persons Material' - this component focuses on the development of information and awareness raising materials, including training manuals and 'tool-kits' for NGOs, governments, international organisations and youth leaders;
- j) 'Partnerships' - this component focuses on the development of strategic partnerships with governments, NGOs, artists, broadcasters and media outlets, youth organisations, the private sector and donors to increase the depth of impact associated with the MTV EXIT Program's outputs and approaches, as well as harmonisation of project activity with national policies and plans of action;
- k) 'Online' – this component focuses on the development of online content that builds a 'digital footprint' for the Program and enables an alternative form of information dissemination and awareness raising.

1.3.2 In addition to these aforementioned media/communications components, MTV EXIT also places a specific focus on:

- l) M&E - focuses on assessing project outputs in terms of their impact on knowledge, attitudes and practice (KAP). It also provides findings on target audiences and 'at risk' groups, their behaviour and exposure to anti-TIP messages. M&E takes a multiphase KAP approach (i.e. a before and after approach in which KAP is measured prior to exposure and after exposure to outputs). MTV EXIT also assesses the reach and distribution of outputs (i.e. in terms of audience size, number of outputs, number of materials disseminated).

### **1.4 Review Objectives and Scope**

1.4.1 The Review TOR (see Attachment A) prioritised a number of objectives. These were to:

- a) Assess MTV EXIT's lasting contribution to and impact on preventing human trafficking in South-East Asia;
- b) Assess the robustness of MTV EXIT's monitoring and evaluation (M&E) methodology.

#### 1.4.2 Additional Review objectives included:

- a) Assessing the effectiveness of MTV EXIT against identified goals and objectives;
- b) Identifying any significant barriers to achieving the Program outputs and outcomes;
- c) Identifying any positive or negative impacts resulting from the Program;
- d) Identifying which Program activities have been successful and which have been unsuccessful;
- e) Assessing whether the current model of program delivery is the most efficient means of targeting key stakeholders and 'at risk' groups;
- f) Assessing the relevance and contribution of MTV EXIT (against pre-identified goals and objectives) to Australia's complementary human security programs in South East Asia, as well as to the Australian Government's newly articulated strategic aid objectives;
- g) Assessing the relevance and contribution of MTV EXIT to the counter-trafficking sector, including how the campaign contributes to and aligns with efforts by partner governments, service providers and NGOs;
- h) Analysing the effectiveness of the MTV EXIT campaign in combating trafficking from both the demand and the supply side;
- i) Examining the strengths, weaknesses and assumptions of MTV EXIT's monitoring and evaluation methodology and the extent to which it is capable of accurately measuring the awareness or prevention of human trafficking amongst 'at risk' and vulnerable groups;
- j) Assessing the extent to which MTV EXIT promotes a 'learning culture' in which M&E findings and analysis are integrated into and affect ongoing program activities;
- k) Examining the extent to which the program advances gender equality and integrates a gender focus across all of its research and learning, program activities and impact assessment;
- l) Assessing the sustainability of the MTV EXIT contribution to the counter-TIP sector;
- m) Assessing the extent to which the MTV EXIT campaign is affecting government policy in the TIP sector;
- n) Assessing the relevance and contribution of MTV EXIT as a Communications for Development (C4D) activity.

1.4.3 A list of questions developed in response to the DAC/AusAID evaluation criteria and a list of thematic questions relating to the content of the MTV EXIT ASIA III Program can be found at Attachments C and D. These questions helped to guide the interviews conducted with both MTV EXIT and other anti-TIP stakeholders. The Review Team sought to address these questions as comprehensively as possible, though a number of constraints, which are outlined below in Section 1.5, impinged on the Review Team's ability to gather data and affected its quality.

## 1.5 Review Methodology

1.5.1 The team assessed MTV EXIT against the evaluation criteria defined in *AusAID's Guideline: Manage the Independent Evaluation of an Aid Activity* - relevance, effectiveness, efficiency, monitoring and evaluation/impact, sustainability, gender equality and analysis and learning. Prior to mobilisation the team reviewed relevant documents provided by AusAID including:

- a) The MTV EXIT ASIA III Project Design Document;
- b) ARTIP Project Design Document;
- c) ILO Triangle Project Design Document;
- d) Independent Review of Aid Effectiveness (2011);
- e) An Effective Aid Program for Australia - Making a Real Difference - Delivering Real Results (2011);
- f) Global Alliance Against Traffic in Women - Feeling good about feel bad: A Global Review of Evaluation in Anti-trafficking Initiatives (2010);
- g) Material from AusAID's website:
  - Regional policy on TIP: <http://www.usaid.gov.au/country/peopletraffick.cfm>
- h) A selection of documents from regional TIP websites, including:
  - Overview of TIP: <http://www.state.gov/g/tip/rls/tiprpt/2011/164220.html>
  - Thailand: <http://www.unhcr.org/refworld/country,,,THA,4562d8cf2,4e12ee4137,0.html>
  - Indonesia: <http://www.unhcr.org/refworld/country,,,IDN,,4e12ee734b,0.html>
  - Vietnam: <http://www.unhcr.org/refworld/publisher,USDOS,,4e12ee37c,0.html>
  - Philippines: <http://www.unhcr.org/refworld/docid/4e12ee53c.html>
- i) Material supplied by MTV EXIT included: music video PSAs, celebrity documentaries and footage from previous On-Air and On-the-Ground events, as well as print material.

1.5.2 The Review approach was influenced by a number of time constraints associated with the field component of the work. The scheduled visits to Manila (26<sup>th</sup> - 29<sup>th</sup> October) and Bangkok (31<sup>st</sup> October - 2<sup>nd</sup> November) were short relative to the ambitious scope of the Review TOR (see Attachment A). Therefore, approaches that maximised the potential to elicit significant quantities of data over a very short period of time, such as focus groups and short workshop sessions, were outlined in planning for the Review. The approaches used during the Review included: (i) desk review of existing MTV EXIT and AusAID literature (including print and electronic material); (ii) qualitative semi-structured interviews; (iii) focus group discussions; (iv) workshop sessions; and (v) the collection and analysis of available secondary data of relevance to the review process. The framework for the two workshop sessions conducted with MTV EXIT staff can be found at Attachment E.

1.5.3 The main methodological weaknesses associated with the review included:

- a) The relatively limited field time committed to the Review;
- b) The limited potential to pursue interviews with the beneficiaries of the Program (i.e. people 'at risk' of being trafficked or 'users' of people that have been trafficked);
- c) The geographical focus of the review was urban, and the availability of anti-TIP organisations working in rural locations, from where many people are trafficked, was limited as a result;
- d) Disruption to the planned schedule of meetings caused by weather-related events (i.e. the significant flooding that occurred in Thailand in October);
- e) A lack of a local perspective in the Thailand-based interviews (which focused mainly on regional stakeholders), comparative to Philippines, resulting in national findings being based on a single context;
- f) AusAID's lack a clearly defined policy framework in which to locate its communication for development (C4D) program work and partnerships;

- g) Telephone, Skype and e-mail communication, in lieu of the face-to face meetings that should have occurred in Bangkok (31<sup>st</sup> October to 2<sup>nd</sup> November), affected the quality and quantity of the data gathered.

In total, the team consulted with 32 people (16 males and 16 females) from a wider variety of organisations (see Attachment B for a full list).

## 1.6 Review Team

1.6.1 The team members had little or no contact with MTV EXIT prior to the review and therefore brought no discernable conflicts of interest to the Review. The Review Team included a Team Leader/C4D specialist (Andrew Skuse) and a TIP specialist (Scott Downman). The Team Leader (Andrew Skuse) had primary responsibility for providing technical inputs/insights to communication for development (C4D), with a particular focus on:

- a) The definition of high/medium/low risk groups by MTV EXIT and the extent to which M&E captures/understands risk.
- b) The robustness of the M&E approach, what it tells us about impact and whether the impact claimed by the program is fair;
- c) The development of the MTV EXIT messaging strategy, how outputs are developed and tested and how MTV EXIT links with ground-level anti-TIP organisations.

1.6.2 Trafficking in Persons Specialist (Scott Downman) had primary responsibility for providing technical advice to the Team Leader on trafficking issues, with a particular focus on:

- a) How risk of being trafficked is defined, where trafficked persons come from, the strategies associated with stopping trafficking, insights into 'users' of trafficked persons and the extent to which MTV EXIT understand the structural factors that drive trafficking;
- b) Providing insights into the types of messages/information/practices that are useful for persons 'at risk' of being trafficked or 'users' of trafficked persons.

1.6.3 The Team openly declared and discussed their potential biases at the commencement of the Review. During the review process they tested and challenged views and assumptions to ensure that the Review findings were balanced and as accurate as possible.

## 2. Review Findings

### 2.1 Relevance

***To determine if the activity is contributing to the higher-level objectives of the aid program outlined in country and thematic strategies.***

2.1.1 The MTV EXIT ASIA III Project Design Document (PDD) main goals are: (i) to prevent 'human trafficking in Asia through the delivery of a multi-pronged media and awareness-raising campaign'; and (ii) the 'improvement of target groups' knowledge, awareness and behaviour towards the issue of human trafficking'. These MTV EXIT program goals articulate with some of

the higher-level objectives of the Australian aid program and with specific country and thematic strategies:

- a) The recent AusAID Review of Aid Effectiveness (2011) supports the expansion of Australian aid, though it is in the context of doing fewer, bigger interventions. The implications for the MTV EXIT ASIA III program (as well as for AusAID regional strategy) is that the program should be encouraged to: (i) continue to narrow its focus, i.e. concentrate human and financial resources on the countries within the region in which supply and demand for people that have been trafficked is high; (ii) sharpen its focus on poverty and vulnerability (in line with the Aid Effectiveness Review's primary recommendation of helping poor people overcome poverty); (iii) think about the potential for 'scale-up' in any future phase (in line with future increases in AusAID budgets and the call for longer funding cycles in order to reduce transaction costs); (iv) continue to draw in the private sector to partnerships that support human development; and (v) build rigorous gender and risk management strategies (in line with other recommendations contain in the Review).
- b) AusAID's (2007) policy *Building Demand for Better Governance* outlines the role that media can play in holding Governments to account and making them more responsive to the needs of their citizens. It describes how the media sector is crucial to promoting key government and community services in areas such as health, education and disaster response. The MTV EXIT ASIA III program uses mass media and mass events (concerts) to stimulate policy dialogue and public debate concerning TIP-issues and works to address issues of corruption, abuse of power and the realisation of human rights. From this perspective, the MTV EXIT intervention articulates closely with AusAID policy.
- c) AusAID has a holistic anti-trafficking approach to assist governments and communities in South East Asia (as outlined at <http://www.ausaid.gov.au/country/peopletraffick.cfm>). This approach aims to strengthen the capacity of governments and communities in the region to prevent trafficking, punish perpetrators and support victims. The MTV EXIT ASIA III program has an awareness-raising platform that also seeks to prevent trafficking in several target countries. While awareness raising and prevention are the project's main, broad objectives, the MTV EXIT ASIA III Program has the potential to play an important role in reducing the stigma of those subjected to human trafficking and labour exploitation.

