Communication Strategy on Mixed Migration & Human Trafficking In Zambia "KNOW BEFORE YOU GO" 2017-2018









Foreword

Migration is a human reality in the world today as men, women, children, adolescents and families are increasingly crossing international borders and living outside their countries of origin for various reasons ranging from economic emancipation and simply the need for survival. Migration has the positive potential to contribute to the wellbeing of migrants and their communities, as well as to national development (in countries of origin and destination). However, migration can come with associated risks. Some categories of migrants arrive in other countries, for example, by irregular means, some are victims of trafficking and others are asylum seekers. Irregular migrants are at potential risk of not having their rights upheld. This emphasises the need for the promotion of regular migration, including information on how to migrate in a regular way. A crucial consideration is the treatment and protection of those in need, including refugees and asylum seekers, victims of human trafficking, unaccompanied and separated children, among others.

Human trafficking is a violation of basic human rights and it has damaging effects on victimised individuals, families, communities and the country as a whole. Human Trafficking is perpetuated by many factors including limited awareness, or the dangers of poverty and the desire for a 'better life'. The United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons especially Women and Children, supplementing the United Nations Convention against Transnational Organised Crime, also called the Palermo Protocol, defines trafficking in persons as the recruitment, transportation, transfer, harbouring or receipt of persons by the means of threats, use of force or other means to achieve control over another person for the purpose of exploitation. At a minimum, the protocol defines exploitation as the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour, slavery, servitude or the removal of organs.

Individuals, families, communities (rights holders) and, first line officials/ gate keepers (duty bearers) encounter cases of human trafficking and other cases relating to migrants in mixed flows but in most cases do not have sufficient information, skills and knowledge to identify cases, know how to deal with them, where to refer individuals and which partners are best placed to provide assistance.

Therefore the Ministry of Community Development and Social Services developed the Communication Strategy on Mixed Migration and Human Trafficking in Zambia in the aim of addressing providing a practical response to concerning vulnerable migrants. The Strategy will endeavour to address issues on Safe Migration, Asylum Process and Trafficking to make the implementation of Anti- Human Trafficking and Safe Migration Campaign a targeted and coordinated campaign under the theme: "Know Before You Go". The Strategy will particularly target children, young people, parents and guardians, first line officers, consular officers and law enforcement, with information to educate them on the nature and dangers of human trafficking and information on safe migration, and roles and responsibilities of those who are there to help.

In addition, this Communication Strategy on Mixed Migration and Human Trafficking will contribute towards the implementation of the Government of Zambia's Social Protection Policy, specifically the strategy under the Protection Pillar of the Policy, which state the need to: 'promote awareness of rights and entitlements for vulnerable groups'. It also contributes to the implementation of a United Nations Joint Programme of Social Protection in Zambia.

The Ministry of Community Development and Social Services urges all relevant actors within Government, as well as Civil Society Organisation, Non- Governmental Organisations, Faith Based Organisations, the United Nations Agencies, among others, to ensure the effective implementation of this Communication Strategy through its roll-out implementation across the country. Only then will the Republic of Zambia be able to ensure prevention of human trafficking and unsafe migration, as well as the protection of those in need or victimised.

Hon. Emerine Kabanshi, MP

MINISTER

MINISTRY OF COMMUNITY DEVELOPMENT AND SOCIAL SERVICES

Acknowledgements

This Communication Strategy on Mixed Migration and Human Trafficking is developed with the view of addressing the information gap in the complex migration phenomenon, with focus on irregular migration, human trafficking and the protection of migrants' rights.

This Communication Strategy contributes towards the National Social Protection Policy with emphasis on the Protection Pillar in responding to the Strategy on 'Promoting awareness of rights and entitlements for vulnerable groups'. The Communication Strategy was developed in collaboration and thorough consultation with first line officials from a cross-section of Government Ministries and Departments and with inputs from a wide range of technical expertise, in particular from the Technical Working Group (TWG) constituted specifically for its development and implementation. The Ministry of Community Development and Social Services (MCDSS) would like to express special gratitude to the Consultant, Ms. Silvia Chimpampwe who contributed immensely in successfully compiling the Communication Strategy.

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Last but not the least the Ministry is grateful to the cooperating partners without whom the development of this strategy would not have been possible. These include; British Department of International Development, Irish Aid and the Governments of Finland and Sweden

It is my sincere hope that the Communication Strategy will enhance the promotion of awareness on Mixed Migration and Human Trafficking issues, and further highlight the rights of such vulnerable groups or individuals.

Rev. Dr. Howard J. Sikwela Permanent Secretary

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Definitions and Key Words

Asylum seeker:

A person seeking refugee status in accordance with the provisions of the Refugee Act and whose refugee claim is not determined¹.

Child trafficking:

The UN considers child victims of trafficking as constituting special cases in that they are considered to be victims of trafficking whether or not they have been coerced or deceived into their situation.² Moreover, even the child's guardian cannot give consent for the trafficking and subsequent exploitation of the child.³ Child trafficking violates several basic rights of the child outlined in the Convention of the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and several international, regional and national rights instruments.

First-line officers:

This term is used broadly to encompass immigration officers, police officers, social welfare officers, correctional officers, other civil servants, Civil Society Organizations (CSO), Non-Governmental Organizations (NGOs), Inter-Governmental Organizations (IGOs), any other individual who has first contact and also follow up contact with irregular migrants in need of protection. The term "first line official" and "official" are used interchangeably in this document.

Forced marriage, domestic (and gender based) violence and trafficking: Persons can be trafficked under the

pretext of offering marriage or for forced marriage. A forced marriage is "a marriage conducted without the valid consent of one or both parties", where duress is a factor. Forced marriage is a violation of internationally recognized human rights standards and a form of domestic (and gender based) violence."⁴ There is a distinction to be made between a forced marriage and an arranged marriage. In a forced marriage, one or both spouses do not consent to the marriage or consent is extracted through duress. Duress includes both physical and emotional pressure.

Human Trafficking:

Recruiting, transporting, transferring, harbouring or receiving a person within or across a Zambian border by means of abduction, threats, coercion, fraud, deception or illegal adoption of children, by destroying or denying access to identity or travel documents, by threatening to abuse the legal system or some other form of power, or by giving or receiving payments to achieve consent, for the purpose of exploitation⁵.

Internal migration:

This refers to a change of residence within national boundaries, such as between states, provinces, cities, or municipalities. An internal migrant is someone who moves to a different administrative territory.

