



IOM International Organization for Migration  
OIM Organisation Internationale pour les Migrations  
OIM Organización Internacional para las Migraciones

# **FINAL EVALUATION**

## **Information Campaign to Combat Trafficking in Women and Children in Cambodia**

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## EXECUTIVE SUMMARY

Cambodia is known to be increasingly important as a sending, receiving and transit country, with chronic unemployment, widespread poverty, the lack of economic opportunities and weak law enforcement all combining to provide an ideal environment for traffickers.

The Information Campaign to Combat trafficking in Women and Children in Cambodia adopted a threefold prevention of trafficking strategy focused on raising awareness on trafficking, fostering community networks to combat trafficking, and the development of a counter trafficking database to develop effective counter trafficking policy. This four year campaign was implemented across 18 provinces by the Ministry of Women's Affairs with technical assistance from the International Organization for Migration, and funded by the United States Agency for International Development.

This evaluation focused on three primary outputs:

1. Increased awareness about trafficking
2. Communities protecting themselves against trafficking
3. Capacity of MoWA to carry out information and advocacy campaigns.

### **Key Conclusions**

- ◆ There is no doubt that the project has contributed significantly to improved knowledge and awareness of safe and blind migration and trafficking amongst villagers in all target areas. There have been less dramatic improvements in villagers' awareness levels of the less tangible and culturally grounded aspects of trafficking, such as debt bondage.
- ◆ Villagers were highly receptive to the information in the campaign as it was simple and not overbearing. Doubts have been raised that single information events are sufficient to maintain awareness on important messages or to foster attitude and behavior change in the long term.
- ◆ With an increase in villager awareness of trafficking, specifically blind and safe migration, and the tricks of traffickers, there is anecdotal information at village level that villagers are implementing steps to protect against blind migration by using information they have learned, and where necessary approaching actors within the referral system for more information or to report suspicious activities.
- ◆ The project has been successful in setting up a community referral system for trafficking with the potential to be highly effective and sustainable if used correctly. However, the project was too ambitious in terms of developing a referral system that could provide assistance to vulnerable groups at risk of trafficking.
- ◆ Based on their limited involvement in information campaigns prior to this project, the capacity of the MoWA project team to develop and participate in information campaigns about trafficking has significantly improved, with the third phase of campaign activities implemented and managed almost entirely by MoWA.
- ◆ The MoWA project team has demonstrated its ability to use an evidence based approach in the continual review and adaptation of campaign activities and materials in response to provincial baseline findings. This provides an excellent foundation for future campaigns to be conducted.

- ◆ Despite an active trafficking watch database not being established, this does not seem to have inhibited the success of the project. In relation to the use of the database to inform advocacy campaigns or development of policy, the initial stakeholder analysis identified clear policy themes, most of which have been followed up with excellent success at the national level.
- ◆ Within this project, advocacy was implemented only at a provincial level, and focused on facilitating a better environment to enable multi-sector counter trafficking efforts to be implemented or strengthened.
- ◆ The objectives created for policy and advocacy campaigns were too ambitious, but despite this, the activity level of provincial focal points is impressive. Good networks have been developed, and the Provincial Department of Women's Affairs is considered a key player in combating trafficking at this level.
- ◆ A key strength of this project is its ownership by MoWA, especially at provincial level, with critical support from high ranking MoWA officials and close technical guidance from IOM.

### ***Key Recommendations***

- ◆ Beneficiaries and target audiences need to be clearly defined and consistently applied throughout the life of the project, both within the project proposal and project implementation. Any changes to this should be well documented and supported by valid reasons.
- ◆ The use of baseline information to inform the development of the campaign strategy was an excellent way to ensure that this intervention was relevant and appropriate to the needs of the target audience. Future projects should take care to ensure it has high quality data and analysis skills to inform and/or amend information campaigns.
- ◆ Awareness activities at community level need to be supported by efforts to provide some level of prevention support services, such as the establishment of a community referral network. The structure utilized by this project offers a first stop, low cost and sustainable method of encouraging community action to prevent trafficking.
- ◆ Identified policy objectives and consequent provincial advocacy efforts of MoWA could be coordinated by national level, to facilitate better links between provincial and national policy efforts. This could also serve to assist national advocacy efforts for policy change with the establishment of provincial networks and by lobbying provincial authorities.
- ◆ Successful policy and advocacy efforts at provincial level require commitment and support from high ranking officials at MoWA. If required, training on policy analysis and advocacy should be provided to high ranking officials to facilitate this support.

## ABBREVIATIONS

ADHOC	Cambodian Human Rights and Development Association
AFESIP	Acting for Women in Distressing Situations
COMMIT	Coordinated Mekong Ministerial Initiative against Trafficking
DDWA	District Department of Women's Affairs
FP	Focal Point
GMS	Greater Mekong Sub-region
IC	Information Campaign
IEC	Information, Education, Communication
IOM	International Organization for Migration
LICADHO	Cambodian League for the Promotion and Defense of Human Rights
LMIS	Labor Migration Information System
Mol	Ministry of Interior
MoJ	Ministry of Justice
MoLVT	Ministry of Labor and Vocational Training
MoWA	Ministry of Women's Affairs
MoSAVY	Ministry of Social Affairs, Veterans and Youth
MoU	Memorandum of Understanding
NGO	Non government organization
PDWA	Provincial Department of Women's Affairs
RGC	Royal Government of Cambodia
USAID	United States Agency for International Development
VBA	Village Based Activities
UNIAP	United Nations Inter Agency Project on Human Trafficking in the Greater Mekong Sub-Region
UNICEF	United Nations Children's Fund
WMC	Women's Media Centre

## I. INTRODUCTION

The aim of this evaluation is to determine if the Information Campaign to Combat trafficking in Women and Children in Cambodia, has achieved its intended goals of reducing trafficking in women and children, and of strengthening the human resources and program capacity of the Ministry of Women's Affairs. The evaluation will also provide recommendations for future prevention activities and identify best practices, lessons learned, or constraints.

Specifically, the evaluation will determine whether:

1. People have increased awareness about trafficking and about first step means to protect themselves.
2. Villagers and vulnerable groups act upon delivered information and develop community action to prevent trafficking.
3. Attitude among general population and local authority in the fight against human trafficking has changed
4. The capacity of MoWA to carry out information campaigns about trafficking in women and children has improved
5. The capacity of MoWA to collect, analyze and use information on trafficking e.g. for advocacy campaigns or development of policy has improved
6. The strategy adopted by the project is relevant to the policy of the government and complementary to other activities implemented
7. The IOM efficiently managed the project implementation and created effective collaborative networks.

To determine this, the evaluation assesses the performance of the project by examining each of the four main project components, and by verifying their objectives and indicators.

The evaluation was conducted during the period 19 June to 28 July 2006. The evaluation methodology used included:

- Documentation review
- Semi structured interviews and group discussions with key stakeholders<sup>1</sup>
- Direct observation during field visits.

Field visits were conducted in Kampong Cham (1<sup>st</sup> Phase province) and Stung Treng (3<sup>rd</sup> Phase province).

Limitations of evaluation methodology

- Availability of documents in English – some documents were only available in Khmer and only summary translations were available.
- Not witnessing IC or VBA meetings, although these activities have been assessed by the project, and the information provided within these reports was cross checked during field visits.

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<sup>1</sup> See Annex A

## II. BACKGROUND OF THE PROJECT

In 2002, as many as four million men, women and children were being trafficked worldwide, and the annual value of this trade in human beings was estimated to be seven billion dollars. In South-East Asia, which accounts for approximately a third of total flows, 60% are trafficked to major regional cities and 40% to destinations all over the world.<sup>2</sup> There was no indication that these figures would decrease.

While reliable statistics remain scarce, Cambodia is known to be increasingly important as a sending, receiving and transit country. Geographic location, endemic poverty, lack of technical expertise and weak law enforcement and monitoring mechanisms combine to provide an ideal environment for traffickers.

Trafficking within and across Cambodian borders is a complex problem and is closely related to trends in labor migration and human re-settlement.<sup>3</sup> In addition it is widely recognized that trafficking is likely to flourish in countries such as Cambodia, "with chronic unemployment, widespread poverty and a lack of economic opportunities."

Key factors that contribute to the continuing problem of trafficking in Cambodia, and which this project aimed to address include:

*Socio-economic factors:* the practice of seasonal labor migration has increased due to displacement and the "pull" of relative prosperity in urban centers and neighboring countries. Permanent migration to the fertile and economically dynamic areas bordering Thailand, where trafficking is common, has also occurred in recent years. Poverty is the main "push" factor for irregular labor migration and growing land scarcity exacerbates the rural-urban drift. Employment opportunities are particularly scarce for women, and female employment is growing in the manufacturing and service sectors where vulnerability to trafficking is high. The common practice of paying fees to gain employment may be spawning another form of trafficking into debt bondage.

*Politico-legal and institutional factors:* Whilst various trafficking related laws and UN Conventions have been passed and ratified in recent years, Cambodia's law enforcement institutions have historically lacked the material and human resources to deal with an issue as culturally sensitive as trafficking. Low pay and lack of consistent training and supervision encourage corruption. Law enforcers commonly do not understand the law and fear reprisals from well-connected traffickers. So far, those prosecuted for trafficking have been minor players. Victims are often treated as offenders and are afraid to give evidence.

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<sup>2</sup> Figures released by US Department of Justice, 1998.

<sup>3</sup> IOM's emphasis on trafficking as a problem of migration and of human rights as outlined in *Trafficking in Migrants, IOM Policy and Responses* is entirely appropriate to the situation in Cambodia.

**Project Goal:** To reduce trafficking in women and children

The project area covers 18 provinces, with primary beneficiaries being Cambodian women and children vulnerable to trafficking. Secondary stakeholders were MoWA staff at national and provincial level.

**Strategic Objective:** Increase protection of women and children through a threefold prevention of trafficking strategy, as follows:

**1. Implementation of a provincial level multi-media information campaign to raise awareness on trafficking and give people first steps means of protection**

If trafficking is viewed as a process, then prevention is a key activity in the fight against human trafficking. Prevention activities intervene in the process *before* acts of trafficking take place, and so should significantly reduce the number of victims who are trafficked. MoWA stated that the lack of information and knowledge about trafficking amongst the general public was one of the most important gaps in Cambodia's fight against trafficking, suggesting the need to increase information dissemination and awareness raising on trafficking<sup>4</sup>.

**2. Development and implementation of village based activities, designed to foster community networks to combat trafficking and provide information that builds on the first step means of protection**

The need for village communities to have the means to protect themselves from traffickers, and the absence of community organizing and networking designed to protect women and children from trafficking and the monitoring of such protection and practices were also highlighted in the MoWA report. Additional problems highlighted by the report included the difficulty to mobilize villagers to learn about the problem, report information to authorities and develop child-to-child and woman-to-woman peer support groups.<sup>5</sup>

**3. Development of a counter trafficking database that will aid the gathering and analysis of data on trafficking, which will in turn help effective counter trafficking policy.**

The need for the RGC to have an ongoing system of developing sound policies in the areas of counter trafficking was acknowledged by the MoWA report, but it was suggested that this process of policy development has been inhibited by the lack of sound research and data collection in the area of trafficking.