2.1.2 While broadly relevant to the anti-TIP agenda, the current MTV EXIT ASIA III PDD fails to integrate the rationale for its approach or identify its relevance to wider AusAID regional, country or thematic strategy. In its own right, this reflects a number of issues. First, as a relatively young organisation MTV EXIT is feeling its way into the development sector. Essentially, it is still working to sharpen its relevance to the wider development sector and specific anti-TIP sector. The primary experience of MTV EXIT's staff is in the mass media sector and donors such as AusAID and USAID recognise that MTV EXIT is an organisation that needs to be nurtured to develop in a way that: (i) contributes constructively to poverty and vulnerability reduction, as well as social protection; (ii) strengthens its 'learning culture' through adaptation of its M&E approach; (iii) supports the development of internal technical capacity in M&E and communication for development and/or behaviour change communication approaches; (iv) strengthens its quality control mechanisms to ensure quality of outputs; and (v) realises its potential in terms of linking with other anti-TIP initiatives.



2.1.3 The relevance of the design of MTV EXIT ASIA III is partially constrained by the lack of direction that AusAID provides about the agency's policy aims and objectives in the field of communications for development (C4D). While there is no clear C4D AusAID policy with which MTV EXIT can articulate, there is no significant attempt to align their approach with current thinking on C4D policy, planning and practice. This may be due to a lack of human and/or financial resources, the prioritisation of other policy and program areas at present, weak integration of a communications for development perspective into other policy and program areas, a lack of consistent technical advice on C4D and approaches to media strengthening or to limited internal capacity in AusAID to assess the technical quality of media/communication-related interventions. AusAID is also hampered by the weakness (relative to North America, Latin America, Europe and South Asia) of the C4D sector in Australia/Oceania, where few technical resources exist.

2.1.4 While lacking the technical skills and experience to fully link their approach (as designed) to wider AusAID national, regional or strategic development priorities, the MTV EXIT ASIA III program nonetheless is highly relevant to national anti-TIP agendas in a wide range of countries across the Asia-Pacific Region. It is organised as a regional program, with local interventions occurring in priority countries. The program links in an ad hoc way with existing AusAID-supported regional programs (i.e. ARTIP, ILO Triangle). These regional stakeholders were supportive of MTV EXIT's contribution and the 'value added' by them to the wider anti-TIP sector. Organisations/programs such as ARTIP, The International Labour Organisation (ILO) and Human Rights Watch noted that MTV EXIT brings a dynamism and enthusiasm to their communication work that should be nurtured. This suggests that better coordination between AusAID supported anti-TIP programs could usefully enhance the relevance of the MTV EXIT ASIA III program.

2.1.5 While links to other regional AusAID-supported programs is relatively weak. National anti-TIP stakeholders voiced strong support for the national contribution made by MTV EXIT (based on the Philippines data). This was in the context of their own limitations in terms of the human and financial resources necessary to produce national or regional mass media interventions that address TIP issues. National anti-TIP stakeholders in the Philippines suggested that MTV EXIT was a crucial component of the wider 'effort' against trafficking. UNICEF Philippines suggested that 'big communications' of the type produced by MTV EXIT was beyond their reach and that large-scale communication played an important companion role to their more targeted local activities of local anti-TIP organisations. Other organisations such The Philippines Inter-Agency Council Against Trafficking (IACAT) and Visayan Forum Foundation voiced strong support for the relevance of MTV EXIT's approach and contribution. Their relatively modest resources means that they undertake targeted work with people that have been trafficked and are active in using MTV EXIT materials (mainly documentaries) in work with specific anti-TIP stakeholders, such as the police or youth groups. Local TIP stakeholders noted that the MTV EXIT program helped to raise broad awareness, reduce demand behaviour and played an important advocacy role, i.e. in providing a platform for politicians and policymakers to voice support for anti-TIP enforcement measures, policy and legislation.

## **2.2 Effectiveness**

***To determine whether the activity is on track to achieve its objectives.***

2.2.1 The MTV EXIT ASIA III PDD is hard to interrogate, does not lay out the goals objectives, outcomes, activities and M&E indicators (nor risks or assumptions) against which the program will be measured in either a systematic or clear fashion. The PDD has to be 'mined' for such data; therefore assessing progress against any clearly defined success criteria is highly problematic. The establishment of clear goals, objectives, outcomes and activities is a priority for future MTV EXIT program design. In any subsequent phases of the MTV EXIT ASIA program AusAID should support a more thorough design phase in order to improve the rigour of any subsequent PDDs, but also to help build the organisational capacity of MTV EXIT.

2.2.2 Because of the way in which the PDD is organised the effectiveness of the program cannot be meaningfully assessed because there is no clear statement or organisation of what MTV EXIT is trying to achieve. Further, there is no accessible/meaningful baseline against which the stated goal could be adequately measured. The ability to measure effectiveness is further hampered by the broad targeting of the general public and little by way of ancillary targeting of specific target/risk groups. Regional anti-TIP stakeholders suggested that MTV EXIT played an important role in broad awareness raising, but that tracing impact in terms of prevention or behaviour change was extremely difficult for all anti-TIP organisations.

2.2.3 While, MTV EXIT performs a valuable role in broad-based awareness raising, their practice reflects some significant technical deficiencies, given the scale of their budget. Their understanding of who is 'at-risk', who drives demand and the other stakeholders that influence outcomes for trafficked persons, is hampered by their reluctance and/or inability to identify clear target audiences/groups. The majority of their anti-TIP messages are targeted at the general public, when specific messages targeting specific groups/stakeholders could potentially have more impact. While there is a clear role for broad-based awareness raising, it is widely accepted that specific groups need specific messages, i.e. the messages targeting 'at risk' individuals would be different from those targeting key stakeholders such as the police or social workers.

2.2.4 Opinion emerging from stakeholder interviews was mixed in terms of whether MTV EXIT should be encouraged to take a more focused approach to targeting. Some regional commentators suggested that MTV EXIT should be encouraged to continue working in areas where they 'add value', i.e. in broad awareness raising. Here, it was suggested that the targeting of specific 'risk' or 'use' groups could be done more effectively by other specialist organisations (for example those that target high vulnerability ethnic groups) and that encouraging MTV EXIT to differentiate their audience more clearly carried with it a risk of reducing the broad youth-focused appeal of its current work.

2.2.5 While concern was voiced over any radical changes to the MTV EXIT approach, both national and regional stakeholders were nonetheless critical of how 'risk' is understood and especially assessed in its M&E practice. While some national anti-TIP stakeholders in The Philippines argued, like MTV EXIT, that anyone without knowledge is potentially 'at risk'. Regional stakeholders were especially critical of: (i) lumping those who are vulnerable to being trafficked in with those who may stimulate demand, or simply those who lack knowledge or have a bad attitude towards migrants or people that have been trafficked; (ii) the fact that the MTV EXIT approach to risk includes too many people in the high risk category when they may be at little risk; (iii) the highest risk groups were unlikely to be exposed to MTV's messages because of their socio-economic situation and/or being unable to speak the language of MTV's messages.

2.2.6 MTV EXIT hold a perception that everyone is 'at risk' of either being trafficked or of 'using' a trafficked person. Consequently, these divergent target groups fall into the same generic category potentially leading to confusion in a messaging strategy that targets multiple 'risk' or stakeholder groups via single media outputs. While everyone is *potentially* 'at risk' - a position supported by a number of anti-TIP stakeholder organisations interviewed - analysis of the practice of local organisations such as Visayan Forum Foundation and IACAT suggests a more focused approach to working with risk groups. Risk is a relative concept and there is little appreciation in MTV EXIT's approach of who is at 'more risk', why they are at 'more risk' or where these 'risk groups' can be found, i.e. the context. While there are pros and cons in suggesting MTV EXIT should pursue greater targeting it is the opinion of the Review Team that they should be challenged to think more carefully about the implications of audience differentiation and message targeting. It is widely recognised that more targeting leads to greater impact on those most affected by the problem.<sup>1 & 2</sup> In line with the AusAID Review of Aid Effectiveness (2010), poverty, vulnerability and risk reduction requires greater targeting if they are to be addressed.

2.2.7 The lack of risk/target group disaggregation and a focus on generic messages highlights a degree of technical deficiency in MTV EXIT's capacity and approach. Outputs reviewed contained a primary focus on the experience of being trafficked, the trafficking process and examples of where trafficked persons have been liberated by law enforcement authorities. Messaging is largely empathetic, and is designed to stir concern about the issue. What is absent from MTV EXIT's approach is a clear behaviour change focus. For behaviour change to occur well-tested behaviour change communication (BCC) messages need to be provided. Messages should advocate an action and it is likely difficult for audiences to deduce a course of action from material such as the Philippines version of *Enslaved*. Unfortunately, the documentary contained no clear BCC messages and the most important information contained in the production, the national helpline numbers, were given next to no time on screen, whereas the MTV EXIT branding and website address was sustained for far longer. Poor people may have access to telephones, but relatively few have access to Internet. Nonetheless, more specific messages could easily have been provided. For example, in the Philippines registering for overseas work with the government could be seen as a potential 'action' that might minimise the risk of people getting trafficked. Incorporating these kinds of messages would be beneficial and show a greater understanding of the particular circumstances of the countries in which MTV EXIT works.