International migration:

This refers to change of residence over national boundaries. An international migrant is someone who moves to a different country.

¹ The Refugees Act, 2017 No.1 of 2017

² UNDOC, Toolkit to Combat Trafficking in Persons, 2006 Consent of victims and Home Office, Trafficking for the purposes of labour exploitation: a literature review, 2007 Introduction

³ UNDOC, Toolkit to Combat Trafficking in Persons, 2006 Consent of victims

UK Foreign & Commonwealth Office, Forced Marriage: A Wrong not a Right, 2005 What is forced marriage

⁵ Government of the Republic of Zambia, Anti-Human Trafficking Act No. 11 of 2008, Part I, section 2, p.259.

International migrants are further classified as legal immigrants, illegal immigrants, and refugees. Legal immigrants are those who moved with the legal permission of the receiver nation, illegal immigrants are those who moved without legal permission, and refugees are those crossed an international boundary to escape persecution.

Irregular migration:

Movement that takes place outside the regulatory norms of the sending, transit and receiving countries. There is no clear or universally accepted definition of irregular migration.

From the perspective of destination countries it is entry, stay or work in a country without the necessary authorization or documents required under immigration regulations. From the perspective of the sending country, the irregularity is for example seen in cases in which a person crosses an international boundary without a valid passport or travel document or does not fulfil the administrative requirements for leaving the country⁶.

Migration:

The movement of a person or a group of persons, either across an international border, or within a State. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, economic migrants, and persons moving for other purposes, including family reunification⁷.

Mixed Migration:

(also referred to as mixed flows): Complex migratory population movements that include refugees, asylum-seekers, economic migrants and other migrants, as opposed to migratory population movements that consist entirely of one category of migrants⁸.

National Referral Mechanism (NRM):

A co-operative framework through which State actors fulfil their obligations to protect and promote the human rights of migrants in mixed flows, coordinating their efforts in a strategic partnership with civil society⁹.

Persons of Concern:

These include refugees, returnees, stateless people, the internally displaced and asylum-seekers¹⁰

Presumed victim of trafficking:

Any person who may reasonably be presumed under the circumstances to be a victim of trafficking¹¹.

Trafficking in Persons:

The recruitment, transportation, transfer, harbouring or receipt of persons by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person for the purpose of exploitation¹².

Refugee:

Any person who owing to a well-founded fear of being persecuted for

⁶ UNHCR Detention Guidelines: Guidelines on the Applicable Criteria and Standards relating to the Detention of Asylum—Seekers and Alternatives to Detention, 2012

⁷ IOM, 2011, Glossary on Migration, Second Edition, International Migration Law $N^{\circ}25$.

⁸ Ibid, IOM 2011

Adapted from the definition in the following publication: Trafficking in Human Beings: Identification of Potential and Presumed Victims -- A Community Policing Approach, SPMU Publication Series Vol. 10, (OSCE, 2012)

¹⁰ UNHCR Population Movements Associated with the Search for Asylum and Refuge, ExCom/WGSP/5 of 4 December 1990, pp. 5-10

¹¹ IOM/Government of the Republic of Zambia, National Policy to Combat Human Trafficking, 2007.

¹² Protocol to Prevent, Suppress and Punish Trafficking in Persons (the Palermo Protocol)

reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his/her nationality and is unable, or owing to such fear, is unwilling to avail himself/herself of the protection of that country.

The term "refugee" shall also apply to every person who, owing to external aggression, occupation, foreign domination or events seriously disturbing public order in either part or the whole of his/her country of origin or nationality, is compelled to leave his place of habitual residence in order to seek refuge in another place outside his country of origin or nationality¹³.

Separated children:

Children, as defined in Article 1 of the Convention on the Rights of the Child, who have been separated from both parents, or from their previous legal or customary primary caregiver, but not necessarily from other relatives. These may, therefore, include children accompanied by other adult family members¹⁴.

Victim of trafficking/trafficked person: A person who has been exploited and has suffered loss of fundamental rights and psychological or physical harm as a result of being trafficked¹⁵.

¹³ 1969 Organisation of African Unity Convention /Zambia Refugee Act, 2017 No.1 of 2017

Convention on the Rights of a Child: Treatment of Unaccompanied and Separated Children Outside their Country of Origin, General Comment No. 6 (2005) 14

¹⁵ UNJPHT Service Providers, Manual – Training Toolkit and Minimum Standard Guidelines on Protection of Victims of Human Trafficking (2012).

1. Introduction

This communication strategy is developed with the view of addressing the information gap in the complex phenomenon of migration, with particular focus on irregular migration, human trafficking and the protection of migrants' rights. The development process culminates into a comprehensive communication strategy that addresses mixed migration and human trafficking in Zambia as two distinct but interrelated concerns.

Migration is a human reality in the world today as men, women, children, adolescents and families are increasingly crossing international borders and living outside their countries of origin for various reasons ranging from economic emancipation and sheer survival. Migration has the positive potential to contribute to the wellbeing of migrants and their communities, as well as to national development (in countries of origin and destination), even though it can come with associated risks. Some categories of migrants sometimes arrive, for example, by irregular means, some are victims of trafficking and others are asylum seekers. Irregular migrants are at particular risk of not having their rights upheld. This emphasises the need for regular migration, including information on how to migrate in a regular way. A crucial consideration is the treatment and protection of those in need, including refugees and asylum seekers, victims of human trafficking, unaccompanied and separated children, among others.

Among all the migrants who may be involved in mixed flows, refugees represent a particular case due to their unique status under international law. Importantly, however, it should be noted that the vast majority of migrants in mixed flows do not fit any particular label or established (legal) category, such as that of refugees or trafficked persons. Such migrants may nevertheless have humanitarian and other protection needs.

Not all regular and irregular migrants are vulnerable, but any migrant in mixed flow will include individuals with distinct vulnerabilities that merit special attention. Such distinctions notwithstanding, all migrants are entitled to the protection of their human rights, regardless of their status as non-nationals in the country that they are in. For countries such as Zambia, mixed migration poses a number of challenges; these include lack of proper identification of vulnerable migrants, inadequate provision of necessary protection services; engendered by factors such as limited infrastructure (protective shelters) to handle vulnerable categories of migrants such as unaccompanied/or separated children, lack of interpretation services and legal representation.