In summary, the project would not simply raise awareness on trafficking, but will also create an atmosphere guaranteed to foster accountability, responsiveness the promotion of citizen's rights and the development of good policy.

Four project components were developed to implement this strategy:

1. Mass Information
2. Village Based Activities
3. Trafficking Database
4. Policy and Advocacy

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<sup>4</sup> "Government and NGO Responses to Counter Trafficking of Women and Children in Cambodia" Prepared by Shelly Preece Published by the Asia Foundation March 2002

<sup>5</sup> "Government and NGO Responses to Counter Trafficking of Women and Children in Cambodia" Prepared by Shelly Preece Published by the Asia Foundation March 2002

### III. PROJECT COMPONENT ANALYSIS

#### Component 1: Mass Information (Information Campaign)

This component aimed to provide vulnerable groups with information on the dangers and consequences of trafficking, possibilities for regular migration and how to access relevant services.

#### **Summary of Activities**

The mass information campaign strategy was developed by MoWA and IOM using information collected within the stakeholder analysis (see trafficking database component for further details of this analysis). This strategy comprised of:

- i) A high profile opening ceremony and parade in each provincial town, to demonstrate the commitment of high ranking officials in the fight against trafficking. More than 9000 participants including local authorities and government workers participated at these events.
- ii) A local publicity drive including road shows in all target areas at provincial and district levels, to provide information to the general public on the dangers and consequences of irregular *blind* migration, trafficking for the purposes of labor and sexual exploitation, and who can help them. The three hour road show consisted of a video spot, a comedy performance and an interactive trafficking quiz using materials as prizes. 88 road shows were conducted in 70 districts across 18 provinces, reaching an estimated 305,000 people.
- iii) At the national level, each phase of the project's implementation was highlighted with a press conference attended by national and international journalists.

Materials developed for and used in the IC include:

1. Four video spots on trafficking, migration and life skills: During Phase one, two video spots were developed titled Blind Migration Story and Life Debt Story. These spots were revised during Phase two, and combined into one video titled Blind Migration story. The fourth video spot was produced in Phase three to highlight the benefits of living closer to home, targeting ethnic minority villages.
2. 23,000 T-shirts, 18,500 Caps, 20,000 Stickers were printed and distributed: Three images were printed on these materials, which were distributed to IC participants.
3. 42 banners with six prevention messages selected in Ministry workshops based on findings from stakeholder analysis were produced and used in the IC.
4. 11,000 posters were printed and distributed. In Phase one, the poster portrayed a woman with tied hands being transported to a city on the back of a motorbike. In Phase two, based on an assessment of the Phase One IC, two new posters were produced. In Phase three, in response to needs identified in the stakeholder analysis of highland provinces, another new poster was developed, and features a situation of marriage turned trafficking within an ethnic village.
5. 15,000 calendars
6. Two campaign video documentaries were produced and broadcast on national television.

## **Findings and Analysis**

Indicator 1: MoWA staff is able to modify and implement the information campaign designed under this component in other provinces and districts after this project is finished.

Indicator 2: The information campaign is adapted by MoWA staff to suit the needs of different provinces

Based on information collected in the baseline survey, the project team elected to develop a broad awareness campaign focusing not only on the negative aspects of trafficking, but on promoting the concepts of blind and safe migration. This emphasis on a 'balanced' campaign was intended to increase credibility amongst the target audiences, and that both negative and positive experiences needed to be portrayed in order to effectively change attitudes and ultimately behavior.

While not involved in the analysis of the baseline data and initial development of the campaign strategy during Phase 1, the IC teams and focal points were significantly involved in the development of campaign materials, messages, review of scripts etc. In consequent baseline surveys during Phases two and three, VBA and IC component teams and provincial FPs were more active in the preparation of the findings report for each province, and have thus been able to input ideas into whether materials are appropriate to the context of each provinces or geographical region.

The road shows were intended to be informative, interactive and entertaining, and were received extremely well. 99% of respondents interviewed in an assessment of IC stated that they were happy with the format. Qualitative information confirms that the format of the road show, including the comedy team, was the key reason why so many people participated. Most villagers interviewed by the evaluator were animated about the knowledge they gained at the road show/village meetings.

The IC component team in particular has demonstrated its ability to modify materials based on mistakes made and lessons learned. For example, in phase 1, the IC was conducted during the rainy season, resulting in lower than expected turn out. It was also found that some materials needed to be changed. Phase 2 introduced participant evaluation and the revamping of the story book, video spot and posters, as a result of these evaluations.

In Phase 3, based on findings from the baseline surveys, the materials were changed quite significantly due to cultural differences in the highland areas of Cambodia that encompass large areas of non Khmer ethnic hill tribe communities. As a result, a new poster was designed, and the video spot and story book revised to reflect these cultural sensitivities. This process was led by the MoWA component teams.

The evaluator found that each focal point interviewed was clearly able to state the type of trafficking that is most prevalent in their province, and the specific requirements that they need in order to counter it. There is no evidence to suggest that IC and VBA materials needed to be changed per province, and this would have been logistically difficult and costly for the revision of materials, if they were required. Project activities were implemented as directed by the national program manager, and small changes made as per the directions and encouragement of provincial and district focal points, such as timing of village meetings etc.

*Indicator: MoWA staff will plan and design new information campaigns promoting strategically important issues of the Ministry*

It is clear that from their experience on this project, that a good foundation has been laid for the possible development of new campaigns, especially with the teams understanding the link between data collection and analysis and the necessity of developing appropriate education materials (low literacy, picture focused etc). The IC and VBA component teams felt that they had gained considerable knowledge during the project period and would easily be able to conduct similar activities in the future, and where necessary to evaluate and make changes.

It is more difficult to assess whether the teams would be able to apply their skills for issues other than trafficking, as this has simply not yet happened. One clear possibility is that without having had exposure to the initial development of the campaign strategy, and not having been exposed to formal training on other methods of communication and education, that the teams would simply take the same format and materials used for this project and apply it to others.

## **Component 2: Village Based Activities (Micro-Information Campaign)**

This component aimed to develop community networks to combat trafficking. The project also proposed to encourage the development of community networks and self-protection through intensive village based activities.

### ***Summary of Activities***

#### *i. Awareness raising about trafficking in target villages*

Awareness raising at village level was conducted through special village meetings facilitated by the village chief with support from MoWA and local authorities. Each three hour meeting was attended by 50-100 villagers, and information covered basic facts about human trafficking, blind migration, safe migration, tricks of human traffickers and the way to find assistance before, during and after facing a trafficking incident.

Materials developed to support VBA included 31,000 picture story books, help cards and 1500 trainer kits (pocket sized question and answer packs) to assist the chief with the education session. 18,600 t-shirts and 10,000 caps were also distributed to VBA participants.

#### *ii. Establishment and use of a community referral network for trafficking*

In cooperation with key stakeholders, including commune and village chiefs, it was decided that community prevention activities and referral network should be mainstreamed within the new decentralized system, through the SEILA program<sup>6</sup>. This system would utilize the formal authority structure at community level originating with the village chief up until commune chief and commune council levels to respond to trafficking cases and provide services.

Two three-day training workshops were conducted in each province for selected members of this system to increase their awareness on human trafficking, prevention and protection, and enable them to play the role as focal persons in their own village to deal with issues of and seek assistance for victims as well as those who are vulnerable. Village chiefs were trained to act as the trafficking focal point at village level to provide information about trafficking and referrals to services.

VBA was implemented in nine provinces, 28 districts, 96 communes, and 336 villages. A total of 74 Ministry staff at central and provincial level received VBA training, and 636 participants at community level, including commune council officials, village chiefs and local police participated in 14 provincial training workshops. More than half of these participants were village chiefs. As a result of village meetings, 19,618 villagers were directly exposed to VBA.

## ***Findings and Analysis***

### ***Community network established to combat trafficking and provide information related to trafficking***

Instead of establishing a new community network, the project elected to work within the SEILA system of decentralized governance implemented as its community referral system for trafficking. This system operates through a series of elected commune councils and village chiefs who are responsible for development and administration at local level. Select members of

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<sup>6</sup> The Seila Program is an aid mobilization and coordination framework for support to Cambodia's decentralization and deconcentration reforms. Under the governments overall reform program, a three-tiered system of planning and budgeting is emerging in the country focused on the commune, the province and the national levels. The Seila Program's goal is to contribute to poverty alleviation through good governance, and to institute decentralized and deconcentrated systems and strategies to manage sustainable local development.

the system at village, commune and district level attended a three-day VBA training workshop training on trafficking. Target districts and communes were selected based on the levels of poverty, migration and reported trafficking as per the baseline survey, and specifically those identified as source areas for the garment factory industry.

Selection of this referral system appears to have been exceptionally effective, as it uses existing roles and responsibilities to encourage local authorities to prevent trafficking and promote safe migration. Importantly, no additional resources are required to develop and maintain the system.

Local authorities, specifically commune officials, police posts and village chiefs clearly understood their role within the system, recognizing the need for everyone in the chain to work and collaborate together to prevent trafficking. It is considered by some stakeholders that IC at provincial and district level has given authority to the referral network – statements by senior ranking authority figures (national and provincial) lent credibility to the issue of counter trafficking, and thus indirectly facilitated approval for a response at village, commune and district level. It has also encouraged communities to believe that such a referral system can work.

*‘There has been relevant and improved cooperation between stakeholders at community level to prevent trafficking – village chief, commune chief, police and villagers are the main stakeholders who can play important role in preventing trafficking at village level if the relevant networks are supported and consolidated’. (taken from assessment of mass and micro IC 2005)*

The evaluator notes that the integration of the project within SEILA has highlighted the role of MoWA in fighting trafficking at village, district, provincial and national levels. Focal points are often contacted directly by villagers as well as local authorities for information and referral advice.

#### *Extent of use*

Since the project, most stakeholders have not reported cases of trafficking so it is difficult to state clearly that the system has worked. However, many of the key actors within the system provided anecdotal evidence of how they have worked together to prevent or address trafficking – contacting local authorities to investigate a broker or company asking for workers, or a chief traveling to the district town to rescuing a girl from possible trafficking and bringing her home. The evaluator noted that some stakeholders, primarily police, stated that they would now respond faster to incidents of trafficking.

The evaluator found no examples of the system being used ‘pro-actively’ to provide assistance to vulnerable families, and in actual fact this may no longer be appropriate as this is a role taken up by the commune council committee for women, children and vulnerable groups<sup>7</sup>, which is responsible also for responding to cases of domestic violence, rape and trafficking, amongst other issues. In this respect, as long as the referral system is known by this committee and trafficking awareness and the established referral system is integrated into their work, then the referral network can be used to prevent blind migration as well as victim rescue and suppression of trafficking by police.

A concern raised by the evaluator however is whether vulnerable families and individuals not exposed to the IC or VBA, are aware of the referral system in place. In order for this system to be fully effective, it needs to be utilized not only by those within it, but by those who are at risk of

trafficking. Problems such as distrust of authorities, perception of corruption and having no relationship with the village chief or local authorities can all serve to undermine this system.

