



A global development framework after 2015

Engaging poor people in its formulation

Workshop Report

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This is a report of a workshop which aimed to identify the key components of a strategy for engaging poor people in the formulation of a framework to replace the MDGs in 2015.

The workshop did not aim to establish consensus over a detailed strategy, but to identify building blocks for effective engagement and ways in which participants could work together to achieve shared objectives.

This report is not a verbatim record of the workshop but rather an attempt to capture areas of broad consensus and key unanswered questions in order to provide different actors with a basis for further action.

The workshop was framed in the context of recent developments:

- The MDGs have a target date of 2015 and plans are already emerging to develop what might replace them;
- A small number of initiatives have already started to engage poor people in the formulation of this framework; and
- The past decade has seen significant developments in participation methodologies, both digital and face-to-face, which are likely to shape how engagement in the post-2015 framework is carried out.

The workshop brought together different groups: Those who are currently developing initiatives to engage poor people about a post-2015 framework; those who have expertise in participative engagement; those developing exercises to talk to poor people on a large-scale; and those connected to the policy making process itself.

The workshop was supported by DFID and coordinated by:

- **CAFOD** – the Catholic Agency for Overseas Development and;
- **Involve** – participation specialists

Report Summary

Workshop participants identified key areas of consensus regarding the engagement of poor people in the formulation of a post-2015 framework. Participants pragmatically agreed, given the tight timescales, that it is worth trying to influence the post-2015 framework with the voices of the poor. Participants identified a number of possible complementary strategies for pursuing this:

- **Solicit a commitment from decision-makers to consider results of the engagement processes.** A pre-commitment should be obtained from key decision-makers that they will consider the results of engagement with the poor in the formulation of the post-2015 framework. The details of the ask will need further development, but could include both listening to the participatory process and taking account of the outputs of engagement in the final development of the post-2015 framework. It was agreed that in addition to the formal UN decision-makers, a number of other people will have significant influence over the process and should also be approached.
- **Develop an umbrella mechanism for initiatives engaging the poor in the development of a post 2015 global framework.** A loose umbrella mechanism should be developed to bring together, and perhaps stimulate, various participatory exercises aimed at engaging poor people in the debate about post-2015. This mechanism could provide clear branding for projects which meet certain agreed criteria, thereby allowing them to gain a higher international profile than they otherwise would. The purpose for such a mechanism would be to maximise the impact of the voices of the poor by enabling policy makers to see individual outputs as part of a bigger movement. Outputs from different initiatives could also be synthesised to aid this process further. In addition, the umbrella mechanism could facilitate peer learning, collaboration and mutual support between initiatives.
- **Develop a broad social movement to facilitate a change in perspective.** Participants also discussed the need to take this opportunity to create a shift in the way that development is perceived by both policy makers and the public at large, and that a broader social movement is required to achieve this. This movement should be driven by vision rather than goals and be focussed on sparking energy and action.

Participants also identified key building blocks which would need to be in place for an effective engagement strategy:

- **Work should be undertaken before engagement starts to ensure initiatives add value.** This should include identifying gaps in which people are not currently being heard, and focussing efforts on these gaps;
- **Methodologies should be participatory, innovative and empowering.** Although a plurality of methods should be used, they should strive to encouraging dialogue and deliberation, support agency amongst the poor, and include ways to feedback to the poor people involved; and
- Engagement should be designed to maximise policy influence. To do this it must be timely and influence the multiple decision-making processes that will feed into the post-2015 framework. The outputs must also be interesting and have the ability to inspire policy makers and the public.

While there were clear areas of consensus, participants also began to answer key questions which will require further work:

- **Who should engagement focus on?** Participants explored the question of whether processes should focus on the poor exclusively or whether engagement should include the public in general. They noted benefits from focusing on the Global South, as well as drawing-in Northern countries.
- **What outputs will be most influential?** Significant discussion also centred on the extent to which any engagement process should aim to influence the international 2015 negotiations at the expense of developing a set of national conversations about poverty.
- **How should engagement balance international impact, national impact and legitimate processes?** A key discussion emerged about ensuring impact on international decisions while:
i. keeping the process empowering and participatory; and ii. Recognising that most people's priority is influencing their own national government.
- **How should an umbrella mechanism for engagement be organised?** Participants started to explore issues of funding, governance and quality control.
- **What is the hierarchy of the purposes¹ identified?** While the workshop produced a useful list of purposes, these need to be further clarified, narrowed down and prioritised.

Overall, participants were strongly in favour of finding ways to engage poor people in the debate about the post-2015 framework. They had clear ideas about how this might be achieved in order to:
i. generate useful inputs into the international process; and ii. ensure that poor people themselves are able to use the results to put pressure on their own leaders to achieve better development outcomes.

¹ Note the terminology used in the workshop was purposes rather than objectives. For some the latter will be terminology they are more used to using.

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1. Purposes of engagement

While the workshop did not identify a single purpose, or a hierarchy of purposes², a shortlist was generated (see Appendix 1 for the long list). These can lay the foundation for a later exercise in narrowing down and prioritising them to inform tradeoffs that will have to be made as the process develops.

There was broad consensus that there were multiple purposes for running processes to engage poor people in the formulation of the post-2015 framework. These were to:

- make a more effective framework;
- influence the political process;
- ensure voices of the very poorest are strongly represented;
- ensure people are engaged at the local level (this is not just a 'UN thing');
- influence the content and make it relevant;
- run a global citizen engagement to address distinctly global issues;
- reinvigorate the development agenda, raise awareness and inspire the non-poor; and
- ensure a stronger connection between representatives and the poor.

Participants discussed whether some of the other purposes that they discussed should be intrinsic to the engagement process. For example, capacity building, learning and methodological innovation could form the basis by which engagement takes place rather than being an explicit purpose.

It was agreed that further work will need to be done to develop consensus around a smaller number of explicit, priority purposes and that there will be a hierarchy, with some contributing to others at higher levels.

² Note the terminology used in the workshop was purposes rather than objectives. For some the latter will be terminology they are more used to using.

2. Areas of consensus

Given the range of disciplines and backgrounds of participants, it was unsurprising that people approached the issue of the engagement of poor people in the post-2015 process from different perspectives. However, there were a number of areas where there was broad consensus, even if there was not agreement about how to resolve some of the tensions between the different purposes that emerged.

a. Aim to influence the post-2015 settlement in a pragmatic way

Participants agreed that, given the political reality that a post-2015 framework to replace the MDGs is likely to be developed, 'pragmatically, it is worth trying to influence that post-2015 framework with the voices of the poor,' notwithstanding other important reasons for engaging poor people. In the light of this, a joint statement was suggested which could act as a 'credo' for those organisations and individuals involved. While a final credo was not established during the workshop, three core elements were suggested as the basis on which a process to engage poor people might hope to influence the post-2015 process:

- We believe the MDGs gave insufficient attention to the poor's voices;
- We want to engage people who have previously been largely ignored; and
- We are doing this so that it will be a more effective framework.