2.2.8 The Review Team found repeated examples of a lack of quality control and a lack of understanding of the need to produce outputs that contained a behaviour change focus, i.e. information or messaging upon which people can act. For example, MTV EXIT had forged a partnership with *Yahoo! Philippines* to set up a temporary MTV EXIT micro-site, one that would run for several weeks both before and after the concert. This site, which had the potential to attract a high number of hits, had several glaring omissions in its content, suggesting that the brief provided by MTV EXIT had been technically inadequate. The site was found to: (i) contain

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<sup>1</sup> Downman, S. (2010). 'The Role of Media-based Interventions in Combating Human trafficking in Southeast Asia', In: *Proceedings of the International Conference on Forcing Issues: Rethinking and Rescaling Human Trafficking in the Asia-Pacific Region*, Singapore: Asia Research Institute, National University of Singapore.

<sup>2</sup> Adam, G. and Harford, N. (1999). *Radio and HIV/AIDS: Making a Difference. A Guide for Radio Practitioners, Health Workers and Donors*. UNAIDS Publications, Geneva, Switzerland.

no national hotline number; (ii) there were no BCC messages concerning trafficking; and (iii) no active link back to the MTV EXIT website. While the MTV EXIT team provides a 'brief' relevant to each country they work in it doesn't set out quality assurance mechanisms, has generic messages and few messages that relate to behaviour change.

2.2.9 These examples highlight a failing by MTV EXIT to maximise the opportunities that they had set up with partners or to maximise the impact of their media outputs. However, many such issues could be addressed by putting in place basic quality assurance (QA) mechanisms. For example, using simple QA checklists can help ensure the quality and consistency of messages and basic components of outputs, i.e. such as the Yahoo! Philippines micro-site. For example, basic checks on quality can include a focus on:

- a) *Comprehension.* Understanding anti-TIP materials and messages is essential as a condition to acceptance and then to behaviour change. Comprehension measures not only the clarity of the content but also the way in which it is presented. Complicated or technical vocabulary may be responsible for the target groups' failure to understand the message. Or, perhaps the target audience fails to understand the message because the typeface is too small, making it difficult for the target audience to read the message. For the Enslaved documentary, the helpline numbers were flashed up at the end of the feature for no longer than a second or two, making it hard for viewers to remember them or write them down.
- b) *Attractiveness.* Mass media and print materials should be attractive. If anti-TIP material is not attractive people will not pay much attention to it. Attractiveness can be achieved through the use of sounds - music, tone - in the case of radio; visuals - color and illustrations - in the case of graphics; movement, action, illumination, and animation in the case of video. MTV EXIT does well in this category, but sometimes the message runs a poor second to the attractiveness of the media. This is especially evident in the material derived from shelter visits. There should be a better balance between form and function, i.e. attractiveness and seriousness of the messages.
- c) *Acceptance.* Messages must be acceptable to the target population. If the anti-TIP material contains something offensive, is not believable, or starts arguments the target group will reject the message. Care must be taken not to inadvertently create stigma with messages that have been poorly developed, i.e. those messages that mention prostitutes are pejorative and potentially stigma creating.
- d) *Involvement.* The target group should be able to identify with the anti-TIP media and materials. They should recognise that the message is directed toward them. People will not pay attention to messages that they consider do not involve them. Illustrations, symbols and language should reflect the characteristics of the target group. Photos and drawings should be of 'people like us'. For MTV EXIT the broadness of their campaign, the languages used and media channels engaged would exclude large numbers of the highest risk groups.
- e) *Encouragement to act.* The materials should indicate clearly what the intervention wants the target audience to do. Effective media and print materials promote a message that asks or motivates the group to do something, to take action. Successful media and materials transmit behaviour change messages that can be done or enacted by the target group.

2.2.10 Such checks imply a strong focus on and need to understand audiences, differentiating audiences into target/risk groups, developing media, materials and messages that address these groups and thinking about the contexts in which communication occurs or in which exposure to the message occurs. Forging a meaningful link through research, learning and M&E with target/risk groups is essential. Investing time in the production process to ensure that your target/risk group gets the message that you want to get across is equally essential. The technical deficiencies in MTV EXIT's approach suggest that they lack the necessary skills and/or experience to put in place such a system. Consequently, it is critically important that the technical capacity of MTV EXIT is raised to ensure that they have their outputs have the maximum potential to be effective.

2.2.11 MTV EXIT seeks to use celebrity messages to deliver key messages. However, there is a concern that they are inadequately briefing the celebrities that they employ/promote. While an MTV EXIT document for celebrities exists that outlines how to approach the issue of TIP it is unclear how exposure to such material impacts on the behaviour of the celebrity. For example, when the chosen celebrities appear disinterested or don't know about the cause the outcome can be counterproductive. The choice of relevant, knowledgeable and well-briefed celebrities is critical if they are going to be effective. Some of the MTV EXIT materials derived from the specific celebrity engagements, i.e. shelter visits, was found to focus more on the celebrities and less on TIP messages, which in turn leads to questions over their relevance.

2.2.12 It was noted that in the short-term, shelter visits can boost the morale of survivors and showed them that someone (particularly someone famous) cared about their plight. However, local organisations voiced some concerns about these types of visits. These included: (i) breaking the routine of the survivors. On the day of the Manila shelter visit the normal life skills classes were cancelled. This included time spent with counsellors and social workers, as well as practical skills classes learning to write resumes, write job applications and homework help; and (ii) the danger that shelter visits build false expectations and actually send a mixed message to survivors. For example, many of the girls talked about how they dreamed of being singers, actors or models. These are the types of industries that the trafficking industry often uses to attract people in the Philippines and should be addressed head-on in specific anti-TIP messaging.

2.2.13 The MTV EXIT campaign works across the region and also brings a focus to countries in which TIP is a significant issue (i.e. Cambodia, Philippines and so on). However, there is a concern about the nature of follow-through with the campaign once the 'on-the-ground' concert component has been completed. Coordination with local anti-TIP organisations has been improving, but the lack of an ongoing MTV EXIT footprint in priority countries makes campaign continuity difficult. Further, there is no data available on the frequency and timing of key media - 'on-air' - outputs. This makes it difficult to assess whether there is comprehensive annual coverage of the issue, whether the local broadcasters chosen are broadcasting MTV EXIT programs at suitable times or how often they are broadcast, and whether the local media chosen are the most popular/have the farthest reach. There is little evidence presented that correlates poverty and risk of TIP (or demand) with media uses and preferences.

2.2.14 There is a risk MTV EXIT's outputs generate counterproductive messages or worse, stigma. The constant references to prostitutes and prostitution in the Philippines material suggest a lack of awareness that such terms are pejorative and stigma creating, especially for women.

## 2.3 Efficiency

***To determine whether the activity is being managed to get the most out of the inputs of funds, staff and other resources, including continual management of risks.***

2.3.1 The principal form of aid used is a grant partnership between AusAID and USAID, this provides MTV EXIT with a budget of US\$4.6 million over two years. Though a significant budget, it should be recognised that things such as media production and media airtime are expensive. The costs associated with the MTV EXIT ASIA III program, relative to its very wide reach, are moderate. In terms of broad awareness raising amongst the general public the program represents good value for money. It reaches a large number of people, from different socio-economic backgrounds across the region. This broad awareness raising likely also helps to lever political support to tackle the TIP problem. However, the potential of the program in terms of its contribution to advocacy remains unmeasured, so cannot be assessed. MTV EXIT argues that 'anyone can be trafficked' and to an extent this is correct. However, some socio-economic groups are more likely to be trafficked than others, i.e. the very poor, linguistic and ethnic minorities, or those living in remote areas. The contribution that the MTV EXIT ASIA III program makes to such groups, in terms of reducing risk is harder to assess. However, it is clear that very broad and generic messages concerning the risks of being trafficked, have limited potential to reach or influence such high-risk groups. Accordingly, the Review Team suggests that the program's cost effectiveness in terms of its ability to realistically reduce vulnerability to being trafficked for high-risk groups, is questionable.

2.3.2 Through wide recognition of its brand in the Asia-Pacific region, MTV EXIT is able to lever significant additional in-kind and financial support to extend its reach and influence and it should be noted that when including these 'levered' sums the cost of the campaign relative to its scale is small. The program has a large budget, but argues that it levers additional support on a basis of \$10 for each donor dollar received, i.e. MTV EXIT argue that the total value of the program is over US\$55 million. In terms of its work in broad awareness raising, such compounding factors are attractive and act to extend the reach of program activities. Further, the program is effective in branding 'Australian AID' to the region, which further enhances its attractiveness.

2.3.3 MTV EXIT is delivered through a combination of approaches that target mass media outputs and related 'on-the-ground' activities at regional, national and local levels. In Phase 3 of the MTV EXIT program a range of ad hoc partnerships have been forged to facilitate the 'on-the-ground' activities. While the partnership approach sits well with the Review Team, the outcomes associated with these partnerships are hard to assess and are often not a focus of MTV EXIT's M&E. MTV EXIT ASIA III is designed to work at regional and national level, with multiple partners, with commercial partners and anti-TIP stakeholders. While MTV EXIT is able to lever significant additional resources for their program, the chief constraints on efficiency identified are:

- a) Lack of internal human resource capacity in the areas of research, learning and M&E, which limits MTV EXIT's ability to integrate impact findings or formative research into ongoing implementation and practice;

- b) The lack of systematic coordination and co-working with other regional programs (such as ARTIP);
- c) Technical weaknesses that are resulting in media and messages that do not focus on behaviour change (these could be easily addressed through targeted training for MTV EXIT staff);<sup>3</sup>
- d) The design of the program means that each priority country gets a focus time of a few months before the team moves on to start the 'on-the-ground' activities anew. The frenetic pace of work and the wide geographical scope of the program works against efficiency to a degree. Longer-term sustained work is known to have the biggest impact. MTV EXIT should consider how to sustain their messages and achieve a year-round focus;
- e) The PDD displays a lack of risk assessment and assumption testing. This is carried through to some activities, i.e. the shelter visits may unsettle residents and no risk management strategy was provided to participants in the Media Camp in Manila, which is a major concern given the dangers associated with advocating against human traffickers in local communities. Proper risk assessment would help MTV EXIT to enhance quality by ensuring that potential pitfalls and problems are thought about and identified prior to implementation;
- f) AusAID have been supportive of MTV EXIT and the officer in charge has been instrumental in getting the program to focus on high priority countries. However, AusAID lacks technical capacity in C4D/BCC and should draw in this capacity when faced with reviewing a proposal such as the MTV EXIT ASIA III program. Further, the lack of AusAID C4D policy places further restrictions on AusAID Bangkok's ability to draw on technical support resources.