#### *Reporting*

Stakeholders in the referral network are requested to report cases and activities relating to trafficking at commune, district and provincial level, but this remains limited and dependant on the willingness of authorities to use the forms provided by the project. Village chiefs specifically find it difficult and time consuming to use the report form requested, and while verbal reports of preventing trafficking are plentiful, written reports are adhoc and do not necessarily reflect the situation at village level. It is accepted that as with most prevention projects, it is difficult to report on cases of possible trafficking that simply did not happen because of prevention efforts. This could be a reason why village chiefs are not reporting on cases that they possibly helped to prevent. To encourage better reporting, as well as to link to other MoWA activities, the project also requested reporting on incidents of domestic violence and rape. In reality, MoWA focal points at district and provincial levels seem to be the coordinators for the collection of data, and without them, information from the villages would likely be lost.

#### *Gender and the Referral System*

The decentralized system of power in Cambodia is dominated by men, and while women are represented on commune councils, and some are now even village chiefs, their involvement in decision making remains limited. No gender analysis was conducted prior to the selection of the referral system, so the evaluator asked stakeholders whether having such a male dominated referral system has had any adverse effects on project results, considering that many victims of trafficking are women. No evidence was found to suggest this is true, and most respondents felt that the referral system worked precisely because village chiefs have the power. Power was seen as critical in effectively addressing trafficking. As mentioned previously, there were recommendations from some stakeholders to train a female representative from each village, alongside the village chief. This had been considered by the project team in order to promote a more gender balanced referral network, but was logistically difficult, beyond the budget of the project, would introduce an unofficial player in an official referral system, and ultimately does not resolve the issue of who has the power to combat trafficking at village level. The presence of the district MoWA focal point and female members of the commune council is currently considered enough to address any problems regarding gender imbalances within the project at community level.

Within the project proposal, three indicators are provided to demonstrate progress for this result. With little documented evidence of these indicators collected at project level, the evaluator collected information based on field visits and discussions with key stakeholders at community level.

#### *Villagers and vulnerable groups act upon delivered information and develop community action to prevent trafficking.*

Demonstrated by:

##### *1. community action to prevent trafficking*

Evidence collected by the evaluator for this indicator includes:

- Good attendance levels at village meetings and the desire of participants to attend more meetings and materials.
- Villagers requesting information from focal point or village chief about possible employment opportunities elsewhere – the evaluator heard first case accounts of villagers asking village chiefs for advice about employment opportunities in other provinces.

- Village chief clarifying information with different stakeholders – the evaluator noted that village chiefs are utilizing the referral system to coordinate with commune officials, primarily the commune chief, to check out information about brokers in the area, companies requesting employees, or opportunities offered in other provinces. In one case, commune officials in Stung Treng contacted the Ministry of Labor to clarify whether a company recruiting in the area had a license to act as a broker to send Cambodians to work in Malaysia. In this case, it was an illegal company, although they acted through a local broker and therefore were never prosecuted.
- Inclusion of trafficking awareness within commune plans – the evaluator notes that trafficking is included in the commune plans of all target areas visited. Commune officials noted that even though trafficking may have been on the plan before, no action had ever taken place. Now, on the plan, specific officials had been allocated responsibility to raise awareness within villages, mostly in the form of speaking about trafficking at special events and commune/village meetings.
- Allocation of commune plan budget for trafficking awareness: the provincial focal point of Pursat reported that a budget of 1,000,000 Riel had been allocated for trafficking awareness in one target commune.
- District and commune authorities visited reported that human trafficking issues had been incorporated into the agenda for their monthly and quarterly meetings.
- Stakeholders stated that having increased awareness about trafficking gave them increased confidence to confront possible traffickers in their village and ask them where they were from and what they wanted.
- Request to report in/out migration. This is a system implemented by the Ministry of Interior, and requires village chiefs to report migration figures to the commune chief each month, and more regularly in some communes. A deputy commune council chief interviewed stated that how this system is implemented is up to individual councils, and so enactment of this system has been encouraged within the project. Many village and commune chiefs consider this as a tool to help prevent trafficking in the village, and to be pro active in preventing cases of blind migration and therefore possible trafficking. Several village chiefs interviewed stated that they had spoken to those wishing to migrate, and passed on information about safe migration. MoWA provincial and district focal points have also been taking an active interest in knowing the numbers of villagers leaving and entering to monitor the situation of trafficking.

*Community stakeholders are displaying a tendency to behave differently, the number of participants who would report cases of trafficking has increased significantly, and authorities claim that they will act immediately to assist victims (taken from assessment of mass and micro IC 2005)*

## *2. increased willingness to report trafficking,*

Baseline information suggests that many villagers were not comfortable interfering with a trafficking issue, as it was not their business or they were afraid of creating conflict in the village, or that the family who had been reported would take revenge on them. Within the qualitative baseline survey, on the whole, it was suggested that villagers would not report cases of trafficking within their village.

Qualitative information collected by the evaluator showed that while most villages had not reported a case of trafficking since the project started, community stakeholders felt that as they now had more information about traffickers and their tricks, they would be willing to follow this up with the village chief and/or police post. Police interviewed stated that having received

training from the project, they were in a better position to identify and tackle cases of trafficking and help villagers. The evaluator notes that more subtle cases of trafficking involving debt bondage were not mentioned during these discussions, and were focused more on trafficking or migration that involved the presence of strangers or the use of brokers in the village.

Information from the awareness impact assessment of the mass and micro information campaign (2006) showed that VBA had a greater effectiveness in encouraging reporting of trafficking cases, promoting increased confidence in the police and in disseminating the hotline number. Participants trusted the village chief and commune chief more than other stakeholders as they had met these actors during the village meeting, and felt they could protect them and provide immediate assistance. Compared with the baseline data, there is also an overwhelmingly significant increase in the number of respondents who indicated that they would now approach the police in the event of a trafficking situation.

Of the less than one third who stated they would not report trafficking, one third could explain why – which included the lack of clarity on trafficking issues, a fear of conflict with authorities, and the fear of trouble with trafficking networks.

### *3. accessing of services mentioned during the campaign (social services, hotline etc)*

It is hard to measure how services have been accessed as a result of this project, as no system was set up to monitor this. Services mentioned by focal points and village chiefs during field visits related to cases of trafficking that had already happened and involved the referral to human rights agencies or NGOs providing training opportunities and housing to victims. No referrals to government services were reported.

In terms of demonstrating a 'desire' to access services, the evaluator noted the high value attached to the help card at village level. All villagers interviewed knew where their help card was and noted instances where other villagers had written the numbers down themselves when the help cards were not available.

Focal points at district level often complained that a key barrier to their own work was that required social support or protection services were often not available or ineffective, either due to a lack of resources or the low capacity of other line Ministries. This does represent a key barrier to villagers believing that assistance would be available to help them in a possible case of trafficking. It also creates a dilemma for the project – if the services advertised on the help card are not really working or are ineffective, should they still be included on the help card?

While there is some evidence of the use of services provided for victims in response to an incident of trafficking, the evaluator noted no evidence of the use or promotion of 'pro-active' services that tackle contributing causes of trafficking such as poverty, landlessness, illiteracy etc. Even though provincial focal points do conduct a mapping exercise of services available in the target districts, such services are not actively promoted by the project, which correlates with the finding that vulnerable families are not identified by this project.

### *Inhabitants of selected villages will be involved in developing innovative measures to combat trafficking as well as participate in the planning phase of the information campaign within the Inception Phase.*

The successful output of this indicator is based on its interpretation. According to project informants interviewed by the evaluator, inhabitants of selected villages were involved in developing innovative measures to combat trafficking through their participation in the baseline survey. Activities and materials were then developed by IOM and MoWA stakeholders at

central, provincial and sometimes district level using the information collected. The baseline survey collected illustrative information that has been used efficiently and effectively in the development and implementation of project activities. Project planning was grounded well in the use of traditional structures, but the active level of involvement of project beneficiaries – villagers – in the planning phase was limited.

A different interpretation of the development of ‘innovative measures’ explored by the evaluator, is that at village level, inhabitants were to develop their own measures to counter trafficking, based on social mobilization. This style or approach has been used by other projects, both trafficking and non-trafficking, and by their nature require at village level an awareness of what social mobilization is, as well as intensive facilitation to develop plans and generate support, and considerable human and financial resources to coordinate and document these efforts. Most project informants acknowledge that this project simply did not have this capacity, and to do have done so would likely have distracted key stakeholders from the core activities of this project.

What also needs to be considered is that the trafficking network developed at community level within the project is itself innovative in that it utilizes an existing system to combat trafficking. This system, endorsed by the Cambodian Government through the Ministry of Interior, requires few resources to sustain and/or enhance it, and is known to all villagers. However, while the choices for activities and materials made by project staff may have been both relevant and appropriate, those choices were made with minimal active participation from village inhabitants.

#### Capacity of local authority in disseminating trafficking information to villagers

In total, 188 community stakeholders including village chiefs, commune chiefs, commune council members, police and district DWA focal points attended a three day training workshop, 20% of whom were women. Participants were selected based on issues of gender and position within the community, and except in cases of illness, key stakeholders in the target areas have received training. Few stakeholders at district level were selected. The issue of gender was raised by several stakeholders in relation to only one fifth of those trained being women. Discussions were held as to how to overcome this, and primarily focused on the inclusion of female volunteer focal points in each village to assist the village chief<sup>8</sup>, and who could be responsible for identifying those families most at risk. However, this idea was dismissed due to the intensive resources required to monitor volunteers, as well as budgetary constraints of the project. It was also felt that setting up this system would duplicate the work of the commune council and the establishment of the commune committees for women, child and vulnerable groups.

Training for key stakeholders covered the topics of migration, law, causes and consequences of human trafficking, family survival strategies, making a referral/village report and facilitation skills. Discussions with network stakeholders showed that before the project, most stakeholders had little or no awareness about trafficking, or specifically, how a community network could help prevent it. The general consensus was that the training provided was comprehensive, but that as some of the language introduced was new, it was sometimes difficult to understand and more time could have been spent explaining it.

An assessment of VBA activities demonstrated that those who had received training, or who had attended the village meetings were able to discuss trafficking issues, could differentiate between trafficking and migration, and give relevant answers to most trafficking questions asked

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<sup>8</sup> In some cases this was suggested to be the deputy village chief, who is more likely to be female.

during the interview. Local authorities told the evaluator that having increased awareness of trafficking had motivated and enabled them to have closer collaboration with other actors at local level, specifically between district and provincial focal points, police and human rights agencies, as well as between village and commune chiefs. A key suggestion from this group of stakeholders was for the project to give them more examples of good practice of collaboration to show different possibilities of what they could do to improve collaboration at community level. Many of the police officers interviewed also stated that despite having more information on trafficking, that they were limited in what they could do due to poor skills of investigation, evidence gathering and knowledge of the law.

The evaluator also noted that the district and provincial focal points play a key coordinating part in this system, and are often contacted directly by victims or villagers wanting more information.