Participants also stressed that the way the process happens is also important; it must be participatory and empowering highlighting one of the key tensions that will face any attempt to engage poor people in the post-2015 process.

b. Two compatible directions for activity

Two directions emerged for how to move forward with this agenda. These directions are different but compatible, and may have shared aims and overlapping activities.

i. Develop an umbrella mechanism for initiatives engaging the poor in the development of a post 2015 global framework

Participants decided that the most pragmatic approach would be a loose structure which brings together various participatory exercises engaging poor people in the development of a post-2015 framework (rather than, for example, a single, centrally controlled and planned engagement process). It was agreed that this approach should be distinct from the formal UN negotiation process, but that it should aim to influence the latter and fill gaps which are identified. The purpose for such a mechanism would be to maximise the impact of the voices of the poor by enabling policy makers to see individual outputs as part of a bigger initiative or movement. In order to do this, the mechanism would need to:

- provide quality assurance of initiatives;
- encourage networking, peer-learning and mutual support among different initiatives; and
- synthesise outputs.

The group discussed how this mechanism could or should relate to existing structures – in particular, the Beyond 2015 campaign, which has been pushing for a post-2015 framework to be developed through an open, inclusive and participative process. The group identified several options, each with risks and opportunities, which merit further discussion and thought.

The group explored the potential for such a mechanism to provide clear branding as an umbrella under which relevant initiatives could fall. This would be one way to avoid the mechanism needing to provide intensive coordination and would instead allow initiatives which met certain, agreed criteria, to gain a higher international profile than they otherwise would.

There was also some discussion about whether this mechanism should fund various processes to engage poor people in addition to the coordinating role. While a clear consensus on this did not emerge, some participants warned of the dangers of such a funding mechanism being perceived as another attempt by the North to dominate the development agenda.

ii. Develop a broad social movement to create a change in perspective regarding development

After considering theories of change, some participants felt that the objective of simply engaging poor people in a consultation process leading up to 2015 was too limited and that the process of engagement should be part of a broader social movement. These participants felt that this is needed in order to create a paradigm shift in the way that development is perceived by both policy makers and the public at large. This could include a shift from a development model to a human rights model. For example, some considered it unacceptable that the MDGs included targets for raising only certain percentages of people out of poverty, and is symptomatic of a development perspective. This paradigm shift could also embed new ways of measuring progress, looking not just at poverty reduction but other criteria of wellbeing.

This could only be achieved, it was suggested, through the development of a large-scale social movement. The nature of this movement should be very different from the more structured coordinating mechanism and it should be driven by vision rather than goals. It should avoid being UK focussed and instead aim to spark hubs of energy at different levels around the world, with a strategic focus on young people. It should work with artists and others that have the ability to mobilise effectively in the way that the climate change movement is doing.

Participants also considered the importance of using the right language. Language such as the ‘voices of the poor’ is in danger of prejudging who is poor, and questions such as ‘what world do we want to live in?’ was preferred.

It was acknowledged that elements of this social movement are already taking place. Nevertheless it was hoped that activities around 2015 could act as a catalyst for increasing the size and energy of the movement.

c. Aim to solicit a commitment from decision-makers to consider results of engagement processes

Participants agreed that a pre-commitment should be obtained from key decision-makers that they will consider the results of engagement with the poor in the formulation of the post-2015 framework. The ask of decision-makers must be clear and could include a commitment to:

- listen to the participatory process;
- take account of the outputs of engagement with the poor ; and
- wait for the outputs of engagement before setting in stone the contents of a post-2015 framework.

Participants discussed the way in which decision-makers should be asked to make this commitment. A number of different approaches were considered:

- Agree a common document which is able to be used across countries and includes a credo;
- A letter from the UN Secretary General to decision-makers;
- Artists and celebrities to approach ministers and encourage them to listen;
- Ask coalitions such as the Global Call to Action Against Poverty to use the credo;
- Charge different coalitions to create a space for politicians to own agenda and give their commitment;
- Engage media to be partners in the process; and
- EU could finance media projects on MDGs to raise awareness.

It was acknowledged that there are a number of people who will have influence in the process beyond the formal decision makers and who should be approached. One sub-group began to identify some of these: National parliaments; Development and foreign ministers and special advisors; The OECD/ DAC; Heads of UN agencies; Business leaders; Regional bodies eg. African Union , Organisation of the American states; Influential ex-heads of state; BRICs - Brazil, Russia, India and China; Key players in Arab Spring countries; Elders; and Artists and Celebrities.

3. Building blocks for an engagement strategy

Participants identified key building blocks which would need to be considered in the development of an effective engagement strategy.

a. Work should be undertaken before engagement starts to ensure initiatives add value

Participants felt strongly that work was needed before engagement begins to ensure that initiatives did not duplicate work already done and was relevant and focussed on the local context.

Initiatives should identify which people and groups of people are not currently being heard. This should start with mapping those voices which are already being heard such as bloggers and citizen journalists, artists or civil society organisations representing different sections of the population. While they should not necessarily be excluded from engagement, energy should be focussed on the gaps in participation. This may need to be done at national or local level as it will vary depending on context.

Initiatives should identify the data and information that already exists, and work to fill the gaps. A great deal of work has already been done which can be fed into the formulation of the post-2015 framework and this should not be duplicated. Mapping this work will ensure that engagement processes add value and fill these gaps.

b. Methodologies should be participatory, innovative and empowering

Engagement methods should encourage deliberation and dialogue. Engagement processes should be built to encourage vertical as well as horizontal relationships. Horizontal relationships may be between poor people, or between the poor and non-poor. Vertical relationships should strengthen communication between representatives and the poor, and between country level and international processes.

Engagement methods should be innovative. While existing methods of participation have demonstrated significant success, the timescale for influencing the post-2015 process is short; organisations will need to innovate if they are to achieve the purposes highlighted above. Any coordinating structure should consider how it can support innovation throughout, ie. in the formulation of projects, in feedback mechanisms and in synthesising outputs.

Organisers should take a pluralist approach to methodology and include qualitative and quantitative methods. It was suggested that different methods should be used for different groups and creating an inventory of existing methods may be helpful.³ Participants were keen that non-conventional engagement should be encouraged and that these would be likely to produce qualitative data. Although some participants suggested qualitative methods could make outputs less comparable between countries, others argued that researchers are increasingly able to intelligently

³ IDS are due to publish an inventory shortly which may be relevant. Contact Tessa Lewin for more details.

weave together metric and qualitative data. In this way, it is possible to use empowering and participatory processes while maintaining statistical rigour.