This Communication Strategy seeks to provide the target group; particularly youths with information on access to safe options for migration, as well as protection assistance mechanisms should these services be required. The theme of the Communication Strategy is "Know Before You Go"; ensuring that migrants, or potential migrants, possess relevant information and documentation prior to making their move, regardless of intent, i.e. education, employment prospects, among others. This will in turn necessitate information at various levels as to the complexities and dangers of unsafe migration if migrants, mostly young people, can avoid the dangers associated with unsafe migration.

Additionally, first-line officers especially Immigration Officers who are the gatekeepers for people leaving or entering the country equally need adequate skills and tools to facilitate for proper identification and referral of vulnerable migrant cases.

Zambia has previously developed and implemented the National Strategic Communication Strategy for the Prevention of Human Trafficking (2009-2011) and the Communication Strategy on Safe Migration, Asylum Processes and Trafficking (2015) which addressed awareness raising on the prevention of human trafficking and promotion of safe migration respectively. In specific terms, the Human Trafficking Strategy sought to employ advocacy, social mobilization and change communications to achieve five main outcomes:

- i. Develop a national partnership against human trafficking;
- ii. Raise awareness of the nature and dangers of human trafficking among women, men and children;
- iii. Encourage the target audience to take action to prevent trafficking, protect victims and effectively prosecute traffickers;
- iv. Promote the establishment of measures to prevent, protect and prosecute cases of human trafficking; and,

v. Increase accurate media coverage of issues related to human trafficking.

Under the Campaign "Break the Chain of Human Trafficking", the Strategy was successfully implemented to a large extent with the strengths of the awareness-raising campaign including its reach, its participatory nature, and the adoption and use of a variety of creative and relevant sensitisation methods¹⁶.

On the other hand, the Safe Migration Strategy was envisaged to lead to the improved understanding among vulnerable children and persons of concern on safe migration, asylum processes and dangers of trafficking. The Strategy was based on two core targets; safe migration and asylum processes particularly for individuals coming to Zambia from other countries, and safe migration and anti-trafficking information for youth in the selected four border areas of Kasumbalesa, Livingstone, Nakonde and Chipata; and three source communities in Chipata, Sesheke and Nakonde districts. Overall, implementation of the Strategy indicated that the process of developing campaign messages was highly participatory in that Zambian and refugee school-going youth in Zambia, as well as guidance and counselling teachers, were involved in the formulation, review and testing of draft versions.

The Government of Zambia and stakeholders alike recognize that because human trafficking and mixed migration are not only national or regional concerns but global, any meaningful awareness intervention targeting these issues requires adapting a global perspective for effectiveness; which conforms to the prevailing country conditions. Following implementation of the two previous strategies on mixed migration and human trafficking, manifest overlaps at policy, advocacy and implementation levels were revealed that confirm the causal link between mixed migration and human trafficking.

The United Nations Agency for Migration (IOM) is therefore supporting the review, update and integration of the 2009-2011 National Strategic Communication Strategy for the Prevention of Human Trafficking in Zambia (Break the Chain of Human Trafficking) and the Communication Strategy on Safe Migration, Asylum Processes and Trafficking.

The review process was led by the Ministry of Community Development and Social Services (MCDSS), with technical support from the IOM, as part of implementation of the Social Protection Policy pillar on protection.¹⁷ The Mixed Migration Technical Working Group, comprised of the Ministry of Community Development and Social Welfare (MCDSW), the Department of Immigration, Human Rights Commission, Ministry of Home Affairs Research and Information Department (HARID), Ministry of Labour and Social Security (MLSS), Office of the Commissioner for Refugees, Zambia Correctional Service, Africa Action Help, Child Justice Forum, Paralegal Alliance Network (PAN), Save the Children, Young Women's Christian Association (YWCA), International Labour Organization (ILO), International Organization for Migration (IOM), United Nations Children's Fund (UNICEF), and United Nations High Commission for Refugees (UNHCR) contributed immensely in the review process and development of this strategy.

This activity is part of an 18-month project implemented under the United Nations Joint Programme on Social Protection (UNJPSP) (2016-2018) covering technical assistance to the National Social Protection Policy (NSPP). Participating United Nations agencies include United Nations Agency for Migration (IOM), and the United Nations Children Fund (UNICEF), International Labour Organization (ILO) and the World Food Programme (WFP). The UNJP SP is supported by the following cooperating partners: Government of Finland, Government of Ireland, Government of the Kingdom of Sweden, Government of the United Kingdom (Department for International Development -DFID) and the World Bank.

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UNJP (2012), Final Report for the Evaluation of the United Nations Joint Programme on Human Trafficking

¹⁷ Zambia National Social Protection Policy (2014)

2. Background

Zambia acceded to the United Nations (UN) Convention against Transnational Organized Crime in 2005¹⁸. In 2007, the Government of Zambia formulated a National Policy to Combat Human Trafficking and thereafter in November 2008, Zambia made history by becoming one of less than a handful of countries in the Southern African Development Community (SADC) region that had passed anti-trafficking specific legislation by passing the Anti-Human Trafficking Act No.11 of 2008. Zambia remains both a source and transit country for trafficking in persons in the region with most victims being trafficked within, from or through the country predominantly for labour, domestic servitude and sexual exploitation.¹⁹

Official statistics indicate a total number of recorded entries into Zambia of one million four hundred and one thousand and nineteen (1,401,019) in 2016 while the total number of presumed Victims of Trafficking and Subjects of Smuggling stood at 467 in the year 2016. A total of 21 deaths in transit were also recorded in the same period²⁰. According to the Immigration Department, Zambia is faced with challenges in addressing irregular migration, which further leads to several legal and administrative challenges in migration management²¹. These challenges are engendered by factors such as porous borders; with a total area of 743,390 sq. km²², Zambia is a landlocked country with 47 official entry points, resulting in irregular entries and exits through unofficial borders.

Zambia is equally characterised by high cases of internal migration, whose key characteristic is that it happens within a country and is often over looked in statistics, and is much more difficult to monitor and manage than cross-border migration. Internal migration involves crossing of domestic jurisdictional boundaries such as movements between provinces or districts and there is normally little government monitoring or control in such movements. Factors responsible for internal migration are sometimes employment-based, retirement based and the pursuit of education opportunities²³, especially in the case of youth. However, internal migration also engenders issues of forced marriage, domestic and gender based violence²⁴, as well as internal human trafficking, child labour and child abuse where young children are forced into domestic servitude, among other forms of exploitation.