## 2.4 Monitoring and Evaluation/Impact

***To determine whether the activity's monitoring and evaluation system is effectively measuring progress towards meeting objectives and whether the activity has produced positive or negative changes (directly or indirectly, intended or unintended).***

2.4.1 Monitoring and evaluation (M&E) has two equally important purposes. First, to demonstrate accountability. Second, learning for continuous improvement and reflection. In any M&E framework (MEF) clearly defined goals, objectives, outcomes, activities, indicators, risks and assumptions are key to being able to assess whether M&E systems effectively measure progress towards objectives. A clearly defined MEF, one that covers the full scope of the program, is absent within the MTV EXIT ASIA III PDD. Further, the MEF should link to a clearly defined theory of change (TOC) which reflects what MTV EXIT considers to be the causal

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<sup>3</sup> Numerous studies highlight the role that effective communication design and methodology have on behaviour change. UNAIDS have documented hundreds of examples of where behaviour change communication has been used in the field of HIV prevention. See UNAIDS. (1999). *Communications Programming for HIV/AIDS: an annotated bibliography*. UNAIDS, Geneva, Switzerland.

relationship between their work and the objectives they want to achieve, i.e. a clearly laid out scheme in which the inputs, outputs, outcomes and short and long term impacts are assessed.

2.4.2 The main thrust of MTV EXIT's routine monitoring to date has been to count audiences, events, outputs, trainings and so on. Some of these data are disaggregated by gender, though a clear gender strategy (see section on gender) could help to further refine the M&E approach and demonstrate that gender equity is being promoted through MTV EXIT's work. Capturing data on local broadcasting and frequency would allow MTV EXIT to better understand the local reach of their outputs.

2.4.3 The stated goal of MTV EXIT evaluation is to measure 'behaviour change'. The MTV EXIT approach to M&E to date has been largely reliant on external evaluators (first TNS and now Rapid Asia). The key M&E approach is a model (KAP Barometer) of Rapid Asia's development that is employed to generate an aggregate score that relates to a set of questions concerning shifts in knowledge, attitudes and practices. Using multi-phase surveying (pre-exposure, post-1 and post-2) and a control population for post-1 and post-2 surveys, impact is traced in terms of a reduction of risk. Here, an increased aggregate KAP score stands as a measure of behaviour change or 'adopted behaviour' for the 'exposure' group relative to the 'control' group.

2.4.4 The work of Rapid Asia is methodologically robust in terms of the way it responds to the PDD's definition of who is deemed to be at risk, as well as in terms of the rigour with which data is both collected and analysed. While the current M&E model *is* robust, the existing approach reveals several problems and constraints that are elaborated upon below:

- a) The approach, as described in the PDD, makes unrealistic claims to behaviour change based on the KAP barometer model and associated scores. A focus on behaviour change is admirable and a necessity for such an intervention, yet the evaluation model employed has no real ability to measure behaviour change, as this would require a longitudinal mixed methods approach that is beyond the timeframe of the current program. Further, numerous regional anti-TIP stakeholders highlighted that even with knowledge, the right attitudes and reported behaviours, people are still trafficked and fuel demand. That given, there is a disconnect between the Rapid Asia evaluation reports and the PDD, with the reports being more cautious about what can be claimed from the data. Conceptualising the existing MEF in the language of 'behavioural intent' rather than behaviour change would better describe the actual M&E that is undertaken. Due to the nature of TIP, generating meaningful baselines of who has been trafficked and to where is difficult; therefore a measure of behavioural intent constitutes a more realistic approach to evaluation.
- b) MTV EXIT's M&E approach was criticised by regional stakeholders for their non-disaggregation of target or risk groups, it being felt that too many people fell into their very broad high-risk group. This, it was suggested could lead to an exaggeration of the program's impact claims. National stakeholders interviewed were less critical and argued that everyone can potentially be 'at risk' since many people who are trafficked are tricked into it, despite coming from middle-class well educated backgrounds. Nonetheless, there is strong evidence to suggest that rural people, people who are ethnic minorities, people who speak minority/foreign languages and those who are less



educated and are poorer are at more risk than others.<sup>4</sup> The extent to which MTV EXIT can reach such groups and then conduct effective M&E is another issue. MTV EXIT's comparative advantage lies with broad awareness raising, though it can and should be challenged to differentiate a number of key target/risk groups. A more differentiated approach would require a slightly different approach to M&E one that captures broad appeal with a general audience and one that also focuses M&E towards a number of specific risk/target groups.

- c) The survey instruments that were examined during the Manila concert event were sound, simple and were conducted by seemingly competent surveyors, with a quality assurance/data verification process built in. These instruments give generally robust data. However, some of the language used on survey instruments is pejorative, i.e. the use of the term prostitutes and prostitution and should be avoided if possible. Further, one survey question - relating to whether being supportive to people that have been trafficked encourages further migration - was found to be difficult to understand (in English).
- d) While the approach to assessing MTV EXIT's impact rests with assessment of the documentaries and 'on-the-ground' events the value of constantly employing the same KAP barometer approach relative to other forms of evaluation - such as qualitative or participatory methods - is questionable. While the current approach is used to inform message design (to an extent), several years of evaluating MTV EXIT outputs highlight a fairly predictable audience response to concerts, i.e. the exposure group increases awareness relative to the control group. The value, for either MTV EXIT or for AusAID, in maintaining this approach is debatable when M&E could be employed to generate a more meaningful link between target/risk groups and the content that MTV EXIT produces. Put more simply, it is essential that M&E links target/risk groups to the production process so that that process can be as informed as it can possibly be. More investment in qualitative evaluation could yield significant benefits for the organisation and help change its learning culture. This significant issue is further elaborated in the points below.
- e) An expanded remit for M&E to include a more rigorous focus on research and organisational learning, as well as pursuit of more qualitative (summative and formative) research and evaluation could yield benefits for MTV EXIT. The MTV EXIT ASIA III PDD has no significant country-by-country analysis of TIP issues. While the MTV EXIT approach is broad, the additional focus brought to bear by the on-the-ground events in countries such as The Philippines, Cambodia and Thailand suggest that there would be some merit in MTV EXIT undertaking analysis for these countries (where additional resources are spent and in which a different form of targeting occurs). The current country briefs produced by MTV EXIT only scratch the surface of TIP issues and are very generic in nature. Regional stakeholders voiced concern that while MTV EXIT's approach is broad and messages are generic, there could be a more specific response in their outputs to priority messages. While MTV EXIT are reliant on partnerships at the local level to fill in the gaps around such data, a more systematic

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<sup>4</sup> Feingold, D. (2010). 'Virgin Territory Re-explored: Ethnographic Insight, Public Policy, and the Trade in Minority Women in Southeast Asia', In: *Proceedings of the International Conference on Forcing Issues: Rethinking and Rescaling Human Trafficking in the Asia-Pacific Region*, Singapore: Asia Research Institute, National University of Singapore.

approach could be taken in which a short country study is developed, that in turn leads to a focus on the key messages (and the development of a rigorous message brief) that the campaign should aim to promote in each priority context. Such processes are critical to wider quality assurance and the manner in which partners are engaged, briefed and supported to produce targeted and relevant outputs.

- f) MTV EXIT currently lacks sufficient ownership over its M&E process. While shifting the M&E approach towards a mix of quantitative and qualitative approaches has merit, MTV EXIT lacks the human resource capacity to integrate the findings of its current M&E into practice, let alone a modified more learning-oriented approach. The reliance by MTV EXIT on Rapid Asia as their M&E provider brings with it a sense of external independence, but this comes at a cost to the program. External evaluation can result in weaker integration of the findings of M&E into implementation and it could be argued that MTV EXIT does not have the capacity to fully comprehend or respond to the volume of data produced by Rapid Asia. Being external to the program, Rapid Asia can commit limited time to MTV EXIT in terms of interpreting the implications of M&E findings as they relate to practice. Consequently, the ability of MTV EXIT to learn from M&E is weakened. Thinking through the implications of turning MTV EXIT from a 'doing' organisation into a 'learning and doing' organisation is a priority and should be further assessed with an organisational analysis of how MTV EXIT integrates M&E into practice. While, beyond the limited scope of this Review, it is clear that some additional human resources (i.e. an M&E manager/officer) would: (i) allow MTV EXIT to adopt some of the functions of its M&E and bring them 'in-house'; (ii) allow for a better articulation with the external M&E provider; (iii) help foster organisational learning and inform practice in a more rigorous way; and (iv) help build a better organisational understanding of TIP issues on a country-by-country basis.
- g) It is likely that the MTV EXIT campaign has a significant influence in terms of advocacy, but such impacts are not systematically considered or addressed within M&E. The PDD mentions advocacy only once, yet it is clear that a significant aspect of MTV EXIT's work is in the field of high-level advocacy. Enhanced monitoring of activities, to capture a sense of advocacy potential should be explored. Further, the PDD should have recognised the role that MTV EXIT plays in keeping TIP issues in the public eye and in fostering debate (potentially at high levels). Exploring indicators that capture a sense of advocacy potential would add an important dimension to their M&E, i.e. numbers of politicians that speak at events; number of policy dialogues at which MTV EXIT materials are used. These are basic monitoring indicators that could be used to forge a connection between MTV EXIT activities and advocacy processes.
- h) The stated budget for M&E is \$260,000, which constitutes around 5% of the total budget for the duration of the program. This is relatively modest for an intervention in which research, M&E and organisational learning should be absolutely integral to design and implementation. The building of internal M&E capacity is essential to the longer-term ambitions of MTV EXIT and its goals of organisational sustainability. With additional financial resources targeted at the above, such capacity could be built. It is incumbent upon both MTV EXIT and AusAID to ensure that such consideration is made in any revisions or extensions of the current program.