*Indicator: MoWA staff is able to continue to disseminate information on trafficking or conducting village meetings after the project ends.*

There is no evidence to suggest that, except for budget restrictions, MoWA staff would not be able to continue disseminating information about trafficking using the knowledge and skills they have already gained. At a provincial and district level, this is already happening in some non target areas without project resources. The trafficking referral system works well within the mandate of MoWA, which aims to integrate gender concerns within the SEILA decentralized system, and specifically with the commune council committee on women, children and vulnerability. Most district focal points on this project have also successfully managed to integrate trafficking within their own work at village and commune level to mainstream gender concerns within planning processes. With the prevention of trafficking an integral part of the MoWA mandate, there is every indication that many focal points will continue to raise awareness about trafficking, even if this it only becomes one part of their work after the project finishes.

## Mass Information and VBA Combined Indicators

### *Target Audience*

There are some discrepancies between the proposed and actual target audience. The IC road shows were targeted at the 'general public' or those able to attend an evening event at district level in order to increase awareness that women and children are most at risk of trafficking.

The evaluator also found that women and children or vulnerable groups were not specifically targeted to attend village meetings. Even though more women than men did attend meetings, the evaluator understands that this is likely due to the timing of the meetings (during day time) and the village chiefs' request for only one person per family to attend, most of whom ended up being women. There are no indications that younger girls (15-24yrs) or other at risk women, especially those seeking employment outside the village attended the meetings. Furthermore, there is also no indication that vulnerable families or at risk individuals were ever identified to participate in VBA. Such families are likely to live on the fringes of the village, and/or are unavailable during the day, and village chiefs interviewed for this evaluation appeared reluctant to conduct follow up meetings, citing no time or resources to do so.

Nearly all stakeholders interviewed at project and village level agreed that the project was correct not to focus on women and children as primary recipients of information. The evaluator ascertained that the key reasons for adopting this approach include i. the belief that such a focus would not be enough to prevent trafficking at village level, and would likely alienate other members of the community, ii. limited human and financial resources to implement a targeted intervention at village level, and iii. the assumption that villagers will 'naturally' share information with family members, neighbors and friends, and this would eventually trickle through to vulnerable families and individuals. To a certain extent, this last belief can be corroborated as respondents of quantitative surveys stated that after IC and village meetings, they had shared information about trafficking with family members and neighbors, although this was not necessarily extended to friends. However, it remains unclear whether the most vulnerable families have received any information, especially as such families are typically stigmatized and discriminated against by other villagers.

Despite not specifically targeting women and children within VBA, the use of the SEILA program system may inadvertently help the project to reach its key target groups in the long term. Under this system, a newly established commune committee for women, children and vulnerable groups requires village chiefs to identify vulnerable families and individuals that may require assistance. While this does not mean that information about trafficking will automatically reach these individuals and families, those serving on the commune committee in the target areas have received training on trafficking and been involved in VBA, and are thus more likely to be in a position to offer and foresee help required by these families in relation to the prevention of trafficking.

***Indicator: Target audiences' recall and awareness levels on trafficking have improved.***

Throughout the life of the project, quantitative assessments of IC and VBA campaigns have been regularly conducted, providing ample information for this indicator<sup>9</sup>.

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<sup>9</sup> It is unfortunate that no follow up survey has been conducted for the baseline survey of each province. Several assessments were conducted immediately after IC and VBA campaigns, but did not necessarily ask the same questions as the baseline surveys or use the same sampling methodology, which makes it very difficult to compare. Also, the baseline survey was conducted with women of a particular age, whereas the interviewees for the IC and VBA assessments were with both men and women.

According to the Report on the 2<sup>nd</sup> Phase of Counter Human Trafficking Information Campaign (January-March 2005), which interviewed 658 participants, prior to IC, 41% of respondents had never received any information on trafficking. After the road show, 90% could remember at least one of the messages. This clearly demonstrates an increase in the audiences' level of awareness and message recall about trafficking at road shows.

An awareness impact assessment of the mass and micro information campaigns, conducted in March 2006, showed significantly improved awareness of trafficking compared with the baseline surveys conducted in 2004. The key findings of this assessment were that:

- A high proportion of IC and VBA participants could recall specific messages.
- Most participants found the road show useful and learnt something about tricks of trafficking, how to protect themselves, the importance of safe migration, stakeholders who can assist and hotline information.
- The most commonly recalled message was: 1. traffickers will be sentenced to between 10-20 years in prison, and 2. parents who sold their children were traffickers
- All participants stated that trafficking is illegal and could give a short definition of trafficking, except the control group. Of those who provided a definition, more respondents mentioned selling a child as trafficking (begging/labor).
- The IC and VBA groups differed significantly from the baseline data in terms of awareness of locations where participants are most at risk of being trafficked. Most saw the destination as the most at risk location, followed by traveling to the destination and in the village. Participants in the control group stated that traveling to the destination presented the most risk, as in the baseline survey.
- Higher proportion in IC/VBA groups would take all precautions to protect themselves and their family – less in the control group.

Within the assessment of VBA (Micro campaign) conducted in four provinces from April-June 2005, 384 participants were interviewed to assess immediate understanding of trafficking. The assessment showed that more than 60% of respondents understood what trafficking was, giving definitions involving the selling of women to sell in brothel/prostitution (76.04%), selling people (69.79%) and cheating (62.76%). Fewer definitions focused on selling of children to beg (39.58%). These results differ significantly from the baseline survey, in which only 35% of respondents understood trafficking as selling a person, 26% saw it as cheating, and only 23% saw selling a woman or child to a brothel as trafficking. Based on these numbers, the key concepts of cheating and selling appear to have been absorbed by the audience, although the act of selling a child or woman to a brothel does not seem to have been as readily understood.

Overwhelmingly, respondents felt that women and children were at most risk of being trafficked (85.68%), followed by whoever is in a vulnerable position (44.27%) and disabled people, orphans, men and older people (each between 22-32%). This again compares significantly to the baseline survey where only 36% of participants identified women as being most at risk of trafficking. Acknowledgement of all at risk groups increased with the VBA respondents.

Knowledge of how to protect against trafficking amongst VBA participants is significant. More than 60% of respondents stated they would request adequate information before migrating (65.89%), nearly 60% stated they would take the hotline number in case of a problem, and 51% would tell their families. While it is not possible to assess the extent to which awareness of this issue has improved, as questions for this were not asked in the baseline survey, it is assumed that knowing how to protect oneself can only happen once people are aware of trafficking and its risks. The data presented already demonstrates how awareness levels have improved.

### **Component 3: Trafficking Database**

This component aimed to encourage and train national level MoWA staff to undertake policy and advocacy action on counter-trafficking and migration issues. The proposed database would document good practices and interventions, monitor access to services, prosecution and law enforcement, and collect information on trafficking: its characteristics, patterns, flows, sources, destinations and information on traffickers and trafficking networks. This information would support and influence the development of sound counter trafficking policy by the MoWA, and was intended to be shared with law enforcement bodies.

#### ***Summary of Activities***

At the beginning of each phase of the project, quantitative surveys on trafficking and migration were conducted for each province by the Ministry staff at central, provincial and district levels, all of whom received training in data collection. A total of 8,400 female informants aged from 17 to 25 years were interviewed: 2,880 persons in the first phase provinces, 3,120 persons in the second phase and 2,400 persons in the third phase. The MoWA core team for this component was trained to input data into and manage the national Access database developed by a local software company. The core team also trained provincial focal points to input and analyze their own provincial data.

The initial analysis of data for the first six provinces was used as the basis for the development of the projects campaign strategy and specific interventions such as village based activities. Specifically, the data allowed the ministry to identify trafficking and migration hot spots when selecting target areas. The information helped develop reliable counter trafficking messages and materials based upon sound factual information about the target population's knowledge, attitudes and practices in relation to migration and trafficking. The data also enabled the Ministry to identify policy issues at provincial, national and international levels.

In addition to the establishment of the provincial information databases, an additional trafficking case management database has been set-up and is being managed in nine provinces where VBA has been implemented. This database aims to record and quantify reported cases and other forms of gender based violence including cases of domestic violence and rape and record the types of assistance (social/ legal support) that has been provided to victims. Cases are reported through the village chief as well as through MoWA at district and provincial levels.

#### ***Findings and Analysis***

*The Trafficking Watch Database is used by MoWA staff to assist in the design and implementation of new information and advocacy campaigns and to refine policy.*

A trafficking database was established to collect data that would inform project activities and implementation, as it was argued by some key project decision makers that the project required more in depth information about the socio economic, cultural, financial, historical, geographical and political dimensions that shapes the trafficking situation in Cambodia.

Rather than the establishment of an 'active' or 'trafficking watch' database that, as per the proposal, would document good practices and interventions, monitor access to services, prosecution and law enforcement, and collect information on trafficking, the database that was developed became the source of information used to develop and adapt program activities.

The rationale for why the focus of the database changed so radically from the vision in the proposal, as explained by key project stakeholders, is that such a database would have

replicated or at a minimum overlapped with a series of other pre-existing databases being implemented by other agencies. These included:

- Reintegration database: managed by the Ministry of Social Affairs
- Trafficking cases database: managed by the Ministry of Justice
- Trafficking database: managed by the Ministry of Interior
- Cross border migration database: managed by IOM.
- NGO databases on trafficking cases.

While a few of these databases are more operational and accurate than others, and information from some cannot be shared due to issues of confidentiality and/or logistical difficulties, the conclusion was reached that within such an environment, it would not be beneficial to set up yet another database.

The trafficking database that was developed did indeed collect a large amount of useful data, which was located at both provincial and central level. The analysis of this data highlighted policy areas to be addressed at national level, most of which were included in the MoWA advocacy plan and implemented in collaboration with the Finland funded project. In addition, the analysis identified policy issues that have been mainstreamed into the ministry's prevention activities, and include: Providing more specific socio-economic assistance to the rural poor, especially women and the need to address the push factors that contribute to trafficking and unsafe migration. Indeed the Ministry's research has put trafficking as a result of migration on the agenda and MoWA is now working to empower women in promoting safe and regular migration.

No further policy analysis has been conducted or additional policy issues identified in subsequent data collection phases from the remaining 12 provinces, as it was felt that the initial baseline analysis was enough to represent the general trafficking issues in Cambodia.

In comparison to national level policy efforts, which are implemented primarily by the MoWA legal and policy department with technical assistance from IOM (funded by Finland Government), there is no evidence that any information from the database has been used to fuel specific provincial based advocacy or policy efforts, which are implemented under the guidance of the MoWA information department (funded by USAID).

Information from the database for each province was analyzed by provincial focal points with support from the database component team, and provided good information on the situation of trafficking per province which is presented at stakeholder meetings. Yet no specific policy analysis has been carried out as a result no advocacy for specific activities or policy changes has been conducted at this level. As a result, 'advocacy' efforts at provincial level are primarily focused on increasing awareness of and mainstreaming trafficking issues within the plans and activities of the provincial departments of other line Ministries. The evaluator also notes that most project stakeholders had little knowledge about the concept of policy, and its relationship to advocacy.