Mixed migration, as defined by the IOM, involves complex migratory population movements comprising refugees, asylum seekers, economic migrants and other migrants, such as victims of human trafficking, unaccompanied and separated children, among others. These mixed flows concern regular and irregular movements, frequently involving transit migration, where persons often move without the requisite documentation, crossing a border and arriving at their destinations in an unauthorised manner, but many of whom have protection needs²⁵.

According to the Immigration Department²⁶, another major challenge for Zambia remains the contestation between trafficking and smuggling when handling such cases.

According to the Anti-Human Trafficking Act there is a clear distinction between human trafficking and smuggling as summed up below²⁷:

a) Human <u>trafficking</u> is the recruitment, transportation, transferring, harbouring or receiving of a person by means of any threat or use of force or other forms of coercion; abduction; fraud or deception; false or illegal adoption of a child contrary to the Adoption Act or any other written law; the destruction, concealment, removal, confiscation or possession of any passport, immigration document or other official identification document the abuse or threatened abuse of the law or legal process or any

¹⁸ UNDOC

¹⁹ ILO (2007), 'The Nature and Extent of Child Trafficking in Zambia'

²⁰ IBID

²¹ Immigration Department Report, 2016

World Bank Development Indicators 2016 Available at http://www.tradingeconomics.com/zambia/land-area-sq-km-wb-data.html

²³ Times of Zambia November 28, 2014; By Davies M.M Chanda; Features

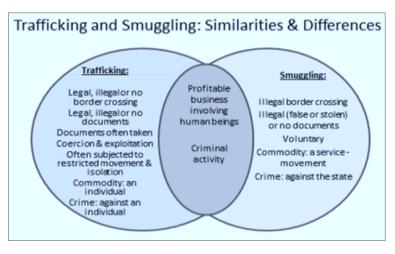
²⁴ UK Foreign & Commonwealth Office, Forced Marriage: A Wrong not a Right, 2005 What is forced marriage

²⁵ IOM Participant Handbook: Training on Protection Assistance for Vulnerable Migrants in Zambia, 2014

²⁶ Mbangweta M, PRO, Immigration Department, 2010.

²⁷ Anti -Human Trafficking Act No. 11 of 2008

other form of abuse of power or of a position of vulnerability; or the giving or receiving of payments or benefits to achieve the consent of the person for the purposes of exploitation. Exploitation includes all forms of slavery or practices similar to slavery, including debt bondage or forced marriage; sexual exploitation; servitude; forced labour; child labour; and the removal of body parts.²⁸ A victim need not be physically



transported from one location to another in order for the crime to fall within the definition of human trafficking.

Trafficking is a criminal offence in Zambia, and is punishable by 15 to 35 years in prison or a lifetime sentence if the victim is sexually exploited or dies.

b) Smuggling means the procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a country of which a person is not a national or permanent resident. ²⁹Smuggling occurs when a person wishing to migrate to another country pays someone else to assist them to illegally cross a border. The relationship between the smuggler and smuggled person ends upon crossing the border.

Therefore, human trafficking is a violation of human rights while smuggling is an organised, illegal border crossing.

Although human trafficking and migrant smuggling are two distinct crimes, frequently the two phenomena overlap. In the context of increasing control over borders to prevent irregular migration, many potential migrants turn to organized criminal groups to arrange their border crossing. Smuggled migrants are generally unaware of the risks involved in these transactions and they often become victims of abuse by organized crime syndicates engendering their vulnerability to become victims of human trafficking.

Additionally, irregular migrants smuggled across the borders may later be tricked or coerced into exploitative situations and thus become victims of human trafficking. Because it is often a challenge for law enforcement officials and victim assistance workers to determine a case as that of smuggling or trafficking, the Zambian Anti-Human Trafficking Act No. 11 of 2008 Part III (Section 22) provides the guiding principles to be followed when deciding whether a person is a victim of trafficking.

Internal trafficking, mainly of women and children from rural to urban areas for labour remains a challenge and likely the dominant form of trafficking in Zambia³⁰. Although trafficking affects both males and females, the internal trafficking pattern in Zambia indicates that women and children are mostly trafficked for domestic servitude and/ or sexual exploitation.

While orphans and street children as vulnerable groups are both affected, it also is not uncommon that children from affluent backgrounds, mainly from rural but also urban settings are vulnerable to trafficking. Internal trafficking can be perpetrated by individuals, including family members, of the victim. Recruitment methods include promises of education, work or scholarship, invitations to church conferences or workshops, family reunions and offers of a better life, often for rural children³¹.

According to the Zambia Anti-Human Trafficking Act³², child labour includes 'trafficking of a child for the

²⁸ Anti -Human Trafficking Act No. 11 of 2008

²⁹ ibio

³⁰ Zambia Trafficking in Persons Report (2015)

³¹ Sweeping the Bedroom: Children in Domestic Work in Zambia (UNJP 2012)

³² The Anti-Human Trafficking Act No.11 of 2008

purpose of engaging the child in work away from home and from the care of the child's family, in circumstances in which the child is exploited. Given the vulnerability associated with such internal movements and coupled by inadequate information before, during and at the destination point, such migrants often fall victim to exploitation and trafficking.

Within the human trafficking and mixed migration nexus, IOM promotes the need to ensure migration is safe, regular and orderly through mitigating the risks associated with the movement of people. Therefore, maintaining the integrity of migration and mobility schemes requires an ability to detect and respond to irregular migration and to prohibit illegal cross-border activity. In turn, immigration and other border agencies are encouraged to work with national and international justice and security agencies to collect, analyse and use information intelligence, including addressing terrorism, as well as trafficking in persons, smuggling in migrants and other trans-border criminal activity.³³

On the foregoing, the Government of Zambia seeks a consolidation of awareness raising efforts on both mixed migration and human trafficking by integrating the National Strategic Communication Strategy for the Prevention of Human Trafficking and the Communication Strategy on Safe Migration, Asylum Processes and Trafficking in order to deliver a distinct and consolidated message on the link between mixed migration and human trafficking in Zambia.

This linkage in communication strategies for human trafficking and mixed migration is not unique to Zambia and has been modelled in other countries faced with similar distinctive characteristics of Zambia, that is, being a transit, source and destination country broadly for migration, and specifically for human trafficking, as well as experiencing internal human trafficking.

3. Statement of purpose

Building on the activities conducted in the two previous communication strategies i.e. the National Strategic Communication Strategy for the Prevention of Human Trafficking and the Communication Strategy on Safe Migration, Asylum Process and Trafficking, the revised, updated and integrated Communication Strategy seeks to enhance improved understanding among youth and other persons of concern on safe migration, asylum processes and dangers of internal and transnational trafficking in persons.