Training of facilitators will be critical to the success of engagement processes. Drawing on the experiences of Voices of the Poor, participants noted that a high skill level is essential in trainers and facilitators if participatory processes are expected to produce results that are statistically valid, comparable and possible to aggregate across contexts.

Engagement processes should support agency among the poor. It is important that processes avoid being disempowering and extractive. However, it was acknowledged that supporting agency among the poor is in fact a purpose in itself which may come into tension with other aims. While many felt, in the light of the agreement that the pragmatic aim is to influence the post-2015 process, that this was not a purpose in and of itself, others felt that it is of critical importance.

Engagement must include ways to feed back to the poor people involved. This should not be an afterthought but should be built into the engagement process from the start.

Engagement must consider its impact both on the current MDGs and on engagement post-2015. Initiatives must not create an opportunity for governments to dismiss the existing MDGs, or derail attempts to achieve them on the local level. They must also establish ways in which engagement can continue post-2015.

There should be a participative process to combine and synthesise the outputs of engagement. Participants were keen that the participative methods did not stay at the local level, but thread up through to the final stages of the global engagement process. Some participants suggested that poor people involved in different engagement initiatives should come together and that this should be a structured, deliberative process.

c. Engagement should be designed to maximise policy influence

The engagement process should be timely and influence multiple decision-making processes.

Participants visualised the decision-making process as many interlinking timelines, crossing at different points, which all contribute to the post-2015 framework. One of these is the formal UN process tasked with formally negotiating and agreeing framework among member states, but others may include lobby groups, other UN processes, regional groupings and others. The engagement exercises envisaged were viewed as sitting outside these timelines, but influencing them at key points, such as feeding into a major report or being brought up informally by key intermediaries or champions. Coordinating this will require identifying these entry points and developing agreed deadlines to ensure that outputs have maximum impact.

Outputs must be interesting, inspirational and take account of emotions. Suggested outputs included videos, testimonies or unconventional engagement outputs such as radio call-ins. Participants considered the power of immersion to help others (citizens or decision-makers) understand poverty, and ways to imitate this process remotely.

4. Key questions moving forward

Participants identified a number of key questions during the course of the workshop, and specifically on day two. In addition, while the workshop discussions were synthesised to form this report others emerged. This section pulls together questions that remained unanswered at the end of the workshop.

a. Who should the process aim to engage?

Participants were divided about who engagement should focus on and why. Should we focus exclusively on those who live in absolute poverty in low or middle income countries, or should we also try to engage those living in relative poverty in high income countries? Some participants also suggested that engagement should include (non-poor) citizens in all countries.

Some participants felt that engaging with those who live in poverty in the North as well as in the South might give strength to a global framework and shift the paradigm away from developed and developing. For example, some issues like job security would be important for a poor person in the UK and a poor person in India.

Some participants suggested that while efforts should be weighted towards those with less voice, engagement should include citizens in general and not exclude the non-poor. They argued that an inclusive dialogue could build relationships between the poor and non-poor and strengthen the development movement beyond 2015. If designed correctly, by for example providing opportunities for immersion, it could have an inspirational and catalytic effect beyond influencing the post-2015 process alone. It would also avoid setting controversial standards about who is and isn't poor.

Others, however, felt that governments in theory already represent citizens so engagement initiatives should aim to fill the gaps and focus on the voices of those who are currently voiceless on the basis that it is these perspectives that will make any emerging framework more effective. While setting up criteria of what constitutes being poor will be a challenge, this could be aided by the use of absolute as well as relative measures of poverty, or a focus on the marginalised rather than the economically poor. Participants suggested that the starting point for these definitions could be poor peoples' own definitions of ill and well-being.

There was, however, an emerging consensus that post-2015 needed a whole world framework, which moved away from the traditional relationship between North and South where Northern countries are seen primarily as donors.

b. What outputs will be most influential?

Participants were divided about whether rigorous data or more creative and inspirational outputs would have the most impact. While there was no disagreement about the value of collecting more data about the lives of the poorest and most marginalised, the discussion centred around how best to present any findings. This discussion in turn was based on different perspectives about the primary purpose of any process: is it to improve the effectiveness of the framework, or to inspire leaders and wider populations to action?

There was broad consensus that the output should be more than 'just another report'. There is already a great deal of data, but it has not created an effective framework for change. One participant argued that 'data might help to build a business case, but it doesn't motivate people to act.' Some suggested, therefore, that statistical rigour and data are less important and that outputs should be created which inspire action from leaders and the non-poor. Outputs which could do this effectively could be powerful personal stories, video diaries, testimonies or works of art or music.

Conversely, it was acknowledged that shocking data and a 'killer fact' can be very powerful, and that large numbers have historically often been the greatest weapon of the poor. Studies which produced comparative data could be very influential. For example, a cross-country comparison of relative poverty could be damning towards the UK but show countries like Costa Rica in a favourable light. This could be shaming and create a shift in perspective. New participatory approaches were described where poor people themselves develop and then measure indicators of well-being and poverty.

In this context it was noted that policy processes are chaotic and non-linear. While it is pragmatic and important to plan how to influence existing policy processes, acknowledgement must be given, and preparation time devoted, to the need to seize unexpected moments where big shifts in perspective are possible.

While a combination of outputs could be produced, answering 'what outputs' question will be helpful in guiding engagement processes and planning ahead to a later stage where they are synthesised.

c. Should initiatives aim to influence national or international policy, and how can this be reconciled with engagement processes?

Many participants were keen to ensure that any engagement process to influence the post-2015 process happens in a way that is empowering and encourages agency amongst the poor. However, it was acknowledged that most poor people aren't concerned about international frameworks, but about the immediate issues affecting their lives, and their priority is likely to be influence at the local and national level. This creates a potential tension in a process aimed at influencing at a global level.

Some participants suggested that this is compatible with having an influence in the international arena; the formal UN process relies on citizens influencing their national governments and influencing the international process through national political representatives. However, others stressed that the final decision about the post-2015 framework will in fact be made by a much smaller group, and the voices of poor people are in danger of being lost unless communicated directly at this level.

While it was agreed that local, national and international engagement can work in parallel, questions remain about how, if at all, these processes should be connected without endangering the integrity of the participatory process itself.

d. How should an umbrella mechanism for engagement be organised?

A number of questions remain about the organisation of an umbrella mechanism for engagement initiatives. Participants suggested that as funding and governance models are created, attention must be paid to how it will deal with perceptions of ownership by the North. Not doing this could be detrimental to the legitimacy of the mechanism and endanger efforts to create a whole world, collaborative process.