#### *Trafficking case management database*

A small scale pilot database was developed by the IOM Project Officer with the aim of providing additional information to provincial focal points to use within their advocacy activities. Initially set up in four provinces implementing VBA activities, then extended to the remaining five VBA provinces in Northeast Cambodia, information about cases of domestic violence, rape and trafficking is sent from the village chief to the district and/or provincial focal points using the trafficking referral report developed within VBA. Collated quarterly reports are then sent to the

MoWA project manager but as of yet, it remains unclear to the evaluator of the real use or benefit of having conducted this activity, except for providing case study material to present to other stakeholders at provincial level.

Based on an assessment of VBA activities, stakeholders at village level displayed a lack of clarity on this task, some focal points felt they could not operate the computers to manage the database, and most village chiefs felt unable to complete the forms provided by the FPs. No effective monitoring system was put in place to offer support and the results show a lack of networking and capacity to operate computers.

*The Trafficking Watch database is used and cross-referenced with other data, e.g. food security, migration and domestic violence to develop a better understanding of trafficking in Cambodia.*

The database was developed to store baseline information about trafficking in 18 provinces with the intention of informing project activities and implementation. Due to the limited nature of the database developed, there has been no need for the project to cross reference it with other data and this has not happened.

## **Component 4: Policy and Advocacy**

This component aimed to raise awareness of trafficking and to train national level MoWA staff to undertake policy and advocacy action to counter trafficking and migration issues. Major activities proposed included training in policy development and advocacy specific to trafficking and migration, and design and implementation of an advocacy campaign. There will be strong links between the information and the advocacy components of the campaigns.

### ***Summary of Activities***

The principal activity of this component has been to increase awareness of trafficking among local authorities at the provincial level. Training in advocacy skills was provided to central, provincial and district level MoWA staff to undertake advocacy on counter trafficking and migration issues. Each Provincial Department of Women's Affairs (PDWA) then developed a specific advocacy plan based on the findings of the provincial surveys, and to mainstream the issue of trafficking within planning and activities of other stakeholders, such as the provincial departments of education, social affairs as well as other NGOs and PDWA programs. The provincial advocacy plans also aimed to complement and link the Village Based Activities by encouraging a more pro-active approach to combating trafficking through enhanced networking, collaboration and coordination between stakeholders at all levels.

Policies initiatives with the MoWA at national level have been greatly informed and guided by the information collected by the project, but have been implemented by IOM in general, with support from the various trafficking programs, including the information campaign project and the Finland project.

### ***Findings and Analysis***

*MoWA staff will be able to develop and implement new advocacy and policy initiatives on trafficking and migration. Demonstrated by Counter-trafficking Office having begun to plan new activities during the project implementation phase that will continue after the project completion.*

In terms of the development and implementation of a national advocacy campaign, the project separated its activities into provincial and national advocacy activities as follows:

#### ***Provincial Level Policy and Advocacy***

Advocacy activities at provincial level are conducted by focal points with support from the component team for policy and advocacy. After an initial three day training, in which trainees learnt about advocacy objectives, development of advocacy plans, audience analysis, message development and network building, focal points developed and implemented quarterly provincial advocacy plans. Although no project budget was officially allocated to implement for these plans, small amounts of money were released if focal points wanted to conduct small scale activities.

The evaluator noted that these plans focus primarily on attending meetings, and raising awareness about and to mainstream the issue of trafficking with NGOs and other line Ministry provincial departments, district and commune officials. Information for this was collected from each provincial baseline survey. In terms of an 'advocacy' plan however, no policy issue or objective is identified, and more specifically, no clear outputs are noted.

In reality, the evaluator notes that advocacy in its simplest form is being conducted, but that the process of developing advocacy plans is not being followed, and policy and advocacy tools have not been provided to or used by focal points, such as policy mapping exercises or briefing

papers. This has resulted in what could be termed 'blind' advocacy, as when pressed by the evaluator, focal points are not able to identify the specific policy change they aim to achieve beyond a desire to encourage other officials to act against trafficking.

It is extremely impressive that the focal points are so active in increasing awareness of trafficking amongst stakeholders. According to the Awareness Impact Assessment of the Mass and Micro Information Campaign (March 2006), most PDWAs have taken significant action by incorporating a trafficking plan into the five year strategic work plan for provincial development as part of the gender equality framework, and by advocating for the introduction of gender concerns, especially trafficking, into the SEILA program and other existing provincial programs. In Kampong Cham, the Provincial Director for Women's Affairs raised funds to ensure all provincial staff received training on trafficking. It remains a limitation however, that such achievements are not systematically documented within the project, making it difficult to assess the high level of activity and success of provincial 'advocacy' efforts.

There are good indications that the mainstreaming aspects of the advocacy work conducted at both provincial and districts level will continue after the project, and integrated within general work for MoWA. This has already been demonstrated at district level, where the issue of trafficking is being addressed alongside issues such as rape, domestic violence and gender mainstream, as well as in new target areas. There are also strong indications that after the project, at a minimum, the same approach would be applied to provincial level as well. To further demonstrate this point, the project has been successful in encouraging PDWAs to allocate some of their core budget to support the counter trafficking office, rather than only seeing it as a MoWA activity being conducted with 'external' resources from an NGO. This is a common problem for projects that appear to be solely supported by an NGO and are unable to continue operating once the NGO support ends.

Statements from high ranking MoWA officers also show a strong commitment to maintaining counter trafficking activities after this project.

#### *National Level Policy and Advocacy*

National level policy and advocacy has mostly been undertaken by the MoWA and IOM prevention of trafficking project funded by the Finnish government and has been extremely successful in achieving policy objectives highlighted in the stakeholder analysis. That project has already been conducting policy and advocacy and it was considered efficient use of resources to continue policy efforts with this team. There was a high likelihood of activity duplication if both projects worked on national level trafficking related policy and advocacy.

The result however is few linkages between the policy and advocacy efforts at the national and provincial levels. This is mostly due to having different departments conducting so called 'national policy' and 'provincial advocacy' activities, but this has meant that the staff of each department have not been directly exposed to the policy making process at different levels of decision making, and the links and differences between them. The evaluator noted that focal points and component teams assumed that policy making could only be conducted by national level decision makers.

#### *Training*

The policy and advocacy component team as well as provincial focal points attended a three day advocacy training workshop facilitated by the IOM project team. Within the project proposal, an external advocacy expert was expected to conduct this activity, but due to budget constraints, this was not possible.

The three day training course covered topics including advocacy objectives, development of advocacy plans, audience analysis, message development and network building. Where possible, the training was applied to the issue of trafficking.

Based on a review of the training curriculum and in discussions with provincial focal points and members of the policy and advocacy component team, the following observations were made by the evaluator:

1. While the content of the training was adequate as an introductory course on advocacy, the length of training was too short to facilitate effective understanding of the process of policy development advocacy in the long term, especially considering the capacity of the trainees and the likelihood that this was the first time that many of them had ever heard of advocacy
2. Lack of practical application of training concepts – it is often difficult to make the link between advocacy in the classroom, to advocacy in the field if not enough practical experiences to learn are provided.
3. Few advocacy tools were provided to the component team which further limited their ability to apply what they had learnt to their everyday work. Such tools need to be contextual to Cambodia, and again their development and usage needs to be practiced with a focus on trafficking issues.
4. No follow up training on advocacy was provided to reinforce the classroom training, and this is particularly relevant to the policy and advocacy team who were providing guidance to the focal points.
5. Limited emphasis on the linkages to policy and specific training on policy analysis and development – advocacy training is not policy training. As no policy analyses were conducted at provincial level, it would have been difficult for the focal points to develop advocacy plans based on identified policy needs.

With budgetary constraints faced by the project, it would have been difficult to ensure that the above limitations were addressed. The evaluator observed a limitation that despite its inclusion within the project proposal, and due to financial constraints, an external expert on policy and advocacy was not recruited to provide more technical assistance to the project teams.

*Gender-sensitivity and protection of human rights will be the underlying theme of MoWA advocacy and policy on trafficking and migration. Demonstrated by the degree to which the theme is incorporated into activities under this component and future MoWA counter-trafficking activities.*

The project has taken visible steps to ensure that women and their role in trafficking feature prominently within information materials, based on information collected from them within the baseline surveys. Integration of the rights perspective can also be identified by the inclusion of laws and legal rights within information campaign materials and training curricula.

However there is little indication that gender and human rights issues were as rigorously applied to the development and implementation of specific activities such as the trafficking referral system or the targeting of beneficiaries, and no analyses or documentation is available to suggest otherwise. While it is assumed that most MoWA and IOM staff have had exposure to these concepts and may automatically integrate them within their project planning and development, it is not clear whether such concepts were introduced to other stakeholders at community level, such as the police.

Public discussions of trafficking will include gender and human rights. Demonstrated in media coverage, legislative initiatives and public statements by national decision-makers.

Regular public discussions have been conducted by MoWA on trafficking related topics and include:

- A national press conference was held to share the findings from the baseline survey.
- Press conferences were conducted by MoWA before each IC campaign, and attended by more than 100 journalists. The campaign was also announced in local TVs, radios and newspapers.
- Provincial journalists attended opening ceremonies and parades in each province, with coverage on TV at national and provincial level.
- The project produced video documentation of the campaign and the findings of the stakeholder analysis, which were broadcast on national TV.
- Project staff from MoWA and IOM regularly participated in the life radio forum organized by stakeholders such as WMC, UNIAP, provincial radio etc.
- In response to increased trafficking of men as fishermen, a community meeting in Takeo province was conducted by MoWA and IOM to raise awareness of this issue with local authorities and villagers.

MoWA statements in favor of a National Authority on Trafficking will have been circulated in the media and in other public fora.

This activity was included within MoWAs initial three year advocacy plan, and was later included within their five year action plan 2006-2010. The establishment of this authority has been more difficult and complicated than initially thought, yet ongoing advocacy efforts are being conducted, led by MoWA to set up this high level committee.

Examples of national counter trafficking policies that have been influenced by the project  
Specific trafficking problems are dealt with by advocacy component at provincial and national level

As per the MoWA advocacy plan, which is based on recommendations from the baseline survey report, the following policy results have been achieved:

- Signing of an MoU with Thailand (May 2003)
- Signing of an MoU with Vietnam (October 2005)
- Establishment of Task Forces to implement the MoUs with Thailand (2005) and Vietnam (2006).
- Establishment of a Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT) and an MoU signed by six Greater Mekong Sub-region (GMS) countries (Cambodia, Lao PDR, China, Myanmar, Thailand and Vietnam) to strengthen and enhance the regional response to human trafficking, and the approval of a Plan of action (2005) to strengthen and enhance the regional response to human trafficking (2005)
- At national level, Cambodia has ratified the UN Protocol to Prevent, Suppress and Punish Trafficking.

Other on going policy and advocacy activities conducted by IOM includes:

- Ongoing efforts by MoWA and Ministry of Justice to review the draft trafficking law to meet international standards that include all forms of exploitative labor.
- Discussions to support the signing of a Cambodia-Malaysia MoU
- Advocacy with the National bank of Cambodia to promote policy changes relating to micro financial institutions.