Specifically, this communication strategy will address the following:

- Enhanced awareness on mixed migration management for first-line officials and other service providers/ stakeholders (including Social Welfare Officers);
- Enhanced knowledge on safe migration, migrants' rights and asylum processes especially for youth susceptible to unsafe migration and other persons of concern in the target communities;
- Coordination and awareness of protection and assistance service providers within target communities; and,
- Enhanced awareness and access to information within target communities on the dangers of internal and transnational human trafficking and where/how to report cases.

4. Situation Analysis

With support from the UN Joint Programme on Human Trafficking (2009-2015), the Government of Zambia has previously developed and implemented two separate communication strategies on Mixed Migration and Human Trafficking between 2009 and 2015. While key findings from evaluations of the two communication strategies indicate some success, the Government and stakeholders alike agree on the need to review, update and integrate the two communication strategies in order to further enhance awareness levels on mixed migration in Zambia and the attendant challenge of human trafficking, including as a result of unsafe or irregular migration.

a) **PEST Analysis**

A PEST (Political, Economic, Social and Technological) analysis involves considering political, economic, social and technological factors that could affect the implementation and success of the Communication Strategy. These factors could either interplay or act independently to impact the process and outcome of the communication strategy and must therefore be acknowledged and taken into consideration at the design as well as implementation stage.

Political

- Existing national plan of action;
- On-going Public Service Announcement (PSA) campaign;
- Existing schools programmes;
- Expanded interest for partnership on human trafficking and mixed migration by government agencies, UN agencies, NGOs, media and private sector;
- Legislation and policy; anti-trafficking curriculum development;
- The New York Declaration on Refugees & Migrants (2016)
- Fostering inter-ministerial and stakeholder linkages for an integrated approach

Economic

- · Lack of a funded annual plan;
- Undefined annual deliverables;
- High dependence on external funding;
- Human trafficking is viewed as an economic and not human rights issue
- Involvement of foreign investors as target audiences
- Inadequate funding for interpreters at border / entry points

Social

- Low priority assigned to the issue;
- Competition for space and attention from other more established and funded issues (HIV, GBV, Girls Education, Immunization, child labour, etc.);
- Involvement of the church within the community target group
- Public confusion on what (external and internal) human trafficking is and is not;
- Public resistance to changing the factors that fuel internal and external trafficking; (forced marriage, child labour etc)
- Tourism potential to increase demand for trafficking victims

Technological

- Increased access to mobile phones
- Growing interest and use of social media
- Sophistication of technology use in the human trafficking syndicates
- Absence of coordinated research on the push and pull factors unique to Zambia to enable a domesticated approach

5. Communication Objectives

The overall goal of the Communication Strategy is to enhance awareness levels of the target populations and the general public on safe migration, asylum processes and the dangers of internal and transnational human trafficking— **"Know Before You Go"**. Specifically the Communication Strategy is premised on the following objectives:

Objective 1: To promote safe migration and enhance awareness on internal and transnational human trafficking in the target districts

Operational or policy objectives	Communications objectives
To enhance capacity of duty bearers (law enforcement and service providers) in understanding contemporary trends in mixed migration and human trafficking management	To ensure all staff (Law enforcement and service providers) know and understand the disposition, challenges and appropriate response to mixed migration, in relation to their roles
To promote a human rights based approach in migration management	To mitigate the vulnerability of migrants from unsafe migration, human trafficking, abuse and exploitation
To advocate for migrant friendly immigration administrative procedures	To ensure immigration administrative procedures are easy to access and understand
To enhance provision and access to protection and assistance services within target communities for migrants in need	To ensure uniformity in response and processes among protection and service providers (including Social Welfare Dept., CSOs, Faith Based Organizations (FBOs)
To create awareness on internal and transnational human trafficking and other forms of mixed migration among First-line officials	To ensure adequate information on human trafficking and other forms of mixed migration, including on internal human trafficking, as well as information on identification and referral of trafficking in persons and other vulnerable migrant cases is given to first-line officials to help with prioritization and adequate response to cases

Objective 2: To actively enhance greater cooperation among stakeholders to combat trafficking in persons and promote safe migration

Operational or policy objectives	Communications objectives
To promote coordination among stakeholders in migration management	To provide holistic and integrated capacity building for stakeholders on migration management
To enhance knowledge and use of the Service Providers Directory for Vulnerable Migrants	To update and promote the Service Providers Directory, especially in target areas/locations
To strengthen national and district level coordination and awareness on human trafficking	To create/ enhance awareness among the general public on prevention of human trafficking and promotion of safe migration in target districts

Objective 3: To raise awareness on migrants' rights, migration processes, exploitation, stigma and discrimination of migrants in the target Districts

Operational or policy objectives	Communications objectives		
To enhance the quality of reporting on mixed migration through the use of print and electronic media	To ensure correct, clear, consistent and dedicated reporting on mixed migration in the media		
To promote knowledge of and responses to migration within the community	To provide information on mixed migration, prevention of harmful practices, protection of those in need and prosecution of perpetrators of human trafficking and migrant smuggling		
To encourage implementation of existing legislation that relates to migrants rights, migration processes, stigma and discrimination of migrants.	To create visibility for existing legislation and implementation thereof as well as advocate for		
To encourage law reform where existing legislation is not consistent with applicable international human rights standards	legislative reforms.		
To disseminate information on migration processes and migrants' rights (Know Before You Go – Checklist)	To enhance awareness levels on the rights of migrants and applicable migration processes.		

6. Stakeholder Analysis

Government

The Government is a primary duty bearer in combating human trafficking in Zambia and in ensuring that citizens', as well as migrants' rights are adequately protected and upheld. Zambia acceded to the UN Protocol on Human Trafficking, especially Women and Children in 2005, which obliges governments to establish anti-trafficking measures that meet the minimum international standards against human trafficking as outlined in the Protocol. Consequently, the Anti-Human Trafficking Act No. 11 of 2008 was enacted for this purpose.