Furthermore, this issue raised the question of what kind of legitimacy such a mechanism would need to have in order to achieve its aims? Who needs to own the process and the outputs? Other suggested that if its aim was to influence the process, it may be stronger if key actors in the World Bank or UNDP support the mechanism from the outset.

Another key question emerged about how, if at all, the quality of projects should be assessed. A middle road is needed between imposing a narrow set of standards, and ensuring that it is not so loose as to be simply a title for all engagement processes with the poor in the formulation of a post-2015 framework. This question must be answered alongside a decision about what outputs will be most influential.

e. What is the hierarchy of the purposes identified?

A number of the key questions that were identified during the workshop rest on difficult trade-offs between competing purposes. For example, engaging citizens in general in the process may help to reinvigorate the development movement in general, but could jeopardise the purpose of ensuring that the voices of the very poorest are strongly represented. Similarly, a decision about the kinds of outputs needed relies on a trade-off between influencing the political process in general, and influencing the content of the framework and making it relevant.

It is likely that as participants move in different directions with this agenda they will prioritise different purposes, but these should nevertheless be agreed within groups of actors working together. While the workshop produced a useful list of purposes, Involve's recommendation is that these need to be further clarified, narrowed down and prioritised, to identify a very small set of mutually reinforcing purposes. The need for developing priority purposes is most acute for the coordination mechanism which has a very tight timetable if it is to influence the post-2015 development framework.

f. Other key questions

A number of other questions emerged on day two which were either left undiscussed, or required additional time.

One large group of participants spent some time considering the theory of change and the extent to which engaging poor people in the process of developing any post-2015 process was enough. While this discussion was fruitful, there was not time to develop a clear answer to the question.

A number of participants felt strongly that any engagement process to influence the post-2015 process must include an attempt to shift the development paradigm. However, the question of how to do so was left unanswered.

Participants also identified a number of lower order questions relating to thinking through how to ensure that any process to engage poor people will influence the international policy process. These questions included:

- What are our entry points into the policy process?
- How do we organise ourselves to enter that process?
- Do we need a strategy for mapping blockers and allies?

5. Timeline and action planning

The workshop did not include time to develop a detailed work-plan. This timeline is therefore an aggregation of tasks and events which need to be built up into a more detail over the coming months.

Date	Milestones and actions	Actions for coordination mechanism	Actions for social movement
2011 – 2015			Open knowledge sharing (not controlling or over-coordinating)
October 2011	Synthesise work already done on voices of the poor which could have an early impact on post-2015	Produce concept note for coordination mechanism	Sparking hubs of activity at different levels with a particular focus on young people
November 2011	Busan conference on Aid effectiveness		
		Agree common document (including a credo) for coordination mechanism	Identify other actors with the power to change
December 2011		Identify potential funders for coordination mechanism	
		Secure decision from potential funders about coordination mechanism	
	Identify links with Arab Spring movement in order to gather public support		
May 2012		Develop decision-makers' commitment to listen to outputs of engagement	
June 2012	Rio + 20		
January 2013	World Social Forum		
	UN Secretary General's Report published		
November/Devenber 2012		Engagement outputs ready	
September 2013	UN General Assembly		

Conclusion

Although the workshop brought together a group with very diverse experiences and skills, the areas of consensus which emerged lay a firm foundation for future collaboration. One of the most significant was the need to take a pragmatic approach, accepting the likelihood that there will be a framework developed post-2015 and that it is critically important to ensure that the process leading to its development involves a far wider range of the world's citizens than were heard during the formulation of the MDGs.

There was general agreement however that this should not preclude attempts to develop wider and more long term engagement, and that any engagement process leading up to 2015 must meet some minimum participatory standards.

However, participants identified a number of different avenues for action. While they are not mutually exclusive or completely contradictory, no single participant can achieve them all. The most likely outcome, therefore, will be better informed parallel processes being implemented. The question for participants is how these processes can work together to strengthen each other. One immediate action to achieve this will be to continue and strengthen the networks created during the workshop, and this rests largely with workshop participants.

There are only very few examples to date of attempts at an international process which engage citizens to influence a global decision-making process, and even fewer which have aimed at doing this with the very poorest. Participants' work in this area therefore could not only have influence in the post-2015 framework, but also on how the poor are engaged in future international decision-making.

The building blocks for an engagement strategy which were identified by a sub-group of the participants contain some very clear steers about initial key steps, as well as the type of process or processes which should be developed and supported. A number of these have both resource and time implications which were not discussed on the second day as participants focused on the timeline.

Another key issue is that any strategy and structures that are developed to ensure that poor people have a say in and influence over the process leading up to 2015 will require broad legitimacy if they are to be successful. Inevitably, given the timelines and available resources, one or two actors will need to initiate the strategy, and may well end up driving it at key points. Developing real clarity about the nature of the legitimacy it will require, and how it will go about ensuring this, will be critical to the extent to which the hopes and aspirations of the world's poorest are meaningfully integrated into any post-2015 framework.

This workshop was the result of collaboration between three organisations with an interest in engaging poor people in the post-2015 debate.

The Department for International Development leads the UK government's fight against world poverty. DFID played a leading role in the shaping of the Millennium Development Goals a decade ago, and has been a strong and consistent advocate for the MDG agenda. It has a strong interest in seeing the emergence of a framework for measuring and incentivising progress in development after 2015 that is grounded in the views and experiences of poor people themselves.

CAFOD were one of the first NGOs to substantially engage in the post-2015 debate. Their flagship report, 100 Voices (www.cafod.org.uk/100voices) gathered the views of CAFOD's Southern partners around the world on what should come after the Millennium Development Goals, and inspired Beyond 2015 (www.beyond2015.org), the international campaign for a post-2015 framework which has leadership, substance, accountability and legitimacy. Through this work they became aware of the need to strengthen efforts to directly engage people living in poverty in the post-2015 debate, and ensure these maximise their chances of influencing policy.

Involve are experts in public engagement, participation and dialogue. Involve were keen to draw on their experience, and their Director, Simon Burall's international development background, to support the development of public engagement processes to ensure that poor people are able to meaningfully and effectively engage with international debates about the post-2015 framework.

Appendices

Appendix 1: Full list of purposes⁴

One of the first exercises during the workshop was for participants to identify the range of reasons why poor people could be engaged in the post-2015 process. This is the long list. Participants then individually identified the top four priority purposes. These form, after some discussion and synthesis, the shortlist found on page 4.