## 2.5 Sustainability

***To determine whether the activity is appropriately addressing sustainability so that the benefits of the activity will continue after funding has ceased, with due account of partner government systems, stakeholder ownership and the phase-out strategy.)***

2.5.1 The MTV EXIT ASIA III program makes a limited effort to consider sustainability alongside implementation. They identify three main strategies for sustainability: (i) the identification of 'business strategies for the campaign that will allow for MTV EXIT to build on its successes and secure its future' beyond the current agreement; (ii) a training and capacity building component (Youth Forum and Media Camps) is included that targets anti-TIP NGOs, youth and opinion leaders, and media organisations, the idea being that such training can help extend anti-TIP messages and advocacy to the local level through youth activism and counter-trafficking campaigns; and (iii) the shifts in knowledge, attitudes and practices are cited as a sustainable outcome of the program.

2.5.2 The focus on sustainability outlined above is step in the right direction, but is far short of a clearly defined strategy. In the absence of any similar organisations of MTV EXIT's scale, reach and resources, it is unclear how their 'business strategies' in particular could be sustained if MTV EXIT were not involved in anti-TIP work. Clearly, the current phase is dependent on donor funding and there is no clear strategy for how MTV EXIT could continue to operate without this core support. There is nothing intrinsically wrong with MTV EXIT addressing the issue of how, as an organisation, they might become more sustainable. This is likely to occur through a diversification of donor support and commercial sector engagement, and should be considered by both MTV EXIT and AusAID as a key issue. If it is agreed that MTV EXIT plays a critical role in broad awareness raising of TIP issues across the region then the organisational sustainability of MTV EXIT becomes a priority issue for any future phases and a key outcome in its own right.

2.5.3 Currently, few aspects of the MTV EXIT approach are sustainable. As previously mentioned, there is no clearly laid out strategy for how sustainability is planned for, how it is measured and what constitutes success. In fairness, the PDD sets a fairly narrow focus on sustainability (in the main, the three areas outlined above), but a more robust assessment of the potential for sustainability or for that matter, why sustainability is hard to achieve, would be valuable. The key problems associated with MTV EXIT's claims to sustainability are taken in turn below:

- a) The references to the sustainability of business strategies presented in the project documentation does little to explain how they will be achieved;
- b) There *are* potentially sustainable elements in the campaign, such as the Youth Forum and Media Camp, but without the MTV brand and their ability to lever additional support and sponsorship it is debatable whether such processes could be replicated by a local anti-TIP organisation;
- c) The shifts in knowledge and attitudes leading to claims of behaviour change are difficult to assess for sustainability. Often the links between knowledge and attitudes and behaviour do not follow rational or logical lines, i.e. you may know about trafficking but might still be trafficked. Claiming KAP-related outcomes as a measure of sustainability is debatable.

## 2.6 Gender Equality

***To assess whether the activity advances gender equality and promotes women (considering the four dimensions of gender equality: access, decision-making, women's rights, capacity building).***

2.6.1 The extent to which the activity has progressed gender equity is unclear. As far as can be ascertained, women are included in all of MTV EXIT's activities, from training to the hosting of concert events. However, there is a good degree of gender blindness around the MTV EXIT III program. The PDD does not make a single reference to gender and there is no gender strategy or assessment against which this Review can articulate. Because women are the focus of much of MTV EXIT's outputs this nonetheless does not constitute an adequate appreciation of gender issues. For a program of this scale and level of donor involvement, this constitutes a significant weakness.

2.6.2 With a clear gender strategy that cites objectives and M&E indicators MTV EXIT could capture a significant degree of data on how program implementation and delivery works with an appreciation of gender issues. For example, many of MTV EXIT's partners work closely with women (supporting women that have been trafficked in shelters and so on) and MTV EXIT's outputs are playing a role in this work, but it is one that is largely unaccounted for. Similarly, women played a significant role in the Youth Forum and Media Camps, but the extent to which participation in such processes is disaggregated by gender is not evident to the Review Team.

2.6.3 There are gendered aspects (positive and negative) associated with MTV EXIT's implementation and practice and the development of a gender strategy would help MTV EXIT to more easily identify and address gender issues. The aforementioned use of pejorative terms such as 'prostitute' can create damaging stigma for women, as it is a term mainly associated with women, when the term 'sex work' covers women, men, boy *and* girls. Similarly, a gender strategy would bring some focus to MTV EXIT's content. The focus of MTV EXIT material often paints women as victims and men as perpetrators. The visits to the shelters that the Review Team has knowledge of is of male pop stars visiting female 'victims'. Ensuring that a consideration of gender occurs for all training, capacity building, all media outputs and related activities and in M&E assessment is a critical aspect of quality assurance.

## 2.7 Analysis and Learning

***To determine whether the activity is based on sound technical analysis and continuous learning.***

2.7.1 There is evidence that MTV EXIT's understanding of the factors that drive human trafficking has advanced with each phase of their campaign, though it still lacks a country-by-country focus, i.e. there is no systematic consolidation of TIP country data that informs MTV EXIT's in-country work. The MTV EXIT ASIA II PDD lacks an adequate situational analysis of the high priority countries that they identify (i.e. the countries that will have the 'on-the-ground' activities such as concerts and roadshows). While several MTV EXIT staff display a better grasp of TIP issues, the organisation lacks the appropriate mechanisms and human resources (i.e. in-house research and learning/M&E) to adequately integrate a 'finer-grained' appreciation

of TIP issues into their practice. They currently rely on partnerships developed at the national level to inform their understanding of TIP issues, as well as unsystematic assessment of available TIP literature.

2.7.2 Despite such concerns, their work *has* progressed from very generic anti-TIP messages designed to appeal across the whole Asia-Pacific Region to an approach that has, at least, a focus on the 'localisation' of their work in context, i.e. Philippines or Cambodia. Weaknesses though are still evident in their approach and while MTV EXIT is working hard to strengthen partnerships with local organisations and to disseminate their materials widely for use by the anti-TIP sector, their anti-TIP messages still lack the specificity and targeting that one would expect of a program of this scale and resource allocation (human and financial).

2.7.3 The workshop sessions conducted with MTV EXIT staff highlighted their own concern to develop more specific messaging. It was noted that the feedback from the original 'Trafficked' documentary showed that the impact had been compromised because the messaging was too generic. The current, country-specific documentaries (Enslaved) highlight a more specific approach to TIP issues, one that is built on: (i) review of secondary literature; (ii) assessment of UN Statutes; (iii) local dialogue with TIP stakeholders; and (iv) feedback from MTV EXIT M&E processes. This process, though a step forward, is reliant on partner data and lacks rigorous internal appraisal. A key challenge for MTV EXIT as it grows and diversifies is how it will become an organisation that bases its activities on sound technical and learning practices. Investment in such areas will make their work more relevant and draw it closer to those who are vulnerable and at risk and in need of protection.

### **3. Conclusions, Lessons Learned and Recommendations**

#### **3.1 Conclusions**

3.1.1 MTV EXIT fills a unique role in the anti-TIP sector. The capacity MTV EXIT has, because of its brand, to lever support and to develop partnerships with key national and regional anti-TIP NGOs, as well as government departments and agencies is an important part of its potential success. However, MTV EXIT does demonstrate a lack of technical skill and experience in the anti-TIP sector and a failure to fully link their approach to broader AusAID, national, regional and strategic development priorities. MTV EXIT also has deficiencies in fundamental areas such as defining who is 'at-risk, who drives demand and identifying key target audiences for their messages, i.e. technical weakness that centre on C4D and BCC.

3.1.2 It is recognised in the anti-TIP sector that holistic approaches are necessary in the fight against TIP. Therefore broad-based, awareness raising campaigns such as MTV EXIT are an important part of this holistic approach. However, a lack of quality control measures and behaviour change messaging weakens the overall effectiveness of MTV EXIT's program. The program also has a heavy reliance on celebrity messaging through events such as concerts and documentaries. This emphasis on celebrity 'champions' does run the risk of being counterproductive if celebrities are used merely to get attention rather than contributing to the key anti-TIP messages. MTV EXIT also faces the challenge of making their program sustainable and gender sensitive. Although there is potential for sustainability within the program, the reality is few aspects of the MTV EXIT approach are currently sustainable.

## 3.2 Lessons learned

3.2.1 There are several key lessons to be learned from MTV EXIT ASIA III Independent Review process:

- a) The potential reach and influence of MTV EXIT's campaign is enormous and highly influential and adds a new platform to anti-TIP messaging in the region;
- b) The MTV EXIT ASIA III Program design would have benefited from having a clear AusAID communication for development (C4D) policy framework with which to articulate, one that sets out the principles AusAID expects effective C4D interventions to adopt. Despite being active in the C4D field AusAID currently offers no policy or guidance on C4D to its partner organisations;
- c) In order to consolidate its role as a broad-based, awareness-raising organisation, MTV EXIT needs a greater understanding of C4D and country-by-country TIP information to maximise their potential and reach;
- d) MTV EXIT needs to develop a stronger learning culture and is over-reliant on external evaluators. There is a need to better understand and integrate M&E processes into ongoing program implementation (through enhanced MTV EXIT human resource capacity in research and learning);
- e) Programs need clear and targeted messaging with a call to action and that promotes behaviour change. The generic messaging of many of MTV EXIT's outputs does not feature a behaviour change mechanism and it is hard to be convinced of MTV EXIT's behaviour change claims when basic technical inputs associated with effective behaviour change message development are absent;
- f) The introduction of relatively simple quality control measures such as checklists and better internal communication will ensure key messages are delivered with consistency and effectiveness across MTV EXIT's multimedia platforms;
- g) The use of celebrities can be effective and a powerful tool for raising awareness but can be counterproductive if the celebrity is not adequately briefed or is disinterested in the essence of the campaign;
- h) The M&E component of the program would benefit from the use of qualitative and participatory research aimed at further highlighting the program outcomes;
- i) Follow-up after in-country work is necessary for a sustained impact and for developing local partnerships;
- j) The inclusion of proper risk assessment frameworks would help MTV EXIT enhance quality by ensuring potential pitfalls and problems are considered prior to implementation;

- k) The lack of an appropriate sustainability model means that if funding were removed tomorrow the work would not continue;
- l) There is a significant lack of an appreciation of gender in both program design and implementation.