Locally, the government is working very closely with UN partners to address human trafficking and the needs of vulnerable migrants, including unaccompanied and separated migrant children; to this end, a technical working group was established in 2013, comprising government, UN, and civil society stakeholders. This Technical Working Group developed Protection Tools for Vulnerable Migrants, which include a National Referral Mechanism, a Profiling Form, Minimum Standards Protection Guidelines and training manuals. The protection tools were launched in 2014 as part of a National Symposium on Human Trafficking. Additionally, Frontline officers have received training on mixed migration and the protection of vulnerable migrants, and a Safe Migration strategy was developed to ensure that the general public receives information on key issues.

Similarly, national legislation on trafficking has been reviewed and recommendations made for revisions so as to align it with international human rights standards³⁴. In 2017, also through the support of the Joint UN Programme on Social Protection, the Government of Zambia has revived its statutory Inter-Ministerial Committee on Human Trafficking and Mixed Migration, as well as the National Secretariat on Human Trafficking, which provides day-to-day operational support. These institutional structures are central to coordination efforts on mixed migration, including human trafficking.

At international and regional level, Zambia continues to adhere to several policies and treaties on mixed migration management and the prevention of human trafficking in addition to its active participation on the Migration Dialogue for Southern Africa (MIDSA)³⁵. MIDSA offers a framework for regular migration dialogue

³⁴ MIDSA Report, 2015

Formed in 2002, MIDSA brings together senior government officials from 15 SADC countries to discuss and agree on migration related issues of regional concern and includes Observer Organizations such as SADC Secretariat, SADC Parliamentary Forum on Immigration and Labour, AU Commission, Inter-governmental Organizations (IOM) and UN agencies (UNHCR, UNICEF).

looking to promotion of the positive aspects of migration among SADC Member States and development of regional institutional capacities to deal with migration while strengthening the capacity of governments to meet their migration challenges in a comprehensive, interactive, self- reliant and ultimately sustainable way.

Civil Society Organisations (CSOs), Media and the Private Sector

Non-governmental organisations, faith-based organisations and other civil society organisations are key grassroots partners. These represent a gateway for referral services, advocacy and for raising community awareness. Improved awareness and understanding of safe migration processes and the nature and dangers of human trafficking among civil society organisations, media and the private sector in particular will present an excellent vehicle to disseminate messages to a wider public and can play an important role in mobilising resources and building partnerships.

Community Based Groups

Organised groups existing within communities often act as authority figures and information sources for community members. Community groups that will be engaged to sensitise communities include migrant associations, community labour committees, community social welfare committees, neighbourhood health committees, parent-teacher associations, church groups, women's groups, youth groups and district committees, as well as committees under traditional and community leaders.

United Nations

The United Nations Joint Programme on Human Trafficking (UNJPHT), including IOM, UNCIEF, ILO and United Nations High Commissioner for Refugees (UNHCR) have provided support for the national response to human trafficking for a number of years, in particular since the enactment of the Zambia Anti-Human Trafficking Act in 2008. In addition to this, under the Protection Pillar of a 36 month project implemented under the United Nations Joint Programme on Social Protection (2016-2018) covering technical assistance to the National Social Protection Policy (NSPP), the United Nations Migration Agency (IOM) is supporting activities which contribute to the prevention and response to violence, abuse, exploitation and neglect. This includes support for the prevention of human trafficking and unsafe migration, and the protection of vulnerable migrants, including this awareness raising strategy.

Cooperating Partners

Cooperating partners are key to supporting the effective roll-out of awareness and social mobilization efforts. Cooperating partners that have contributed to the response to human trafficking and protection of vulnerable migrants in Zambia include Department for International Development (DFID), Irish Aid, Embassy of Finland, Swedish Embassy, the European Union, the United States Department of State (Bureau on Population, Refugees and Migration and Global Trafficking in Persons - J/TIP).

7. Audience Insight/Segmentation

The Audience analysis is premised on the key characteristics of the target locations for the first phase of the Social Protection Programme Project, that is, **Chipata**, **Nakonde**, **Mpulungu**, **Sesheke**, **Mbala** and **Kasumbalesa as identified by the Government**. Two communities in each four of the prioritised districts (Chipata, Nakonde, Mpulungu, Sesheke) will be targeted with messages on human trafficking, mixed migration and safe migration.

Furthermore, the Social Protection Programme is also implementing capacity building interventions such as training on prevention of human trafficking and addressing mixed migration challenges, supporting the Department of Social Welfare in some of the districts with improvements to existing shelters to ensure minimum standards are met for the protection of migrants in mixed flows, including VOTs and unaccompanied and separated children(UASC), and facilitating integration of mixed migration into the District Development Coordinating Committee Structures. The awareness intervention will therefore compliment the above activities that are already being implemented in the above districts. In addition, the audience analysis considered factors such as age, gender, income levels as well as known existing perceptions. The audience analysis is therefore classified into two fundamental categories: the priority and influencing audiences whose actions and reactions to the communication strategy messages is key to the promotion of safe migration in Zambia.

Priority Audience:

This category includes rights holders, that is, migrants and those who are affected by migration, including those who may be recruited and or end up as victims of human trafficking and other categories of vulnerable migrants. This category includes young people between the ages of 15 and 35 years in the target districts and may include migrants (asylum seekers, irregular migrants, both internal and transnational VOTs, UASC).

The communication strategy will also seek to provide information on human trafficking and safe migration processes to youth seeking to migrate especially for economic reasons; to know their rights, detect trafficking scams and know where to seek help.

YOUTHS 15-35 Years Likely to migrate for (potential social / economic or migrants) other reasons Susceptible to being trafficked and to other forms of unsafe migration Require resilience to being trafficked Provision: Information on prevention of human trafficking & safe migration processes

MIGRANTS (those who have already migrated)

- •Vulnerable and suecpetible to rights violations
- Lack adequate information
- Provision: Information on migrant rights & protection and assistance services

Interventions targeting youth in the priority districts will primarily be coordinated through youth committees/ groups and identified Community Youth Champions (CYCs) who will receive training on safe migration, identification and prevention of human trafficking for onward dissemination to fellow youth and the community at large.

Information dissemination to migrants (other persons of concern) within the target communities will be channelled through use of the Media, Traditional and Civic Leaders, existing community groups including churches, other places of worship and schools, as well as through civil society and faith based organizations present in the respective target communities.

Influencing Audience:

This category primarily includes duty bearers, that is, those likely to be responsible for influencing and enabling the policy environment, implementing policy as well as community gate keepers.