MoWA with technical assistance from IOM is currently looking at increasing the possibilities for regular migration and improving employment possibilities and recruitment processes. In the near future, the Ministry will cooperate closely with the Ministry of Labor and Vocational Training (MoLVT) to develop a Labor Migration Information System (LMIS) that will enhance the capacity of the Royal Government of Cambodia to effectively manage an expanding labor migration program in a manner that will protect the fundamental rights of migrants, especially women.

*Through MoWA, the Cambodian Government is recognized as an active international actor preventing trafficking in the region.*

MoWA is one of the most active Ministries working to combat trafficking in Cambodia today. For example, alongside the Ministry of Justice, MoWA is advocating for changes in the anti trafficking law. MoWA was also central to the establishment of COMMIT and is an active advocator of MoUs with destination countries such as Malaysia. MoWA also participated in a Ministerial delegation that traveled to Washington to give a presentation in response to the US governments decision in 2005 to downgrade Cambodia's to a Tier three country. Consequently, Cambodia returned to a Tier two country in 2006.

## **Additional Indicators**

### *The project is relevant to the policy of the government and complementary to other activities implemented*

In discussions with key stakeholders within MoWA and other Ministries, the activities of this project have been clearly integral to the mandate of MoWA in the prevention of trafficking, and based on needs identified by MoWA itself in terms of increasing awareness, and to become a key actor in the RGC's response to combating trafficking. The project has directly contributed to both these objectives. Recently MoWA was directed by Prime Minister H.E. Hun Sen to become the watchdog of the courts in relation to trafficking, thereby requiring closer links with police to follow up and strengthen cases of trafficking. High ranking officials from MoWA also participated in addressing US Congress

The project has been implemented by MoWA using its own networks at provincial and district level, alongside parallel government networks such as commune councils and village chiefs. This has given the project credibility and strengthened links between government counterparts at community level.

This project has received commitment and support from senior officers at MoWA including the Minister and various Secretaries and Under Secretaries of State. This was not automatically assumed, and as the project proposal had limited input from MoWA, could have adversely affected the implementation and outcome of the project. It is to the credit of both the MoWA and IOM project teams involved that clear and appropriate strategies were produced.

### *Collaboration with other government trafficking programs*

Linkages with other trafficking programs of line Ministries such as the Ministry of Justice, Ministry of Interior and Ministry of Social Affairs remains limited due to time constraints and heavy workloads, but does happen at a high ranking level. There is also more visible engagement between Ministries when working on specific policy issues, undertaken by the MoWA legal and policy department, with funding from the Finnish government. At provincial and district level however, there is good collaboration between local authorities that have been involved with the project, specifically provincial, district and commune police, commune councils and village chiefs.

The project has collaborated with the IEC trafficking working group to develop its education materials, and IOM, as a primary provider of both migration and trafficking related services, regularly coordinates with other key stakeholders at national level.

### *IOM has efficiently managed the project implementation and created effective collaborative networks*

In terms of the financial and human resources provided to this project, the IOM team has efficiently provided technical and management support to this project. The IOM project team provided technical guidance, quality control and worked well with their MoWA counterparts. An additional area of strength noted by the evaluator is the balance of responsibilities created between IOM and the MoWA teams in terms of project planning, implementation and reporting requirements.

Having Cambodian counterparts on the IOM project team, all of whom have backgrounds of working within a government setting, was a great advantage for skills building and transfer of

responsibility back to MoWA, and included report writing, planning, cooperation and communication at provincial level.

MoWA teams have obviously taken on a great burden in the implementation of this project, which has resulted in clear ownership for the success of select project activities. Teams interviewed were clear about their own role and objectives, could identify problems, in most cases conducted activities with no salary supplements, and were able to complement funding of IOM with that of MoWA at provincial level. Ownership at provincial and district levels is significant and success rests in the hands of these focal points. High level MoWA commitment to, interest in and supervision of this project has facilitated this ownership at all stages of the project. Consequently, the implementation of prevention activities is likely to be continued within future MoWA activities, even though its shape and form may change depending on the resources available to them.

Whilst the capacity of the MoWA to implement this project has been strengthened by this project, there remains a need for strategic and technical guidance, especially for quality control, as well as specific skills building in technical areas such as policy analysis, advocacy and communication techniques. The MoWA team valued the knowledge and skills transferred by the IOM team, and acknowledged the usefulness of learning on the job. However, there remains a perceived need for more formal training by external 'experts'.

Future areas to work on include overall project management, including budgeting, financial management and accountability, which were primarily under the auspices of IOM within this project. However, there are good indications within the MoWA project team that management skills in terms of localized planning, monitoring and budgeting are already developing well.

The stages of the project that received least input from MoWA were the proposal development and analysis of the initial baseline survey. Regarding the first point, it is not easy to understand why the input from MoWA was so limited, and considering the intensive technical assistance and resources provided to the MoWA in recent years, there seems to be no valid reason not to actively engage local partners in proposal development, which can only serve to alienate or frustrate them in the process. A key point mentioned as to why stakeholder involvement is limited in the development of proposals, was the short and intensive timeframe requested by donors for the submission of high quality, English language focused proposals. Strategies to address such situations could include MoWA taking a proactive role in the development of proposals with both donors and technical assistance agencies, including a general identification of strategic and technical areas it intends to work in, scope, outputs, and person responsible for proposal development before the call for proposals comes out. This may also serve to inform donors of the direction that the RGC wants to take in its own development and the response and assistance that is required.

#### *Collaborative networks*

On behalf of the project, IOM has actively participated at trafficking stakeholder meetings facilitated by UNAIP and UNICEF (prevention), and works with local partners including ADHOC, AFESIP, Equal Access, NGO shelters in response to specific prevention issues.

In terms of creating effective collaborative networks, IOM's primary achievement was the provision of technical guidance to the project resulting in the establishment of the community trafficking referral network, utilized within the VBA component. This network, whilst the structure was already in existence, had never been used in relation to reporting and prevention of trafficking.

#### IV. CONCLUSIONS AND RECOMMENDATIONS

##### **People have increased awareness about trafficking and about first step means to protect themselves.**

- There is no doubt that the project has contributed significantly to improved knowledge and awareness of safe and blind migration and trafficking amongst villagers in all target areas. This is solidly supported by quantitative data and comparisons with baseline data, and observations by the evaluator through discussions with community stakeholders.
- The evaluator notes that the target audiences defined within the project proposal are not consistent with the target audiences reached by this project. The evaluator has made the assumption that women and children were the primary intended target group to receive information, supported by observations that all of the visual education materials developed by the project are focused on the role of women as the 'victims' of trafficking, and that baseline surveys interviewed only women. This suggests that at some point in the project design, they were the intended recipients of this information, and that somewhere along the line, this focus changed.

Implementation of project awareness activities has been targeted primarily at the general public or villagers, with little or no specific targeting of women, children or vulnerable groups at any level. With no data about increased awareness within these groups, it is not possible to assess whether their awareness about trafficking has increased. The project, while not ensuring that women and children received project information, did however succeed in raising awareness amongst villagers that women and children were most at risk of trafficking.

Responsibility for the lack of clarity with target audience should not lay solely with project implementers, as the inconsistency of target audiences stated throughout the project proposal is both confusing and misleading.

- There have been less dramatic improvements in villagers' awareness levels of the less tangible and culturally grounded aspects of trafficking, such as debt bondage. Despite debt bondage being identified within the stakeholder analysis as a key contributing cause of trafficking in Cambodia, this was not prioritized as an issue to be tackled within this project. The rationale for this was that addressing such issues would require an intensive and targeted village based strategy beyond the financial and human resources available within this project. Based also on the large geographical area to be covered, the decision to focus on more basic aspects of trafficking and means of protection in terms of blind and safe migration was appropriate. Specifically, the project succeeded in avoiding the common problem of including too much information in too short a time, resulting in overload. Villagers were highly receptive to the information in the campaign as it was simple and not overbearing.

Alternatively, it could mean that villagers have not necessarily assessed their own attitudes and behaviors towards issues considered critical in reducing trafficking in Cambodia, and thus the impact of prevention efforts in this project is limited. This project introduced basic concepts of trafficking, safe and blind migration to villagers, and laid a good foundation for further village education sessions, if these occur.

- Doubts have been raised that single information events are sufficient to maintain awareness on important messages or to foster attitude and behavior change in the long term. Strategies will need to be developed to maintain, let alone increase, awareness levels of both villagers and local authorities in the long term.
- Cross cutting issues such as HIV/AIDS were not as well integrated into the materials developed by this project as they could have been, with assumptions made that the target audience would automatically understand their links to trafficking. The result of this is not clear, but could lead to mixed misunderstandings if further information about this information is not offered, and despite the intention to decrease stigma and discrimination for those affected by trafficking, could actually have served to reinforce it.

## **Recommendations**

- Beneficiaries and target audiences need to be clearly defined and consistently applied throughout the life of the project. This includes project design, implementation and evaluation, and the identification of monitoring indicators. Project implementers need to be aware of and ensure that activities are reaching these audiences, and document if and when changes are made and provide the rationale for doing so.
- The use of baseline information to inform the development of the campaign strategy was an excellent way to ensure that this intervention was relevant and appropriate to the needs of the target audience. Future projects should take care to ensure it has high quality data and analysis skills to inform and/or amend information campaigns.
- Education materials need to be distributed carefully and strategically in order for them to have maximum effect, even after the initial campaign event has occurred. Strategies need to be developed, in consultation with local authorities and PDWA/DDWA, as to how to improve coverage of target areas, and to ensure adequate quantities of critical prevention materials such as the help card are supplied. This will be crucial if no further campaign events are conducted at village level.
- Strategies need to be developed in consultation with community stakeholders as to how awareness levels can be maintained after the project ends. One possibility is for DDWA to advocate that commune plans ensure that village chiefs conduct at least one village meeting each year using the materials developed by this project. This has already occurred in some communes visited by the evaluator, and without financial resources from the project, appears to be the most sustainable method of ensuring that levels of awareness are maintained at village level. Support could continue to be provided by the DDWA. The only additional resource required for this is education materials.
- Increased awareness does not automatically assume changed behaviors, and any future information campaign needs to understand this in relation to the financial and human resources it has access to, and the activities it ultimately conducts. As with this project, education topics need to be chosen carefully and prioritized in order to not overburden audiences. Long term and more targeted strategies will need to be developed in order to address culturally grounded and possibly accepted issues such as debt bondage and child exploitation, in order for any prevention campaign to increase its effectiveness. Such activities are currently being piloted by another MoWA/IOM project, and findings from these initiatives should be considered by future information campaigns implemented by MoWA.

- If cross cutting issues are to be covered by information campaigns, then one option is to specifically address trafficking in relation to one cross cutting issue at a time, be it HIV/AIDS, illicit drugs or domestic violence, rather than it simply being added in on an ad hoc basis. This would allow the audience to fully understand the links with trafficking, and also means that messages remain clear and simple. Furthermore, it is responsible behavior to ensure that further information about the cross cutting issue be available for the audience, be it via a link to a web site or NGO providing such services, or inviting another line Ministry or NGO to attend campaign events and distribute their own materials about the issue. Care needs to be taken not to introduce too many issues that would divert attention from the priority messages.