- Democracy for all citizens
- To decide the role of poor people in the implementation of the post-2015 framework
- To improve accountability in the structuring and accountability of the post-2015 framework
- To make a more effective framework
- To influence the political process
- To ensure that the voices of the very poorest are strongly represented
- To build political change
- To deliberate
- To make sure people are engaged at the local level and not feel it is a distant 'UN thing'
- To build functional, new alliances through the process
- To consolidate evaluations from poor people of existing Millennium Development Goals
- To move norms into international law
- To inspire
- To identify gaps/ reassess priorities of existing Millennium Development Goals
- To develop accountability to human rights standards
- To experience/ capture the realities of the poor
- To be part of the solution we need to be more inclusive
- To give poor people a chance to deliberate on policy options
- To build/restore trust in institutions
- To reinvigorate the overall development movement
- To build solidarity across borders
- To learn from the multiple methodologies involved in the process
- To bring human rights and development policy makers together
- To ensure that the new process is not a way of escaping previous commitments
- To ensure a stronger connection between representatives and the poor
- To provide a baseline for future evaluation
- To help citizens and civil society to develop their own options
- To develop a new way for NGOs to represent the poor – working with them not for them
- To influence content to make it relevant
- To guide and strengthen the international loggy
- To legitimate the process
- To build ownership
- To engage in global citizen engagement addressing distinctly global issue

⁴ Note the terminology used in the workshop was purposes rather than objectives. For some the latter will be terminology they are more used to using.

- To build capacity amongst poor people
- To ensure a win-win purpose for everybody
- Identifying new issues with gender/labour structures and ultimately improving the quality of the framework

Appendix 2: Workshop Participants

Name	Organisation	Email
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Appendix 3: Existing projects

During the workshop, participants heard from six projects already aiming to engage the voices of the poor in the formulation of a post-2015 framework, listed below. In addition, participants suggested additional organisations which may have projects and/ or would be worth approaching:

- Hewlett Foundation – undertaking work on political spaces
- Action Aid
- World Social Forum
- World Economic Forum
- Rockefeller Foundation

The summaries below are taken from papers or Powerpoints provided by those presenting the project.

Talking Gardens

By the Seed Institute Kenya
GCAP Kenya
Mwangi Waituru
waituru@gmail.com

- GCAP will build on 'The World We Want 2015' campaign started in 2010- *Mobilization tools have varied from marches, rallies, forums, concerts, developing peoples charters, organizing hearings or tribunals*

(Kenya parliament adopted a motion that resulted from the hearings requiring government to table MDGs status reports periodically)

Post MDGs agenda needs to:

- Must be a human rights based agenda
- Disaggregated voices- women, marginalized groups
- Mobilization followed up by ensuring the conversations reach the government at all levels

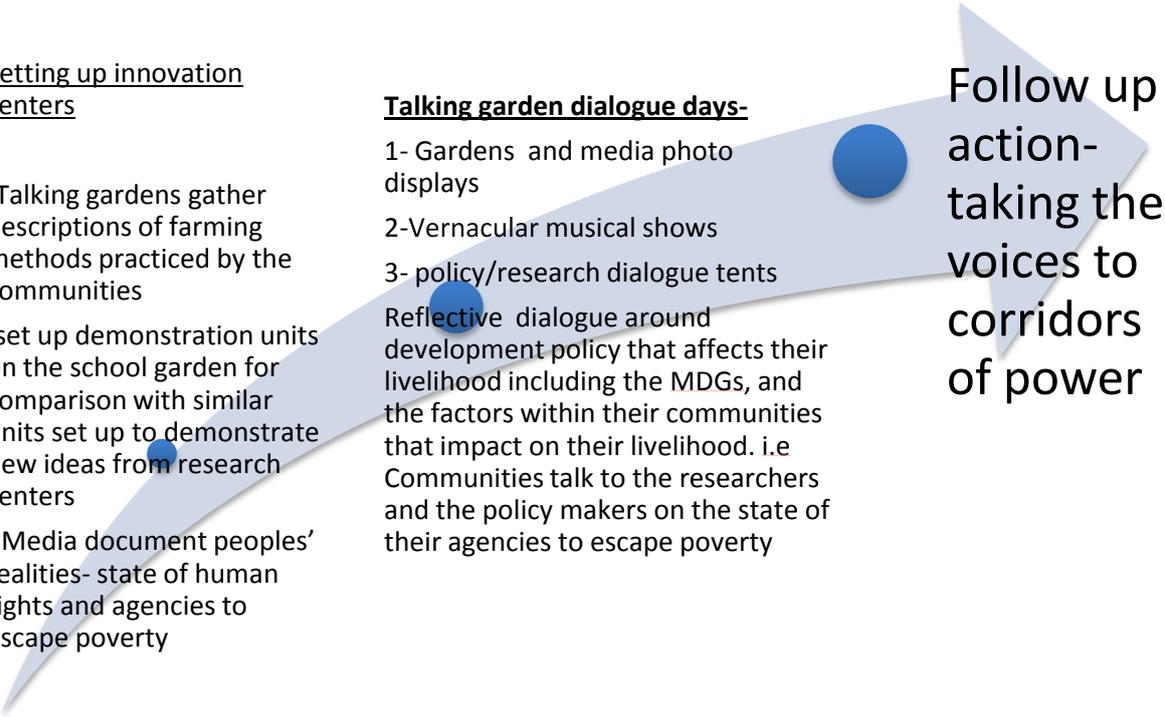
'response to 'summiteering' fatigue' 'immediate impact- how does this help me?' 'Link research, advocacy and communities'

Setting up innovation centers

- Talking gardens gather descriptions of farming methods practiced by the communities
- set up demonstration units on the school garden for comparison with similar units set up to demonstrate new ideas from research centers
- Media document peoples' realities- state of human rights and agencies to escape poverty

Talking garden dialogue days-

- 1- Gardens and media photo displays
 - 2- Vernacular musical shows
 - 3- policy/research dialogue tents
- Reflective dialogue around development policy that affects their livelihood including the MDGs, and the factors within their communities that impact on their livelihood. i.e Communities talk to the researchers and the policy makers on the state of their agencies to escape poverty



Follow up action-taking the voices to corridors of power

CAFOD and engaging poor people in post 2015

Summary provided by project organiser.

Neil Thorne, nthorns@cafod.org.uk

Background

100 Voices

You'll all be familiar with the joint research from **CAFOD** and the **Institute of Development Studies** (IDS) which describes the perspectives of 104 representatives from civil society organisations, in 27 developing countries from across the world.

Beyond 2015

CAFOD is currently co-chairing the Steering Committee of the Beyond 2015 Group.

Next Steps

1. Engaging the Caritas network

The Caritas network is the second largest humanitarian agency in the world with 165 member organisations worldwide, and through its work expands to 200 countries, working with people regardless of race or religion. This network operating through the capillary network of the church is able to reach very remote and hard to reach communities, areas which are politically sensitive as well as difficult urban environments. It is potentially able to bring voices from the grassroots as well as inner political circles with whom senior clergy often have strong links and are regularly consulted. As a leading member of Caritas, CAFOD is investigating how we can best engage the wide network to reach out to all sections of civil society.