Specifically, this category will include the following:

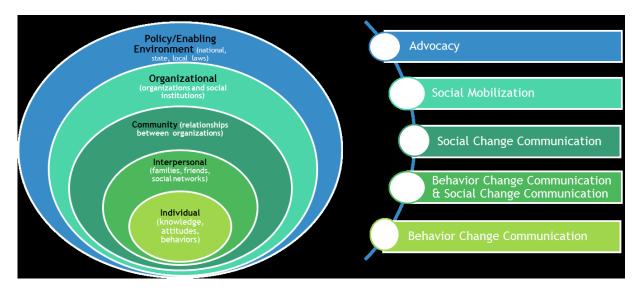
 Government Line ministries **First-Line Officials** First point of contact for migrants Protection of national security & migrants' rights UN Agencies & other supporting organizations **United Nations &** Provision of technical & financial support **Cooperating Partners** •Key to supporting the effective roll-out of awareness and social mobilization efforts. Church, women & youth groups, district committees, migrant associations, traditional & community leaders Community Based Groups Act as authority figures and information sources for community members Community radio stations Programmes on asylum processes, safe migration & human trafficking Media ·improved knowledge & reporting on mixed migration with a human rights based approach. Non-governmental organisations, faith-based organisations and other civil society organisations **Civil Society Organizations** Gateway for referral services, advocacy and for raising community awareness Vigilant role in social and cultural issues in their locale **General Public** Influence on young people will help create a protective environment for young people as they seek opportunities outside their localities

8. Strategic Approaches / Interventions

The Communication Strategy will employ several approaches either in a phased manner or at the same time for a wider reach of audiences at various levels. Individuals will be targeted for specific behaviour change messages. This will particularly target the young people in the target districts on precautions that they are encouraged to take in order to migrate safely i.e. "Know Before You Go" Checklist. Interpersonal communication for behaviour and social change will be used to reach other community members.

It is important to note that youth are highly susceptible to peer influence, especially in unstructured environments where they feel a freedom to be themselves and interact with one another. As a result, to achieve maximum impact, interventions should consider using participatory dialogue instead of formal classroom-based activities. In these venues, youth will be more likely to influence each other effectively.

Additionally, other actors who play a role in the protection of vulnerable migrants will be identified and targeted at community and sub-national level. These will be both government and civil society organizations who work with vulnerable migrants. Advocacy will also be a strategy for reaching high level officials who can influence change in policies and approaches of dealing with various categories of migrants.



The Communication Strategy will rely on the following approaches to meet its objectives:

- *Information:* This will include transmission of data meant to provide objective facts on mixed migration and prevention of trafficking in persons.
- **Education:** This will increase knowledge, comprehension and aim to change attitudes through formal and informal learning environments.
- *Training:* This will impart or enhance skills and capacity for first-line officials (duty bearers) to handle cases of mixed migration.
- **Advocacy:** This will include providing information to and seeking support of decision-makers, both within and outside the community, to promote safe migration.
- **Partnership:** This will include encouraging different groups or associations, within or outside of the community, joining and working together to promote safe migration.
- Community Mobilization: This will involve the community actively participating in the communication strategy implementation; important for bringing together whole communities to bring about results beneficial for the community.

Communication interventions are the activities that will generate the messages and content that help catalyse behaviour and social change. Depending on the channels being used and the strategic guidelines, interventions will vary. In this case, mass media channels, for example, will employ use of testimonial campaigns while for traditional channels like community theatre or dialogue groups, these will include role play, figureheads, incomplete stories, and other techniques.

9. Messages & Channels

In developing the communication messages, a variety of channels were considered and the following four broad channels selected:

- 1. Interpersonal
- 2. Community-based
- 3. Mass media
- 4. Digital and social media

These channels will be useful in some of the following ways:

Activity	Channel	Characteristics
Website - Stakeholders	URL	Official
Social Media		Informal
	Blogs	Interactive
		Engaging and conversational
Printed Materials	Brochures / Flyers	Informative, didactic
	Fact Sheets / Policy Brief	Official
	Backgrounders	
Media	Press releases	Timely
	Press visits	Accurate
	Media events	Transparent
Photography	Still digital images	Visual
	Flickr page or database	Electronic
Video	Filmed news clips/stories	Short, topical, visually engaging
	Corporate video	
Graphic Design	Infographics	Visually engaging
	Rollup Banners	Provide coherent identity
	Billboards	
Events –Community Based (Theatre/meetings)	Various	Various according to type

The communications messages are further premised on the objectives set out for the communication strategy and are targeted per each audience whilst retaining continuity and commonality. Where feasible, communication messages will be translated in key local languages based on selected implementation districts.

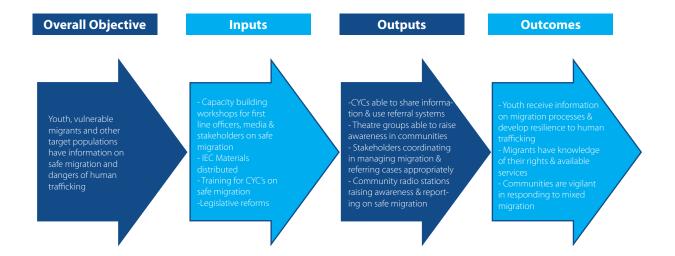
Below is the communication strategy matrix:

Priority Audience	Communication Objective	Key Message	Channel(s)	Monitoring Indicator
Young people (15 to 35 years)	- To raise awareness among	- Migration is your human right	- Use of Theatre for	- Number of CYC's
in the selected districts of	young people to take	- Be aware of the dangers	development alongside branded	trained on safe migration
Zambia	precautions before migration	associated with migration	materials	- Number of
	 To equip young people with information on safe migration 	- Human Trafficking is real;	- Use of IEC materials suitable for young people	sensitization programs held in target districts
	and human trafficking	Find out more about the place where you are going	- Preparation of checklist on safe	- Number of youths
		- Know before you go!	migration for young people	sensitized on safe
		(checklist)	- Use of community radio to	
			discuss topics on safe migration	materials distributed in
			- Training on safe migration	the districts
			processes for Community Youth Champions (CYC's)	 Number of branded items distributed during theatre performances
			- CYC sensitization on safe	- Increase in access
			migration in target districts	to safe migration information / trafficking
				cases reported in the target districts
Vulnerable Migrants (including	- To raise awareness on	- Use the official border	- IEC materials in common	- Number of IEC
asylum seekers, irregular migrants. VOTs. UASC)	asylum and migration processes	points when entering Zambia	languages of target districts	materials distributed
	in Zambia - Immigrants coming to Zambia are made aware of the dangers of using unofficial entry points into Zambia	- Follow the right procedures when entering Zambia - Know your rights as an asylum seeker in Zambia - Migration process checklist - Children and their parents should be able to migrate through regular migration channels and by choice.	- Bill Boards at Border points on asylum and migration procedures - Brochures/flyers on asylum and migration processes in Zambia translated into various languages - Use of religious assemblies/ churches as dissemination points - Traditional & civic leaders' meetings	 Increase in access to information on safe migration at entry points/from service providers Community or village registers indicating population status for tracking of migrants entering / leaving