### **3.3 Recommendations**

3.3.1 The Review Team has welcomed the challenge of reviewing the MTV EXIT ASIA III Program. It recognises the unique role that MTV EXIT can play in the fight against TIP. MTV EXIT is a resource that, with the right engagement model and technical strengthening, can become a more effective and important organisation operating in support of anti-trafficking. More effective engagement and technical strengthening would also help to intensify alignment with Australian Aid objectives. The recommendations outlined below address MTV EXIT's practice can, highlighting areas that should be strengthened. Several recommendations also relate to how AusAID manages the current program and these are also outlined below.

### **3.4 MTV EXIT Recommendations**

3.4.1 It is recommended that:

- a) MTV EXIT should be encouraged to continue to narrow its focus through concentrating human and financial resources on the countries where high supply (and to a lesser extent, demand) exists. TIP supply is closely linked to poverty and AusAID's mandate dictates that the poor and most vulnerable are prioritized in aid delivery;
- b) MTV EXIT strengthens its design process and links the rationale for its approach to wider anti-TIP and donor policy;
- c) MTV EXIT could link more effectively and systematically to other regional AusAID anti-TIP initiatives (i.e. ARTIP, ILO Triangle). With AusAID, they should investigate such linkages, especially their potential to support work undertaken with the police and judiciary;
- d) MTV EXIT is active in the field of advocacy and should thoroughly reflect on the active role that they play. They should have a clearly defined advocacy strategy and this should be supported with appropriate advocacy objectives and indicators within the MEF. Currently, assessment of their advocacy work is understated;
- e) MTV EXIT has some significant technical deficiencies. They should be encouraged to strengthen their technical capacity through organisation-wide training in C4D and Behaviour Change Communications (BCC) approaches. This will them to address the technical issues identified that centre on the priority areas of targeting risk groups, on message development and on Quality Assurance (QA);
- f) MTV EXIT needs to develop appropriate QA mechanisms capable of ensuring the rigour of their outputs and the consistency of their messages. QA measures and

checklists should be developed to ensure that: (i) BCC principles are enshrined in their work; (ii) gender is given serious consideration; and (iii) that outputs are rigorously tested with target audiences;

- g) MTV EXIT should be encouraged to continue working in areas where they 'add value', i.e. in broad awareness raising. MTV EXIT should be encouraged to disaggregate their audience more rigorously. Too many people are lumped into the 'high risk' group leading to unrealistic M&E claims concerning impact. Disaggregation of 'risk groups', target groups and stakeholder can help with the development of more specific and relevant messages;
- h) MTV EXIT should ensure that relevant, knowledgeable and well-briefed celebrities are used to promote their TIP messages and that any such outputs prioritise a 'useful' message. The value of shelter visits is unclear to the Review Team and celebrities are ill equipped to support a strong anti-TIP message;
- i) MTV EXIT sometimes employs pejorative language in its messaging and survey work, i.e. the use of the term prostitutes and prostitution, and should be avoided in future work as it has the potential to create unintended stigma;
- j) MTV EXIT should conceptualise its existing M&E in the language of 'behavioural intent' rather than in 'behaviour change', as the current narrative employed leads to unrealistic claims concerning behaviour change;
- k) MTV EXIT should be encouraged to develop a clear MEF, one that covers the full scope of the program, its goals, objectives, outputs, indicators and assumptions/risks. This process should be supported with the development of a Theory of Change that will help MTV EXIT to consider and capture the causal relationships between their work and the goals/objectives. The establishment of clear goals, objectives, outcomes and activities is an absolute priority for future MTV EXIT program design;
- l) MTV EXIT are over-reliant on external evaluators and lacks internal human resource capacity in the areas of research, learning and M&E. This limits their ability to integrate impact findings or formative research into ongoing implementation and practice. Strengthening internal M&E and research and learning capacity will: (i) allow MTV EXIT to adopt some of the functions of its M&E and bring them 'in-house'; (ii) allow for a better articulation with the external M&E provider; (iii) help foster organisational learning and inform practice in a more rigorous way; (iv) help build a better organisational understanding of TIP issues on a country-by-country basis (through the development of specific country papers outlining TIP issues); and help strengthen organisational sustainability. MTV EXIT should, as a priority, undertake an organisational analysis of how they integrate M&E findings or research on TIP issues into practice;
- m) MTV EXIT should consider strengthening its engagement in high priority countries to ensure that their message is sustained over the longer-term. They should look at options to recruit in-country coordinators to link local anti-TIP organisations, local media and the private sector;



- n) MTV EXIT has no clearly laid out strategy for how sustainability is planned for, how it is measured and what constitutes success. A clear sustainability plan, with objectives and indicators, should be developed to inform current and future practice;
- o) MTV EXIT should develop a clear gender strategy (that cites objectives and M&E indicators) to ensure that a consideration of gender occurs for all training, capacity building, all media outputs and related activities. This will aid QA;
- p) MTV EXIT has no clear risk management strategy via which assumptions can be tests and risks can be offset. For a project of this scale it is essential that risk be considered. A strategy should be developed as a priority.

### **3.5 AusAID Recommendations**

#### **3.5.1 It is recommended that:**

- a) AusAID have been supportive of MTV EXIT and the officer in charge has been instrumental in getting the program to focus on high priority countries. However, AusAID lacks technical capacity in C4D and BCC and should draw in this capacity, as required, to support the MTV EXIT ASIA III program.
- b) The design and approach of the MTV EXIT ASIA III Program is partially constrained by the lack of direction that AusAID provides about the agency's policy aims and objectives in the field of C4D and BCC.
- c) In any subsequent phases of the MTV EXIT ASIA program AusAID should support a more thorough design phase in order to improve the rigour of any subsequent PDDs, but also to help build the organisational capacity of MTV EXIT. AusAID should also consider the potential for 'scale-up' in any future MTV EXIT phase (in line with future increases in AusAID budgets and the call for longer funding cycles in order to reduce transaction costs) and the fit with their wider regional anti-TIP work.

## **Attachment A: Extract of Terms of Reference**

### **Background**

1. MTV EXIT can be viewed as a communications for development (C4D) activity. While an emerging area of work, C4D recognises that communication is essential for building people's capacities to understand issues that can affect the security of their lives. By raising awareness about human trafficking within populations that are at high risk of this crime (as well as within the general public), MTV EXIT forms part of wider counter-trafficking prevention efforts across South East Asia. MTV EXIT also works with other organisations in the human trafficking sector to provide training and education tools for government officials, universities and law enforcement authorities. The key purpose of the independent review is to analyse the utility of the MTV EXIT campaign within this sector, particularly its impact in changing the knowledge, behaviour and attitudes of those being targeted and therefore combating trafficking from the supply and demand side.
2. The review will also investigate whether the MTV EXIT campaign is the most effective C4D activity for this sector. For example, are MTV EXIT's interventions effective? Do they result in an increase in overall awareness of trafficking?

### **Role and Purpose of the Independent Completion Report Mission**

3. The Australian government has made a significant investment to counter trafficking in persons in South East Asia over the past decade. Given this funding commitment and the Australian Government's intention to continue work in this field, an independent review of this high-profile program is warranted. Furthermore, as this is MTV EXIT's seventh year of operation, and AusAID's second year of involvement in the program, an Independent Review of the project is timely. The review will focus on the following areas:
  - a) Understanding and assessing the relevance and contribution of MTV EXIT to Australia's complementary human security programs in South East Asia, as well as to the Australian Government's newly articulated strategic aid objectives;
  - b) Understanding and assessing the relevance and contribution of MTV EXIT to the counter-trafficking sector, including how the campaign contributes to and aligns with efforts by partner governments, service providers and NGOs to combat trafficking. It is important that the sustainability of this contribution to the counter-TIP sector is assessed and whether the campaign is affecting government policy in this sector;
  - c) Analysing the effectiveness of the MTV EXIT campaign in combating trafficking from both the demand and the supply side. What is the impact of the campaign? Are targeted groups less likely to be trafficked because of MTV EXIT? Are targeted groups more likely to report trafficking cases because of MTV EXIT?
  - d) Analysing and testing the strengths, weaknesses and assumptions of MTV EXIT's monitoring and evaluation methodology. The review should consider if the methodology accurately measures how MTV EXIT is preventing human trafficking amongst high-risk and vulnerable groups.
  - e) Understanding and assessing the relevance and contribution of MTV EXIT as a "Communications for Development" (C4D) activity. How does the campaign implement C4D approaches on the ground? Is MTV EXIT effective in combating trafficking through its messaging and use of different mediums (TV, concerts, documentaries)?

4. Two external consultants – a communications and development specialist, and a trafficking in persons specialist, who are independent of the Project, will be appointed to undertake this review.

## Objectives

5. The main objectives of the Independent Review are:

- a) To assess MTV EXIT's lasting contribution to and impact on preventing human trafficking in South East Asia.
- b) To assess the robustness of MTV EXIT's monitoring and evaluation methodology.