**Villagers and vulnerable groups act upon delivered information and develop community action to prevent trafficking.**

- With an increase in villager awareness of trafficking, specifically blind and safe migration, and the tricks of traffickers, there is anecdotal information at village level that villagers are implementing steps to protect against blind migration by using information they have learned, and where necessary approaching actors within the referral system for more information or to report suspicious activities. Local authorities themselves appear in a better position to respond to requests for information.
- The project appears to have been successful in generating action in relation to ensuring safe migration, such as villagers seeking more information about brokers, reporting of possible traffickers/brokers to village chiefs, following up company licenses, and reporting out and in migration. The referral system in these cases seems to be working effectively, and the two activities are mutually reinforcing.
- VBA as stated in proposal was likely too ambitious in terms of developing a referral system that could provide assistance to vulnerable groups at risk of trafficking. VBA has been successful in raising awareness amongst villagers in general, but there is no indication that vulnerable groups have received or acted upon information.
- The project team has been successful in applying the limited resources into setting up a community referral system with the potential to be highly effective and sustainable if used correctly. To date, it has been used primarily for information purposes and to raise awareness of trafficking amongst local authorities. Despite the intention for the referral network to also function as a pro-active referral system, more support is required if it is to actively function to assist at risk families. Such issues are currently being explored by another MoWA/IOM project, and results from this pilot project should be considered within any future VBA activities implemented by MoWA.

The key strengths of this community trafficking referral network include:

- It utilizes and likely reinforces a pre-existing authority structure at community level, and is responsible for decentralized administration at commune level. That this structure has power at local level gives this referral network the credibility it requires to be effective.
- It utilizes existing roles and responsibilities of local authorities to enhance trafficking prevention efforts. This means that village chiefs and other stakeholders are not asked to conduct additional activities.
- It is a cost effective and sustainable network that requires limited resources to set up and maintain.

- The nature of the structure brings all key trafficking stakeholders together with minimum effort from the project.
- The success of the referral network is not reliant on one stakeholder, as villagers can approach authorities at any level for it to be effective. Villagers have already indicated that they see the village chief as the primary point of contact for any problem in the village, so the referral system simply utilizes this relationship.
- It provides an excellent alternative to the use of village volunteers, which requires much training, support and resources, as despite their name, volunteers often request money or in kind payments to conduct activities.

Identified weaknesses of the structure include:

- The SEILA structure is designed as a means for commune level administration and is not necessarily designed to reach the most vulnerable in each community. Project activities at village level did not identify or target vulnerable groups, and the evaluator considers that more could have been done ensure that vulnerable families, or at a minimum women and children were the primary recipients of information. The issue of targeting may be overcome with the establishment of the commune committee for women, children and vulnerable groups, under the auspices of the commune council.
  - The SEILA program is a male dominated system, and this does raise issues considering that most trafficking is focused at women. The gender implications of this, and whether this adversely affects target groups, are currently unknown.
  - With so many other pressing social and economic issues, local authorities, especially the village chief may be too over burdened with other work to pay much attention to trafficking. However, this has been overcome to a certain extent by integrating trafficking on the commune plan – the issue competes with other issues. As one stakeholder mentioned, the focus of development in the villages at the moment is on construction and infrastructure. Care for social affairs has not been given any priority at the moment.
  - Possible mistrust of the network based on political affiliations of local authorities.
  - The system is not being used to refer for preventative services, but mostly after a case of trafficking has occurred. It is a high possibility that trafficking related services may simply not be available due to the low capacity of other line ministries, and a lack of resources, resulting in a reliance on NGOs to provide services, or not referring at all. This needs to be taken into consideration with the services advertised on the help card. It was not possible to assess how services are being utilized within this project as no monitoring system has been set up.
  - Reporting within the structure is weak, and most information collected about trafficking from village level is not documented.
- Currently, the district women’s affairs focal point plays a central role in facilitating collaboration amongst all stakeholders, especially in relation to the referral of victims to services. It is likely that this type of activity is beyond the scope of the village or commune chief, and this further integration of the trafficking network within the SEILA program could help to strengthen links and provide services in the long term.

### **Recommendations**

- Awareness activities at community level do need to be supported by efforts to provide some level of prevention support services – such as the establishment of the community referral

network for trafficking. The VBA trafficking structure should be adopted as a first stop, low cost and sustainable method of encouraging community action to prevent trafficking.

- A gender and power analysis needs to be conducted to assess the impact of using such a structure for the prevention of trafficking in relation to women, children and vulnerable groups.
- MoWA is already working with commune committees for women, children and vulnerable groups to transfer knowledge and skills on gender mainstreaming and issues such as trafficking, domestic violence and rape. This committee is in a good position to identify and access those most at risk of trafficking, and is probably in a better position to refer such families and individuals to preventative services. The DDWA needs to ensure that close links are maintained with this committee and other stakeholders such as village chiefs and local police to ensure that they continue their current activities in providing information about trafficking, and responding to cases.
- Refresher training needs to be provided to stakeholders in the referral network in order to maintain levels of awareness and commitment to this issue. Complementary training for select stakeholders would further strengthen the referral network such as training in investigation techniques and trafficking related laws for local police posts.
- Best practices and lessons learned need to be documented and disseminated amongst all trafficking stakeholders and included in future prevention activities.

### **Attitude among general population and local authority in the fight against human trafficking has changed**

There is vast evidence demonstrating increased action by both villagers and local authorities to prevent trafficking. This ranges from attendance at meetings, requests for the village chief to follow up requests for workers in the area, and inclusion of trafficking awareness within commune development plans. Quantitative surveys show an increase in the willingness to report a case of trafficking, with a significant increase in the number of villagers who would now approach the police. These are all good indications of changing attitudes towards trafficking, yet instances at village level are not systematically documented or reported back to the project teams.

## **The capacity of MoWA to carry out information campaigns about trafficking in women and children has improved**

- Involvement in the initial stakeholder analysis, in order to see how a campaign strategy is developed from the beginning has not happened within this project. While the team has shown its capacity to adapt and modify campaigns according to baseline information collected in different provinces, it is not clear if they would be able to design a new campaign from the beginning.
- Based on their limited involvement in information campaigns prior to this project, the capacity of all component teams to develop and participate in information campaigns about trafficking has significantly improved. This is demonstrated by the level of their involvement in developing campaign materials, and the organization of campaign events within 18 provinces. Within the third phase of project activities, IC was implemented and managed almost entirely by the IC team.
- The links between the use and analysis of data and the planning / adaptation of campaigns have been clearly identified by the component teams. They have demonstrated their ability to use an evidence based approach in the continual review and adaptation of campaign activities and materials in response to provincial baseline findings. This provides an excellent foundation for future campaigns to be conducted.

The IC and VBA teams have also consistently conducted follow up assessments of its activities, and been responsible for the preparation of reports and analysis, under guidance from IOM.

- While the team has solid experience in developing and implementing the activities of this information campaign, the lack of training in or exposure different communication techniques, such as behavior change communication or social marketing limits their ability to develop new and innovative campaigns.

## **Recommendations**

- While on the job training was a highly successful way to build the capacity of the MoWA team to implement an information campaign, this could be strengthened further by providing additional training in the development of communication strategies, introduction to different communication techniques and style, all of which would provide the team with alternative choice in the development of other campaigns. Further skills' building is also required in critical analysis in relation to the development of communication strategies and materials.
- Refresher training on trafficking related issues still needs to be provided to the MoWA team to ensure their knowledge is updated and applied for the implementation of other information campaigns.
- Future projects will need to establish a balance between ensuring high quality data collection and analysis, and building the capacity of MoWA teams, most of whom may have never been exposed to this type of work.
- Consideration should be given to the development and implementation of strategic dissemination plans to ensure maximum exposure of information campaign materials, and thus strengthen project outputs<sup>10</sup>.

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<sup>10</sup> See Annex E for further information about this issue.

- There remains a need to strengthen the focus on the quality aspects of campaign development, especially in relation to materials, to ensure that the high standards reached by this project are maintained. There is no indication that quality control for this project is being conducted by MoWA, and therefore attention must be directed to this issue for future campaigns.

**The capacity of MoWA to collect, analyze and use information on trafficking e.g. for advocacy campaigns or development of policy has improved**

All teams received training and on going mentoring in the collection, analysis and use of data in program activities, and are clearly able to see the link between collecting information, analyzing, and developing plans, implementing and evaluating. The development and management of the trafficking database has facilitated these skills and it has facilitated the development of well informed and relevant interventions.

Despite an active trafficking watch database not being established, as per the project proposal, this does not seem to have inhibited the success of the project. Indeed, it seems likely that the proposal was developed without adequate understanding of what was already in existence, how big and difficult such an activity would be for MoWA and IOM to implement, and how issues such as confidentiality limit the extent to which data sharing amongst stakeholders can realistically occur.

In relation to the use of the database to inform advocacy campaigns or development of policy, the initial stakeholder analysis identified clear policy themes, most of which have been followed up with excellent success at the national level, in conjunction with the prevention of trafficking project implemented by the MOWA legal and policy department with funding from the Finnish government. However, as these teams were trained outside the scope of this project, it is not possible to use these outputs to assess an increased ability of MoWA to use information to develop advocacy plans or develop policy.

Within this project, advocacy was implemented only at a provincial level. However, policy issues at this level have never been identified or documented, either by the initial stakeholder analysis or subsequent provincial surveys. Consequently, advocacy efforts by focal points have not been directly linked to any single policy issue or objective, and there is no evidence of any province having followed the steps to advocacy, as outlined within the training provided by the IOM team. As seen in the findings section, this training is considered by the evaluator as too short and theoretical, with inadequate attention paid to building the policy and advocacy skills within the project in order for them to achieve the objectives outlined within the proposal. At the same time, the evaluator considers that the objectives created within this proposal were also too ambitious, considering the human and financial resources available.

‘Advocacy’ at provincial level has been generally focused on facilitating a better environment to enable multi-sector counter trafficking efforts to be implemented or strengthened, and information from the trafficking database is regularly shared with key stakeholders. There are few links between the national and provincial level policy and advocacy activities of MoWA, and the perception at provincial level is that policy making can only occur at national level.

Taking into account the above constraints and lack of technical assistance in policy and advocacy, the activity level of PDWA focal points is impressive. Good networks have been developed, and PDWA focal points are already visible in representing trafficking interests. Mainstreaming activities have been relatively successful at commune level, and with some

success at provincial level as detailed in the findings section. Yet with little solid documented evidence, the evaluator has been unable to adequately assess outputs from this activity. How these activities relate to any policy objectives also remains unclear.

There are strong indications that the mainstreaming of trafficking activities being undertaken at provincial and district levels will continue after the completion of this project. This is already occurring in areas not targeted by the project, and the overall project investment in the provincial focal point has been significant enough to ensure this. These efforts are likely to be further strengthened by the close linkages with other MoWA gender mainstreaming activities, and the considerable buy in and support from the provincial director of women's affairs.