Priority Audience	Communication Objective	Key Message	Channel(s)	Monitoring Indicator
First-line officials (Immigration, Police, Social Welfare & others)	- To advocate for migrant friendly immigration administrative procedures -To lobby for shelter provision for vulnerable migrants in need - To raise awareness on human rights based approaches to migration management, especially protection of vulnerable migrants	- Migrant Rights are Human Rights -Provide for the protection of vulnerable migrants, including VOTs - Children in the context of migration should be addressed under special consideration and from a comprehensive human rights-based approach	- Meetings on appropriate services for vulnerable migrants - IEC materials on identification and referral of vulnerable migrants - Capacity building workshops - Meetings with relevant Government Ministries/departments to enhance coordination in migration management - Training Workshops for First-line officials on mixed migration	- Number of training/capacity building workshops held for front line officials - Number of coordination meeting held on mixed migration Number of officials reached with mixed migration information and/or messaging
Stakeholders -Media/ Traditional (community) leaders, CSOs, Human Rights Commission (HRC)	- To enhance awareness and coordination in migration management - To create visibility for existing legislation and implementation thereof as well as advocate for legislative reforms to ensure rights of migrants are adequately reflected	- Protection of migrants' rights is everyone's responsibility - Effective use of identification and referral mechanisms in place - Know what migrants' rights are and what the law says about safe migration & human trafficking	- Sensitization meetings with stakeholders - Capacity building in migration management - Stakeholder evidence based position paper/presentation towards reform process	- Number of sensitization meetings held - Number of capacity building activities held - Number of NRM & Profiling materials requested and distributed - Position paper / preparation on law reforms

10. Interventions and Theory of Change

Communication interventions are the activities that will generate the messages and content that help catalyse behaviour and social change. Depending on the channels being used and the strategic guidelines, interventions would vary. In this case, mass media channels, will employ use of testimonials campaigns while for traditional channels like community theatre or dialogue groups, these will include role play, figureheads, incomplete stories, and other techniques.



1. Work plan

COMMUNICATION STRATEGY ON MIXED MIGRATION AND HUMAN TRAFFICKING IN ZAMBIA (April 2017-Dece 2018)	IXED MIGRATION AND HUMAN TR	RAFFICKING IN ZAM	IBIA (April 20	17-Dece 201	8)					
						Date	e			
Activity	Participants	Location	Cost USD)	Q1 2017	Q 2 2017	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Q3 2018
Meeting to validate the messages and implementation plan	TWG/IOM	Lusaka			×	×				
Baseline Study on trafficking in three districts	DDCC/CWACS/IOM/District Social Welfare (DSW)	Chipata, Sesheke, Nakonde	7676			×	×			
Two (District Development Coordinating Committee(DDCC)/ Community Welfare Assistance Committee(CWACS) Community level outreach on Human Trafficking	DDCC/CWACS/IOM/DSW	Chipata	7676			×				
Two DDCC/CWACS Community level outreach on Human Trafficking	DDCC/CWACS/IOM/DSW	Nakonde	7646				×			
Two DDCC/CWACS Community level outreach on Human Trafficking	DDCC/CWACS/IOM/DSW	Mpulungu	7646					×		
Two DDCC/CWACS Community level outreach on Human Trafficking	DDCC/CWACS/IOM/DSW	Lusaka	500					×		
Two DDCC/CWACS Community level outreach on Human Trafficking	DDCC/CWACS/IOM/DSW	Mbala	7646					×		
Two DDCC/CWACS Community level outreach on Human Trafficking	DDCC/CWACS/IOM/DSW	Sesheke	7646					×	×	
Monitoring and evaluation	DDCC/CWACS/IOM/DSW	Chipata	2000					×		
Monitoring and evaluation	DDCC/CWACS/IOM/DSW	Mpulungu/Mbala	2000						×	
Monitoring and evaluation	DDCC/CWACS/IOM/DSW	Nakonde	2000						×	×
Monitoring and evaluation	DDCC/CWACS/IOM/DSW	Sesheke	2000						×	×

2. Evaluating success

Monitoring is continuous and aims to provide stakeholders with early indicators of progress or lack thereof in the achievement of objectives. Continual and careful monitoring of relevant indicators and processes generates information for evaluation and, more importantly, for corrections that may be needed as a strategic communication initiative unfolds.

In this strategy monitoring activities will track implementation of the planned activities and assess how messages, IEC materials and other inputs are being received. This will be conducted quarterly throughout the implementation period.

Monitoring Plan

Form of Monitoring	Key Issues	Who, What, Where	Method
Implementation	 Are inputs being implemented as planned? (timeliness, quantity) Are outputs being delivered as planned? (timeliness, quantity) Are activities (inputs/ outputs) within budget? 	Work plan, Budget	Reports from stakeholders, examine work plan implementation
Process monitoring	 message/activity absorption Quality of activities Level of engagement participation Adjustment of activities in response to reactions 	Institutions involved in delivering and participating in activities	Intercept interviewsFocus groupdiscussionsSemi-structuredinterviews
Knowledge, Attitude & Practice –KAP (Change as a result of interventions)	What are the visible changes in the participant groups?		 Structured interview (KAP survey) Structured observation (with checklist) Reports from implementing partners in the target districts

Evaluation Plan

Intervention logic	OVI	Source of Data	Data collection	Responsible
Youth and other target populations have knowledge on safe migration, asylum processes and dangers of trafficking/exploitation.	Proportion of targeted youth and other target populations knowledgeable about HT, safe migration and asylum processes	Pre and post intervention interview documents	Survey	MCDSS
Media	No. of press releases issued No. of journalists on media roster	No. of articles published No. of favourable articles/reports published No. of media representatives participating at briefings/events No. of media requests for interview/ information/media pack		
Events	No. of events	No. of participants in events No. of press releases, statements in which project is quoted after events No. of target audience participants at events Disaggregated according to gender/audience		

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