Method: We are currently thinking of a series of training workshops to equip those in the Caritas network to lead data collection (whether this is via simple questionnaires, workshops, interviews, SMS or another method); with the data synthesised by CAFOD. We are very interested to explore the different options of how such an exercise could be undertaken and hope to gain from the workshop some useful learning on this.

2. CAFOD and BOAG

The British Overseas Aid Group (BOAG) consists of Oxfam, Save the Children, Action Aid, Christian Aid and CAFOD. It's a historic grouping and has a special relationship with government ministers and departments and is on the whole trusted to take the lead on some issues by the wider Bond network. CAFOD is working with this group on any necessary policy influence to support the Beyond 2015 campaign and ensure all work is complementary not in competition.

Citizen Deliberation and the Post 2015 Development Framework

Scott Wisor
Centre for Applied Philosophy and Public Ethics
Australian National University
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What: The idea is to complement any existing post 2015 processes involving governments, civil society, and international institutions with citizen deliberation in a range of countries. Convening small groups (50-100) of broadly representative citizens (that is, representing national diversity of social and economic locations) to not just be surveyed or consulted but to be active agents in devising recommendations for a new development framework.

Possible Objectives: Citizen deliberation could be used to develop recommendations on a) principles and values (e.g. common but differentiated responsibility, solidarity) that should ground a post 2015 framework b) specific goals, targets, and indicators that should be included in a subsequent framework (e.g. freedom from violence, number of homicides per 100,000) and/or c) the overall shape of the framework (e.g. national level goals integrated into global framework, targets based on current country performance, etc.).

Partners: Ideally in each country you would have government support for the process, without any official influence. Government should support citizen deliberation and prepare a response to any deliberative recommendations that are received, but must not be involved in the deliberative process. In every country at least one domestic civil society organization must be identified to bear primary responsibility for moving the process forward—building domestic support for citizen deliberation, identifying potential participants, educating potential participants, organizing logistical arrangements, and ensuring the political uptake of deliberative results. In each country highly competent facilitators with significant deliberative experience are needed to coordinate the deliberation.

Why: Citizen deliberation would confer a variety of instrumental and intrinsic benefits upon the post 2015 process. Better epistemology: government officials and development experts do not always already know the priorities and preferences of those most concerned with and affected by development. More legitimacy: by involving citizens in the post 2015 process, the goals can be seen as properly authorized by the people, rather than by unelected and unaccountable individuals. Better politics: as citizens are not constrained by special interests or concerns for their political future, they are in many ways freer than politicians and bureaucrats to make recommendations and to compromise.

Where: The idea is scalable. It could be done in nearly every country in the world. Within any given country, it could be done at a variety of levels (village, district, state, national). Current technology makes it possible for multiple deliberative sites to be engaged on the same topic at the same time within or across countries.

What sort of world do we want to live in?

Paul Ladd: paul.ladd@undp.org

Jose Dallo: jose.dallo@undp.org

A conversation with people on a post-2015 development framework

In the years up to 2015, the world needs to remain focused on securing as much progress as possible on the current set of Millennium Development Goals (MDGs). At the same time, discussions have already begun on the goals and targets that could build on and succeed the MDGs.

Discussions on any post-2015 development framework should start with an analysis of the present MDG agenda and its underlying approach, as well as assessment of what has worked and not worked. Any development framework for post-2015 must also take into account how the context for development has changed since the MDGs were agreed. It will be informed by climate change and environmental instability, recent crises and volatility arising from economic globalization, the changing nature of global governance, patterns of inequality between and within countries, as well as trends relating to technology, demography, urbanization, and migration, among others.

It will be critically important that the vision for the world we want to live in – and any ensuing goals and targets – be informed by the perspectives of people from all parts of the world, including poor people. The United Nations will seek to be an advocate for and facilitator of a bottom-up and inclusive approach defined by national and local priorities. Within the UN system, the UN Development Group (UNDG) is well placed to lead this effort, drawing on the resources of UN country teams.

As Chair of the UNDG, UNDP is currently mobilizing support around an initiative that aims to:

- Build a strategic coalition of partners that can shape the post-2015 development agenda through the broad mobilization and engagement of poor and/or vulnerable people, governments, NGOs and grassroots organizations, the private sector, trade unions and workers, and the academic community;
- Ensure that the post-2015 development agenda is shaped by the changing development context and critical challenges of our time; builds on the momentum of and lessons learned from the MDGs; and is guided by core UN norms, values and commitments.

The following activities are anticipated:

- 50 inclusive national consultation processes to stimulate the debate on the post-2015 development agenda. These country-level outreach exercises would complement the formal consultations on post-2015 led by DESA on behalf of the General Assembly, and other consultation processes the UN is supporting such as those in preparation for Rio+20;
- 8 meetings with academia, media, private sector, employers and trade unions, civil society, and decision makers to discuss key issues pertaining to the post-2015 development agenda (for example on equity, sustainability, governance etc);
- Production of discussion and position papers on the post-2015 development agenda;
- The creation of a web portal allowing open interaction and information exchange.

The evidence and perspectives generated through these activities listed above will be synthesized in early 2013 so as to feed into the special event that UN member states have asked the President of

the General Assembly to convene in September 2013. It will therefore be a key input into any intergovernmental discussions on options for a post-2015 development framework.

A participatory action-research programme on the Millennium Development Goals (MDGs) involving people living in extreme poverty in eight countries (March 2011 – September 2013)

Contact: Matt.Davies@atd-fourthworld.org Xavier.Godinot@atd-quartmonde.org

1. Broad aims of the project

- To assess the impact of the MDGs to date on people most affected by extreme poverty.
- To use a participatory research methodology to provide people living in extreme poverty with the means to contribute their experience and knowledge to efforts to achieve human rights and evaluate the MDGs (capacity building).
- To identify ways in which policies and actions can benefit people living in extreme poverty within the framework of the MDGs and beyond the 2015 deadline, in order to make progress towards "*a world governance where decision-making is centred on real participation of the people in extreme poverty, and goals are centred on the eradication of extreme poverty.*"⁵

2. Project location

Eight countries have been chosen to participate in this process: Burkina Faso, Madagascar, Mauritius, the Philippines, Haïti, Bolivia, Brazil and perhaps, later, Poland. This choice has been made according to the availability of national ATD Fourth World teams and to the geographical, economical and cultural diversity of these countries. It gives a range of countries which are fairly representative of the diversity of geographic, cultural and development situations.

Extreme poverty continues to blight the existence of millions of people in Europe and North America, hence the project will include one or two sites in these regions. Belgium has been chosen, Poland may be chosen, as a transitional country with a very high HDI.