6. AusAID uses the OECD Development Assistance Committee (DAC) criteria for assessing development assistance, in addition to three other evaluation criteria. The OECD-DAC criteria are:

- a) **Relevance:** to assess whether the activity contributes to higher-level objectives of the aid program (outlined in country, regional and thematic strategies, as well as partner government priorities).
- b) **Effectiveness:** to assess whether the activity is achieving its clearly stated objectives, whether risks have been identified and mitigated, and whether key partnerships are being effectively managed to achieve objectives.
- c) **Efficiency:** to assess whether the activity is managed to get value for money from our inputs of funds, staff and other resources to achieve activity objectives. Have there been delays in implementation and is the activity adequately resourced to achieve its desired objectives? Has management of the activity been responsive to changing needs?
- d) **Monitoring and Evaluation/Impact (where feasible):** to assess whether the activity produces positive or negative changes (directly or indirectly, intended or unintended). How is the activity monitored and assessed? Is the methodology scientifically robust? Do the M&E arrangements provide meaningful information to support the activity? Does evidence exist that shows the objectives of the activity are being achieved? Is there adequate resourcing for M&E?
- e) **Sustainability:** to assess whether the activity appropriately addresses sustainability so that the benefits of the activity will continue after funding has ceased, with due account of partner government systems, stakeholder ownership and the phase-out strategy. Is sustainability a goal of the activity? Will the changes generated by the activity be sustained? How well is the activity building resilience to cope with changing conditions and future uncertainties (including staff turnover)?

AusAID's additional evaluation criteria are:

- a) **Gender Equality:** to assess whether the activity advances gender equality and promotes women (considering the four dimensions of gender equality: access, decision-making, women's rights, capacity-building). Is gender equality integrated into the activities objectives? Does the activity access gender expertise for implementation? How are gender equality considerations discussed and implemented?
- b) **Analysis & Learning:** to assess whether the activity is based on sound technical analysis and continuous learning. Are lessons learned incorporated into activity initiatives?

7. In accordance with AusAID's quality processes, the Project will also be rated against these evaluation criteria, excluding impact. The rating scale is as follows: 6 = *very high quality*; 1 = *very low quality*. *Below 4 is less than satisfactory*

8. Key lessons should be drawn from the assessment of MTV EXIT. These lessons will usefully inform how AusAID may approach future anti-trafficking in person activities, and to inform MTV EXIT of areas where the project can be improved.

### **Scope of Work**

9. An Independent Review team will be contracted by AusAID Bangkok. Meetings with relevant stakeholders will be as agreed by AusAID in consultation with MTV EXIT. This will also include MTV EXIT's contractor for M&E, Rapid Asia.

10. Prior to the Independent Review mission, a desk review of MTV EXIT III documents and programming, including past M&E reports and impact analysis and other documents deemed relevant by AusAID, will take place.

11. The review team will meet with MTV EXIT's Campaign Director and their team for one day to consult with MTV EXIT on the Project's achievements against the Independent Review evaluation criteria, and to learn about MTV EXIT's M&E approach. Consultations with AusAID Bangkok and other stakeholders in the sector will also occur in Bangkok.

### **Rationale for field visits**

12. MTV EXIT will be conducting a concert and Youth Forum in the Philippines in late October. It is expected that the team will visit the Philippines for three days during this time. Field visits will include interviews and consultations with partner governments and other stakeholders in the sector. The purpose of the visit is to get a good understanding of the project's impact, relevance, risk management and sustainability at the country level. AusAID's evaluation criteria should be applied where appropriate to the country case studies.

13. It is important to note that the field visits will likely deliver findings particular to the country context under examination. As such, findings or lessons from the country case studies may have a limited general value for evaluating the project at large. Nevertheless, it is possible that some general lessons may be gleaned from the country context. The Independent Review mission will need to determine which of these lessons offer a general value.

### **Documentation and Reporting Outputs**

14. In accordance with the objectives of the Independent Review and AusAID's evaluation and aid effectiveness policy, the Independent Review team should consider in its approach AusAID's standard evaluation questions (see Attachment C). Questions specific to the MTV EXIT context have also been developed (see Attachment D) and should also be considered by the Independent Review team in their approach.

15. Taking guidance from these questions, and in consultation with AusAID, the Independent Review team will prepare an evaluation plan of no more than three pages for the mission. This should nominate key lines of inquiry and describe the approach taken by the Independent

Review team to answer the evaluation criteria. The plan will also include an outline of a one-day meeting with the MTV EXIT team. The evaluation plan will be drafted after the Independent team have completed a desk review of Project documents provided by AusAID. Closer to the mission, AusAID with support from MTV EXIT will provide the team a list of key interviewees, and relevant background information.

16. A final Independent Review report. The report should read as a synthesis of the Independent Review members' views. There should be a focus on higher order issues in the recommendations section of the report. The conclusion and recommendations should be informed by the feedback received from Project partners, donors and experts. Monitoring and evaluation records (including independent reports commissioned by AusAID and internal MTV EXIT reports) must also be considered.

## Attachment B: List of people/agencies consulted

| <b>Manila Interviews: 26<sup>th</sup> - 29<sup>th</sup> October</b>                        |                       |                                   |
|--|-----------------------|-----------------------------------|
| <b>Organisation</b>  | <b>Person</b>         | <b>Title</b>                      |
| MTV EXIT   | Matt Love             | Campaign Director                 |
| MTV EXIT   | Simon Goff            | Executive Director                |
| MTV EXIT   | Tara Dermott          | Partnerships Manager              |
| MTV EXIT   | Shane Lee             | Communications Manager            |
| MTV EXIT   | Rebecca Mok           | Creative and Content Manager      |
| AusAID   | Adam Sims             | AusAID                            |
| USAID  | Michael Bak           | Senior Governance Officer         |
| IACAT  | Ruby Ramores          | IACAT Secretariat, DOJ            |
| Visayan Forum Foundation   | Cecilia Flores-Oeband | President                         |
| Dakila   | Leni Velasco          | Secretary General                 |
| UNICEF Philippines   | Sarah Norton-Staal    | Chief, Child Protection           |
| UNICEF Philippines   | Jesus S. Far          | Child Protection Officer          |
| UNICEF Philippines   | Ani Saguisag          | Child Protection Specialist       |
| Rapid Asia   | Daniel Lindgren       | Founder                           |
| Yahoo! Philippines   | Crystal Lee           | Marketing Manager                 |
| Perceptions Inc  | Joy Mirasol           | Vice President                    |
| Media Camp Focus Group   | 4 men, 4 women        | Various roles in local NGOs       |
| <b>Bangkok Interviews (Telephone and Skype): 7<sup>th</sup> - 11<sup>th</sup> November</b> |                       |                                   |
| <b>Organisation</b>  | <b>Person</b>         | <b>Title</b>                      |
| AusAID   | Bronwyn Wex           |                                   |
| AusAID   | Michelle Sullivan     |                                   |
| AusAID   | Adam Sims             |                                   |
| ILO  | Max Tunon             |                                   |
| ARTIP  | Rita Nurhaida         | Country Project Coordinator       |
| UNICEF   | Geoffrey Keele        | Communications Specialist         |
| UNESCO   | David Feingold        | Director                          |
| Human Rights Watch   | Phil Robertson        | Deputy Director Asia Division     |
| <b>Bangkok Contacts to Follow Up*</b>  |                       |                                   |
| <b>Organisation</b>  | <b>Person</b>         | <b>Title</b>                      |
| USAID  | Jennifer Wilson       | Senior ASEAN Affairs Officer      |
| UNIAP  | Matthew Friedman      | Regional Program Manager          |
| UNICEF   | Amalee McCoy          | Child Protection Specialist       |
| World Vision   | Abid Gulzar           | Regional Advocacy Program Manager |
| World Vision   | Laurence Gray         | Advocacy Director                 |
| Thailand DoSD&HS   | Trin Sriwong          | Project Officer                   |
| Thailand DoSD&HS   | Sirirat Ayuathana     | Deputy Permanent Secretary        |
| Nok Air  | Pinyot Pibulsongkram  | VP of Sales and Marketing         |
| GAATW  | Caroline Hames        | International Advocacy Officer    |

\*To be followed up in late-January 2012 in Bangkok

## **Attachment C: Adaptation of Standard AusAID Questions**

1. The following questions have been adapted from AusAID's standard review questions, and include:

### **Relevance**

- a) Are the MTV EXIT objectives relevant to Australian Government and partner government priorities?
- b) Are the MTV EXIT objectives relevant to the context/needs of beneficiaries?
- c) If not, what changes should MTV EXIT make to the activity or its objectives to ensure continued *relevance*?

### **Effectiveness**

- a) Were the MTV EXIT objectives achieved? If not, why?
- b) To what extent did the activity contribute to achievement of objectives?

### **Efficiency**

- a) Did the implementation of the MTV EXIT Program make effective use of time and resources to achieve the outcomes?

*Sub-questions:*

- Was the activity designed for optimal value for money?
- Have there been any financial variations to the activity? If so, was value for money considered in making these amendments?
- Has management of the activity been responsive to changing needs?
- Did the activity suffer from delays in implementation? If so, why and what was done about it?
- Did the activity have sufficient and appropriate staffing resources?
- Was a risk management approach applied to management of the activity (including anti-corruption)?
- What were the risks to achievement of objectives? Were the risks managed appropriately?

### **Monitoring and Evaluation/Impact (if feasible)**

- a) Did the MTV EXIT activity produce intended or unintended changes in the lives of beneficiaries and their environment, directly or indirectly?
- b) Were there positive or negative impacts from external factors? If so, what were they?

### **Sustainability**

- a) Do MTV EXIT beneficiaries and/or partner country stakeholders have sufficient ownership, capacity and resources to maintain the activity outcomes after Australian Government funding has ceased?

- b) Are there any areas of the MTV EXIT activity that are clearly not sustainable? What lessons can be learned from this?

### **Gender Equality**

- a) What were the outcomes of the MTV EXIT activity for women and men, boys and girls?
- b) Did the activity promote equal participation and benefits for women and men, boys and girls?

#### *Sub-questions:*

- Did the activity promote more equal access by women and men to the benefits of the activity, and more broadly to resources, services and skills?
- Did the activity promote equality of decision-making between women and men?
- Did the initiative help to promote women's rights?
- Did the initiative help to develop capacity (donors, partner government, civil society, etc) to understand and promote gender equality?

### **Monitoring and Evaluation**

- a) Does evidence exist to show that objectives have been achieved?
- b) Were there features of the MTV EXIT M&E system that represented good practice and improved the quality of the evidence available?
- c) Was MTV EXIT data gender-disaggregated to measure the outcomes of the activity on men, women, boys and girls?
- d) Did the MTV EXIT M&E system collect useful information on cross-cutting issues?