3. Participants

- **Grassroots actors and facilitators:** In each site, the project will bring together experienced facilitators and some 50 people aged sixteen and over living in extreme poverty. The majority of them are already engaged in ATD Fourth World projects at local level, and they will help the newer members to participate in the action-research.
- **Other actors:** A few academics, and 10-15 practitioners from different sectors (including teachers, health workers, legal practitioners and employees of the local public sector and international organisations) will also be associated with the programme.

4. Methodology

5 Proposal Paper, "Extreme Poverty and World Governance" Forum for a new World Governance and ATD Fourth World, December 2010.

The methodology of a specific participatory action-research⁶ will be implemented. In each country, the evaluation of the MDGs will be based on a dual approach :

- ATD Fourth World teams will provide people living in extreme poverty with a space for exchanges, where they can gradually pool their ideas and evaluate in what way the various rights are violated (economic, social and cultural, as well as civil and political). As a group, they will seek ways to help individuals to establish the respect of their rights.
- Academics, policy-makers and practitioners from different disciplines, according to the themes studied, (teachers, health workers, lawyers etc.) will be invited to examine the evaluations of the MDGs by the country's government and international institutions, and to prepare to work alongside people living in extreme poverty.

The work on assessing the MDGs in a country will be the result of discussions and workshops using the merging of knowledge approach⁷ between these two groups and, in many cases, a final seminar of several days, in order to develop common conclusions and formulate recommendations on ways to achieve the MDGs within the 2015 deadline, as well as policies to be implemented after 2015.

5. Contributions from correspondents in other countries and from an international resource group

Correspondents in developing countries will contribute the evaluation of the impact of the MDGs on populations living in extreme poverty. An international discussion group of members and friends of ATD Fourth World, from both North and South, is being formed. They will share their ideas through an online, facilitated discussion and will contribute to the debate and propositions.

6. Working with international organisations

The heads of UN departments and agencies (e.g. DESA, UNICEF, UNDP, the Office of the UN High Commissioner for Human Rights); the Bretton Woods institutions, (IMF and World Bank); the African Union; academics from the Northern and Southern hemispheres; NGOs or coalitions of NGOs; and the International Trade Union Confederation will be approached to associate them with the planned debates and seminars as the project develops.

7. Project timeline

- Jan 2011: First draft version of the project, and first contacts with sources of funding. More funding is still needed.
- Sept 2011: Preparatory workshops with local project facilitators. Identification of training needs.
- 24, 25 and 26 Jan 2012: International seminar in Pierrelaye and Paris, UNESCO headquarters, "Poverty is violence: breaking the silence".
- June 2012: Presentation of project and initial findings at Rio+20 Conference.
- Oct. 2012: Public presentations in the different countries on International Day for the Eradication of Poverty by project participants.
- Oct. 2012 – Mar. 2013: 4 regional seminars to present findings in the Indian Ocean (Madagascar), in Africa, (Burkina Faso), in Latin America (Bolivia), and in Europe (Brussels or

⁶ Research and Training Institute, International Movement ATD Fourth World, *Guidelines for the Crossroads of Knowledge and Practices and How to Apply Them to People Living in Situations of Poverty and Social Exclusion*, November 2006, 5 pages.

⁷ Fourth World University Research Group, *The Merging of Knowledge, People in Poverty and Academics Thinking Together*, University Press of America, Lanham, 2007, 490 pages.

Paris).

- International seminar in New York in May-June 2013, before the high level UN summit meeting on the MDGs, planned for September 2013.

8. Outputs

- Dedicated project website to present the project and its progress, findings and documentation produced.
- One international and four regional seminars, to provide exchanges between the delegates of people living in extreme poverty, their partners, and representatives of national and international institutions.
- Publication of findings in a full report, containing analyses and propositions, and summaries in three languages, French, English and Spanish.
- Photos and videos of the living conditions of the poorest populations in the world and their participation in the action-research process.

John Patrick: The Justice and Peace Commission

This summary has been written by the facilitators from notes of the session.

- Working to empower people to hold their national government to account, particularly regarding the spending of taxes.
- Education about the tax system and the promises made by politicians is a key strand to the work. In some cases this education had resulted in people refusing to pay their taxes, as they have become politically aware
- One outcome of this bottom-up engagement is the development by local people of a people's manifesto. This people's manifesto is a set of locally agreed indicators for government performance which the people draw up based on their priorities, and present to the national government. They also compare their own people's manifesto with the politicians' manifesto to see who is promising the kind of things they want their taxes to be used for.
- The charity has legal expertise in the office to advise and provide legal aid for local people, and they facilitate petitions and protests and are lobbying for a freedom of information law.
- It was suggested that the national budget touches lives more directly than the UN and MDGs, and this project begs the question of what added value would people receive from an international agreement? Furthermore, how would an international framework add value to a local struggle?

Appendix 4: Workshop programme

Day 1: 23 September 2011

Session	Session title
	Registration, Tea and Coffee
1.	Introductions to workshop and participants
2.	Developments in participatory techniques over the past decade
	Break
3.	What projects are already being planned to engage poor people in post-2015?
	Lunch
4.	Why engage this time?
	Break
5.	Identifying building blocks of a successful strategy to engage the poor – 2 groups focusing on policy and methodology.
6.	Reflection on day
	Close Day 1
	Dinner

Day 2: 24 September 2011

Session	Session title
	Arrival, tea and coffee
7.	Recap of Day 1
8.	Day 1 groups report back
9.	Identifying connections between the policy and methodology groups
	Break
10.	Identifying key questions which need to be answered
11.	Open space group work on three key questions: What is our theory of change? How can we coordinate the various processes? How do we get a pre-commitment from decision-makers to listen?
12.	Groups report back
13.	Reflection and summary
	Lunch
	Close Day 2

Appendix 5:

A number of participants were invited to present their work in participation in order to give the rest of the group some insights into how developments in the field. This was not intended as a comprehensive overview of developments. These are summaries of the presentations.

Sam Mountford: Global opinion polls

- Global opinion polls, interviewing 5-10,000 people across 15 middle income and developing countries.
- Topics include views on economics, climate change and their day to day lives.
- Process is not deliberative, it is a representative quantitative sample.
- Run face-to-face interviews in order to include the very poorest.

Jamie Laundine: Mapping informal settlements in Nairobi

- Working with people living in a slum in Nairobi to map the slum, as without numbers it's very hard to demand resources from government or to allocate them.
- Using open source technologies to map the slum in a participatory way and to create a platform where they can blog their own stories.

Patrick Skully: Dialogue and action to address rural poverty

- Working to address poverty in small isolated populations in the Northwest of the US over a 6-9 month period.
- Three stages: Organising and encouraging people to get involved; Holding structured dialogues to share stories; Developing collective action plans.
- Trained peer facilitators in the communities and trained residents in community leadership.
- Dialogues included the poor and non-poor.