### **Analysis & Learning**

- a) How well was the MTV EXIT design based on previous learning and analysis?
- b) How well was learning from implementation and previous reviews (self-assessment and independent) integrated into the activity?
- c) What lessons from the activity can be applied to further implementation in the MTV EXIT program?



## Attachment D: Specific/thematic Questions for MTV EXIT Independent Review

1. The following questions were developed to help guide the review process:

- a) Has MTV EXIT made an impact in raising awareness about human trafficking in this country?
- b) Has the MTV EXIT campaign helped combat trafficking by reducing the vulnerability of 'at-risk' groups? Are targeted groups less likely to be trafficked because of MTV EXIT? Are targeted groups more likely to report trafficking cases because of MTV EXIT?
- c) How are 'at-risk' groups defined? Is this definition robust or does it categorise people 'at risk' when they have little risk (i.e. low awareness does not necessarily place you 'at risk')?
- d) Has the MTV EXIT campaign had an effect on government counter-trafficking policy and legislation in the region? Is there evidence of politicians, opinion leaders, religious and community leaders referring to MTV EXIT and using it as a platform to promote anti-TIP?
- e) Has MTV EXIT targeted both the supply and demand side of human trafficking? Have they been effective in doing this? Can the broad approach of MTV EXIT affect the ground-level conditions and constraints that lead to TIP? If so, how does MTV EXIT know this?
- f) How does MTV EXIT tailor its messages for the different audiences it is targeting? What are its key messages? Should MTV EXIT look at more targeted messaging? How does MTV EXIT account for cultural and linguistic diversity and how is this reflected in its messages?
- g) If MTV EXIT did not have a presence in the country, would it significantly reduce the knowledge and awareness of human trafficking? How can MTV EXIT differentiate its messages from the messages of other anti-TIP organisations? Does the MTV brand lead to an over-reliance on MTV EXIT materials and potentially generalised messages?
- h) Has MTV EXIT initiated long-lasting partnerships to ensure sustainability of its campaign? What aspects of the MTV EXIT approach are sustainable?
- i) What can MTV EXIT do better in communicating its anti-trafficking messages to at-risk groups, including demand-side groups? Has MTV EXIT used/worked with mobile telecommunications providers to get SMS messages out? What does MTV EXIT understand about the media uses and preferences of the most 'at risk' groups?
- j) Is MTV EXIT inclusive and collaborative in its dealings with Governments, NGOs and partners? How are partnerships organised? What capacity does MTV EXIT build with partner organisations and how?
- k) How is MTV EXIT viewed within the human trafficking sector? Does it have widespread support? Is it seen to add value to the capacity building, protection and prosecutorial work that is being done?
- l) Is MTV EXIT seen by organisations in the human trafficking sector as an essential element to the fight against human trafficking?
- m) Is MTV EXIT reaching its target audience ('at-risk' youth) for each of its activities effectively? Does it use the right mediums? Does it use the right messages?
- n) Does MTV EXIT adapt its campaign to address gaps that are identified in its messaging? If so, how is this done?
- o) What does MTV EXIT understand with respect to C4D? What C4D approaches is MTV EXIT currently implementing on the ground? How might these examples

enhance AusAID and the project's understanding of communications as an aid and development activity?

- p) What are the remaining opportunities for the MTV EXIT to deepen its engagement and implementation of a C4D approach? How can MTV EXIT integrate the needs of the most 'at risk'?

## Attachment E: Agenda for Review Workshops with MTV EXIT Staff

1. The sessions outlined below are indicative *only* and specific timings will be arranged according to the availability of MTV EXIT staff. This availability may require further splitting of the sessions. However, all sessions should be completed prior to the conclusion of the field visit.

| Workshop Agenda 1 |  |                               |
|-------------------|--|-------------------------------|
| Time              | Content  | Responsibility                |
| 8.00-8.15         | Introductions  | All                           |
| 8.15-8.30         | AusAID and anti-TIP (to place TIP in wider policy/program context)   | Adam Sims                     |
| 8.30-8.45         | Background to the Independent Review, its objectives, timeframe and outputs  | Andrew Skuse                  |
| 8.45-9.00         | Background to MTV EXIT Program, history, goals, future   | MTV EXIT                      |
| 9.00- 10.00       | <p><b>Session 1</b> – Discussion on how MTV EXIT understands trafficking: ‘who is at risk’?</p> <ul style="list-style-type: none"> <li>- What program inputs are used by MTV EXIT to help them to understand TIP, people ‘at risk’ or the potential ‘users’ of people that have been trafficked?</li> <li>- How is information/data on TIP integrated into the Program?</li> <li>- How does MTV EXIT link with ground-level anti-TIP organisations?</li> </ul>   | Andrew Skuse<br>Scott Downman |
| 10.00-10.15       | Coffee Break   |                               |
| 10.15-11.15       | <p><b>Session 2</b> – Discussion on MTV EXIT messaging strategy: what is being said?</p> <ul style="list-style-type: none"> <li>- How does MTV EXIT decide on what messages to include in their outputs?</li> <li>- How are these messages research, tested and adapted into media outputs/materials?</li> <li>- What are the key messages that MTV EXIT needs to get across to combat TIP?</li> <li>- How do these messages differ by target group and how does M&amp;E disaggregate their impacts?</li> </ul> <p>How does the messaging strategy account for cultural and linguistic diversity?</p>  | Andrew Skuse<br>Scott Downman |
| 11.15 -12.00      | MTV EXIT Materials Showcase – opportunity for MTV EXIT to share some of their outputs and explain impact   | MTV EXIT                      |
| 12.00-13.00       | <p><b>Session 3</b> – Discussion on materials/media production: how is MTV EXIT produced?</p> <ul style="list-style-type: none"> <li>- How does MTV EXIT work in partnership with local media organisations and how does it build sustainable anti-TIP media capacity?</li> <li>- What is the balance between regional PR, national media and local media outputs?</li> <li>- How does MTV EXIT deal with cultural and linguistic diversity?</li> <li>- How do different outputs target different groups and how is the potentially different impact assessed?</li> <li>- What is the influence of MTV EXIT outputs on anti-TIP policy and legislation?</li> </ul> | Andrew Skuse<br>Scott Downman |

| <b>Workshop Agenda 2</b> |  |                               |
|--------------------------|--|-------------------------------|
| <b>Time</b>              | <b>Content</b>   | <b>Responsibility</b>         |
| 8.30-10.30               | <p><b>Session 4</b> - Discussion on MTV EXIT's M&amp;E approach: how do we know we are having an impact?</p> <ul style="list-style-type: none"> <li>- Why was the M&amp;E approach utilised by MTV EXIT adopted?</li> <li>- What impact has MTV EXIT had on anti-TIP?</li> <li>- Is the definition of high/medium/low risk groups sufficiently robust?</li> <li>- Does quantitative data adequately capture impact?</li> <li>- How is qualitative data used?</li> <li>- How does MTV EXIT disaggregate populations across cultures, gender, age, language groups and so on?</li> <li>- How does MTV EXIT account for structural inequalities/issues, poverty, remoteness, minorities and so on that may drive TIP within their M&amp;E processes?</li> </ul> | Andrew Skuse<br>Scott Downman |
| 10.30-10.45              | Coffee   |                               |
| 10.45-12.00              | MTV EXIT Materials Showcase - opportunity for MTV EXIT to share some of their outputs and explain impact   | MTV EXIT                      |

## Attachment F: Notes on a Communications for Development (C4D) Policy

### Background

1. AusAID currently works with a 'media for development' or 'media strengthening' logic (i.e. looking at media as a sector/system for strengthening). This logic is reflected in their focus on mass media, on journalistic practice, journalist training and on technical infrastructure. This is countered by most other bilateral donors by a focus on communication for development (C4D) which takes into account the broader role of communication, including: (i) media strengthening; (ii) mass media; (iii) interpersonal and participatory communication; (iv) communication (including telecommunications) policy and legislation; and (v) digital futures/divide issues relating to access to new technologies. C4D also focuses on formative research processes and on measurable development outcomes across multiple sectors (health, education, conflict reduction/mitigation, agricultural extension, and so on). A range of behaviour change models and psychosocial theories that examine the ways in which social and behavioural change can be stimulated, supported and maintained through communication informs the field.

### C4D policy gap

2. The review has highlighted that a policy gap exists relating to communications for development/better governance within AusAID. The previous *Rapid Review of AusAID Media Strengthening Activities* (2006) highlights: (i) significant financial commitments; (ii) the presence of both bilateral and regional programmes; and (iii) a strong emphasis on the media sector. Accordingly, the review team recommends that AusAID:

- a) Develops a policy/position paper on communication for development (C4D) and/or better governance that clearly defines: (i) the C4D sector; (ii) the international policy context (linked to MDGs); (iii) why AusAID supports this policy context; and (iv) what activities/thematic areas/issues AusAID prioritises and will support.
- b) Takes a broad stance on C4D (and perhaps a specific governance focus) recognising that the potential role different media and forms of communication can play in support of achievement of the Millennium Development Goals.
- c) Focuses on the development outcomes associated with C4D.
- d) Defines clear C4D indicators and benchmarks against which evidence of its C4D work can be assessed.
- e) Examines telecommunications and their role in digital futures and convergence (of old and new media).
- f) Strengthens its position on the digital divide (briefly addressed in White Paper and relating to access to new communication technologies, informatics, online services and so on), what it seeks to support and why.

### Internal capacity and strengthening strategic partnerships

3. In developing a C4D policy/position paper AusAID also needs to assess:

- a) Existing AusAID programmes across a wide range of sectors, i.e. health, governance, education, conflict and environment, for their communication components in order to examine the extent of activity and to understand how others

sectors/areas within AusAID support communication for development (relating to health, education, DRR, etc.).

- b) How C4D technical capacity can be enhanced within AusAID so that consistent C4D advice across multiple sectors and thematic areas can be delivered in a timely and manner.
- c) How strategic partners such as MTV EXIT can be strengthened institutionally to fulfil a more comprehensive and development outcomes focused role for AusAID.