Prabhat Failbus: The Society for Participatory Research in Asia

- Using participatory research in an eastern region of India in order to gather voices and advocate for resources for the poor.
- Encouraging participation in democratic and political structures
- Using a variety of method – workshops, theatre, research, or electronic media.

Robert Chambers: Studies of the poor

- Voices of the Poor - a huge operation intended to feed into the world development report - 2,000 communities were involved. Tension throughout the project between standardisation and participatory diversity.
- Reality checks 2009 - research through immersions with host families.
- Measuring Empowerment? Ask Them - project with poor people which used participatory methods, and came out with 134 indicators of good social change. They continue to meet regularly to measure progress against their indicators.

Appendix 6: Participant next steps

At the end of the workshop participants were invited to write down the next steps that they would be taking as a result of the workshop.

The answers below are divided under the three questions participants were asked:

1. As a result of the workshop, what are you or your organisation going to do to take forward plans to engage the poor in the global development goals after 2015?
2. Do you have any specific resources/ knowledge/ skills that you would be willing to share with organisations developing projects to engage poor people in any post-2015 conversation?
3. Have you identified any gaps in your own resources/ knowledge/ skills where support or partnership might be able to support you?

Paul Ladd, United Nations Development Programme

1. We plan to take forward the project as outlined in UNDP's one pager provided in advance of the meeting. We hope to draw on some of the information provided on participatory methods.
2. We can advise on the UN 'policy' context, key dates and processes coordinated in the UN.
3. Good models for participatory outreach that can be applied in different contexts.

Tom Thomas, Praxis

1. Will be initiating conversations amongst CSOs in India.
2. We have a body of knowledge collected over 15 years in conversations with communities. Organisationally, we also have the skills to facilitate participatory and community conversations/dialogues and train people.
3. Global linkages to what we are engaged in.

Financial resources to convene some of those conversations will be useful.

John Patrick Ngoyi, Justice Development and Peace Commission

1. Engage civil society coalitions in Nigeria, West Africa and the African Union.
2. Engage government structures involved in social development and MDGs.
3. Participatory method and facilitation
4. Global linkages to what we are engaged in.
5. Financial resources to convene some of those conversations will be useful.

Mwangi Waituru, GCAP/Seed Institute

- 1. Internal report for my organisation and network

Do a blog on this

Seek to plan a similar initiative to rallying national action and Africa wide action.

2. Skills on engaging the dialogue of voiceless in Africa.
Existing network across Africa.
3. Resources to broaden and widen the participation of voiceless.

Xavier Godinot, ATD-Fourth World

1. We have set up a plan that has been presented to the participants.
2. We would like to be informed of ongoing/future projects to engage poor people in post 2015 conversations.

We wish to keep people/NGOs abreast of what we are doing.

3. Our NGO is too weak to gain a substantial change in the UN process on post 2015. We need coalitions that share the same targets.

Sam Mountford, Globescan

1. Continue our efforts to launch a Base of the Pyramid global poll that looks explicitly at the concerns, expectations and priorities of the 'bottom 20%'.
2. Happy to talk informally with anyone planning structured consultation exercises to advise on sampling, instrument design and analysis, etc.
3. If the base of the Pyramid study comes off, we will need input into the themes it covers.

Whether it does so will depend on funding. Any help in identifying potential funding sources would be great.

Peter Hyson, America Speaks

1. Make our participation-expertise widely available as needed.
2. America Speaks/Global Voices has extensive experience and expertise in facilitating large scale participation especially with hard-to-reach groups. This includes visual artists, video interviews/story telling, etc.
3. I'm not a subject expert!

Patrick Scully, Clearview consulting

1. I am sorry to say that I have no immediate plans but would be happy to help others.

Think about participatory methods and about ways to coordinate the collection of data/information from others' work.

2. I am also working to develop www.participedia.net as a global platform allowing practitioners and researchers to share information (qualitative and quantitative) about participatory governance and problem solutions. It could serve as a mechanism for capturing information that emerges from the book we've discussed here. Elements of it may be useful as an example of how 'Martha's' web platform could organise and display information. The current platform is rudimentary but a much better one will be launched in November 2011.
3. Before coming here, I knew very little about the world of development and its challenges faced by agencies doing this work. Nor did I think about the challenge of how to bring the

perspective of the public, let alone the poor to global governance organisations. I have spent more time thinking about these issues and about the role I might be able to play in them.

Dayna Brown, CDA Collaborative Learning Projects

1. Not sure but happy to help facilitate listening and learning with poor people and others.
2. Facilitating listening exercises and collaborative, multi-agency learning processes. Analysis and collection of findings from quantitative work.
3. Engaging in policy processes to effectively communicate the views of those affected by international development policies and practices.

Tessa Lewin, Institute of Development Studies

1. Finishing the methods scoping paper.

Feedback to interested parties at IDS.

Continue conversation with this grouping.
2. Digital participatory methods/visual methods.

Film, digital stories, radio production, workshop facilitation
3. I'm sure there are many. Would be interested specifically in hearing more explicitly from DFID/UNDP about what they think is possible in terms of us supporting their 2015 processes.

Jamie Lundine, Map Kibera Trust

1. At risk of detailing already ongoing work in my organisation, I will instead amplify experiences and issues identified through our ongoing work to people already working on the post-2015 conversation. I will keep my eyes out for other opportunities to engage.
2. Using ICT and open source tech to engage people in low-income areas.
3. Yes, I am going to go back and read more of the background material discussed (Voices of the poor, Millennium Declaration...). Also developing participatory programmes and approaches.

Robert Chambers, Institute of Development Studies

1. Immediately, make sure that the IDS review of participatory methodologies includes e.g measuring empowerment, reality checks, views of the poor.
2. Such as they are, the resources I put out on the table...and ideas about them.
3. Lots but won't have time to fill them!

Scott Wisor, Australia National University

1. Innovative citizen deliberation and actions in up to 10 countries with possibility of four global deliberations.
2. Access to strong deliberative team in Australia

Access to key global justice academics

Working knowledge of MDGs

3. I would love to coordinate as 1) identifying the most marginalised, 2) technology 'tools' for testimony, emotion, etc.

Amy Pollard, CAFOD

4. We would like to ensure that "Martha" gets off the ground – and are happy to dedicate some time to putting together a concept note (along with others). We are also going to develop the proposal to conduct engagement work with CARITAS agencies around the world.
5. We will make any resources available on www.beyond2015.org and/or on CAFOD's blog <http://cafodpolicy.wordpress.com/>
6. Lots to learn and we will be doing lots of reading, listening and research.