It is however unlikely that the MoWA information department as a whole would be able to develop and implement new policy and advocacy initiatives on trafficking and migration. Unless there is political will to strengthen policy and advocacy capacity within the information department and to use them to their fullest extent, then they will continue to not be involved in developing such initiatives.

### **Recommendations:**

- To enable MoWA to become more autonomous in its data collection and analysis, further training is required for database creation and manipulation. It is recognizably difficult to send government staff on formal training courses due to other work commitments etc, therefore a training strategy needs to be developed whereby any investment in training is met by full commitment of trainees to attend.
- Follow up surveys do need to be conducted in order for the database to be fully operational and recognized as an active source of trafficking data to inform MoWA's counter trafficking work.
- The trafficking case management database needs to be revised in terms of its usefulness to PDWA focal point and the MoWA project team.
- Provincial focal points and the policy and advocacy team require comprehensive training on both policy development and advocacy, within a practical context. Follow up training and mentoring in the provinces is also required. Greater emphasis should be placed on training focal points how to identify problems and policy solutions, develop plans following the advocacy steps, message development, selection of advocacy techniques, development of advocacy tools, and how to monitor progress. Such training does require significant resources in terms of technical expertise, therefore a pilot project should be considered covering a smaller number of provinces, with the expectation of developing master trainers in trafficking related policy and advocacy so that other provinces can receive training at less expense.
- Based on their current activities, the next steps for focal points would be to use their baseline data and other sources of information to identify policy issues or barriers, prioritize them, and follow all the steps of advocacy. Although this seems to be a complicated activity, following the steps to advocacy actually makes it easier to carry this out. This process requires technical guidance and mentoring, and the focal points are in an excellent position now to take on board additional skills above their current mainstreaming abilities.

- Identified policy objectives and consequent provincial advocacy efforts of MoWA could be coordinated by national level, to facilitate better links between provincial and national policy efforts. This could also serve to assist national advocacy efforts for policy change with the establishment of provincial networks and by lobbying provincial authorities.
- Relevant advocacy tools such as briefing papers need to be developed for use by focal points in the field.
- Successful policy and advocacy efforts at provincial level requires a similar degree of commitment and support from high ranking officials at MoWA as provided to the legal and policy team for policy change at national level. If required, training on policy analysis and advocacy should be provided to high ranking officials to facilitate this support.
- Sustainability of core project activities could be maintained based on a commitment at provincial level to institutionalize trafficking issues, such as mainstreaming and awareness raising within future work plans and budget allocations of the PDWA.

**The strategy adopted by the project is relevant to the policy of the government and complementary to other activities implemented**

A key strength of this project is that it has been owned and implemented primarily by MoWA, with critical support from high ranking MoWA officials and close technical guidance from IOM. This has meant that program activities have been planned and implemented in line with the mandate of MoWA as well as other policies of the RGC, as demonstrated by the utilization of the SEILA system at community level to implement VBA.

There are gaps in relation to other trafficking programs implemented by other line Ministries, and these relate primarily to information and the necessity to keep counterparts informed of project activities in order to prevent overlaps and take advantage of opportunities to work together. For example, this evaluation has noted the need for complementary training for police posts in investigation techniques and increased knowledge of trafficking related laws. Existing programs are conducting this type of training, and there may be opportunities to request that training is provided to police posts in target areas.

**The IOM efficiently managed the project implementation and created effective collaborative networks**

The success of this project in each of the four components is testament to how the project has been implemented and managed by both IOM and MoWA.

Key factors that have contributed to this, focuses primarily on having Cambodian IOM counterparts, with experience of working within government projects. This overcame some of the regular problems of communication that can occur by having an expatriate officer, primarily due to language differences and difficulties. This has meant that greater emphasis has been placed on key written outputs, such as data analysis and report writing being conducted by the MoWA project team.

The ability of IOM to manage this project has been greatly eased by MoWA taking on much of the logistical and management aspects of project implementation in the field, allowing IOM to focus its attention on technical quality and providing mentoring to the MoWA team. Considering the large scale of this project, the workload of the teams at both MoWA and IOM has been considerable, and a key recommendation for future collaboration would be to revise the

technical requirements from IOM and ensure that where consultants are required, that adequate resources are available to do so. This would likely reduce the heavy responsibilities of the IOM team to become the technical advisor for every aspect of this project, which is an unrealistic expectation.

One area of management that needs strengthening relates to monitoring. While good quality quantitative data was consistently collected and analyzed for the IC and VBA components, monitoring data for other project components such as policy and advocacy was not consistently collected and recorded. Anecdotal evidence does not reflect the immense efforts that have gone into this project, and real results have been lost as a result.

The evaluator notes that the proposal document identified a series of activities, results and indicators, some of which would have been difficult to collect information on, or else they ended up not being relevant to actual project activities, such as those relating to the trafficking watch database. As with most proposals, some of which have been developed a year or two before the implementation of the project, it would probably have been useful for project managers and component teams to revise and refine the indicators per component, and where necessary identify new ones in order to give more accurate reflection of the progress and outputs of the project as a whole. This process could have been aided by the information from the stakeholder analysis, which was used to inform project activities. Both ways, indicators would have been developed that were relevant to the activities conducted. IOM needs to ensure that time is allocated for these activities.

A secondary recommendation would be for the development of more management and implementation focused indicators, alongside indicators reflecting that this was a capacity building project.

In terms of collaborative networks, it remains unclear as to the usefulness that the establishment of such collaborative networks would have had for the project, more than what was achieved already. Apart from participating at two prevention networks facilitated by UNICEF and UNAIP, there has been limited collaboration with other trafficking programs undertaken by other organizations.

## ANNEXES

### **ANNEX A: List of people interviewed and field visit schedule**

#### **USAID**

Reed Aeschliman, Director, Office of General Development  
Chan Serey, Development Assistance Assistant, Democracy and Human Rights, Office of General Development  
Darlene Foote, Monitoring and Evaluation

#### **IOM**

Dr. Vincent Keane, IOM Cambodia Chief of Mission  
Chan Kanha, Project Officer  
John McGeoghan, Project Officer  
Tha SaraVuth, Project Assistant

#### **Mol**

H.E. General Un Sokunthea, Director, Anti Human Trafficking and Juvenile Protection Department, Ministry of Interior

#### **MoWA**

H. E. Kantha Pavi, Minister of Women's Affairs  
H.E. Sy Define, Under Secretary of State  
H.E. Chou Bun Eng, Director General, Social Development  
Eav Rany, Project Manager and Director of Information Department

#### **Policy and Advocacy team**

Team leader: Korm Si Thany  
Team members: Te Sokheng and Pin Rouen

#### **IC team**

Team leader: Pen Chea  
Team members: Ung Khemera, Chin Chon and Oum Lina

#### **Database team**

Team leader: Prak Sophea  
Team member: Lack Sophak Ratha

#### **VBA team**

Team leader: Prum Soben  
Team members: Meas Sokhom, Pin Soksratum

#### **Field Visits**

##### **Stung Treng (STG)**

STG Deputy Director PDWA: Son Sokha  
STG Focal Points: Ung Sopheak, Lim Mom and La Nakry  
STG Provincial Police: Chea Ratha and Sun Leang – trafficking bureau officers

*Stung Treng District*

STG district focal point: Pan Syngoun  
STG Village Chief: Soy Heng (Reachea Nukol Village)  
STG Village Chief: Ung Samoeun (Kandal Village)  
STG Commune police: Nhep Him  
STG Deputy Commune Chief: Sun Serey Vann  
STG Oxfam Australia: Project Manager Vorn Savuth  
STG Villagers meeting (Kandal village): Uk Heng (m), Am Sokun (m), Pin Chan Samai (f), Tu Sokim (f), Van Tha (f), Tum Sameth (f).

*Thala Borivath District*

STG district focal point  
STG Commune Chief: Thala Commune: Chan Dam  
STG Commune police post: Nou Sokham  
STG Village Chief: San Lan (Thala Village)  
STG Assistant Village Chief: Bun Sim (Kain Techo village)  
Villagers – It Samean (m) Phum Non (f) Thong Min (f) Ros Sokhom (m)

**Kampong Cham (KPC)**

KPC Provincial Director PDWA: Hong Sun Eng  
KPC Focal Points: Dok Narom and Ke An  
KPC Provincial Police: Ing Sokum, Chief counter trafficking and child protection bureau  
KPC Licardho: Bo Virak

*Orang Auv District*

KPC district focal point: Sor Samout  
KPC Village Chief: Lan Oan (Prey Sro Loa Village)  
Commune Councilors: Kim Huon and Hoeung Han  
Villagers: Khat Sa Voeun (f), Kong Thoeun (f), Sok Lee (m), King Thea (m).

*Choeung Prey District*

KPC district focal point: Em Chanthol  
KPC Commune Chief: Seak Mol (Andoung Trang Commune)  
KPC Village Chief: Bun Voeurn (Trapaing Tmat Village)  
Deputy Commune Chief: Phan Saron  
Villagers: Som Sim (m), Chin Peang (m), Phuon Sokhon (f), Huon Thea (f), Kon Hun (f), Kem Dany (f).

## Field Visit Schedule

### 1. Stung Treng 26<sup>th</sup>- 28<sup>th</sup> June 2006

#### Tuesday 27<sup>th</sup> June

##### *Provincial*

Head of PDWA (7.30am-8.00 am)

Focal points (8.00am-10.00 am)

Provincial police (10.00am-11.00am)

Oxfam (11.00am-11.30am)

##### *Stung Treng District*

District focal point (1.30pm-2.30pm)

Village chiefs (x1: 2.30pm-3.00pm, x2: 3.00pm-3.30pm)

Commune police chief (3.30pm-4.00pm)

Villagers for small group discussion – 1 hr (4.00pm-5.00pm)

Members of commune council (5.00pm-5.30pm)

#### Wednesday 28<sup>th</sup> June

##### *Thala Borivath District*

District focal point (7.30am-8.30am)

Village chiefs (x1:8.30am-9.00am, x2: 9.00-9.30am)

Commune police chief (9.30am-10.30am)

Villagers for small group discussion (10.30am-11.30am)

Commune Chief (11.30am-12.00am)

### 2. Kampong Cham 29<sup>th</sup> - 30<sup>th</sup> June

#### Thursday 29<sup>th</sup> June

##### *Provincial*

Head of PDWA (7.30am-8.00 am)

Focal points (8.00am-10.00 am)

Provincial police rep (10.00am-11.00am)

Licardho (11.00am-11.30am)

##### *Orang Auv District*

District focal point (1.30pm-2.30pm)

Village chiefs (x1: 2.30pm-3.00pm, x2: 3.00pm-3.30pm)

Commune police chief (3.30pm-4.00pm)

Villagers for small group discussion (4.00pm-5.00pm)

Members of commune council (5.00pm-5.30pm)

#### Friday 30<sup>th</sup> June

##### *Cheung Prey District*

District focal point (7.30am-8.30am)

Village chiefs (x1:8.30am-9.00am, x2: 9.00-9.30am)

Commune police chief (9.30am-10.30am)

Villagers for small group discussion (10.30am-11.30am)

Members of commune council (11.30am-12.00am)

## **ANNEX B: List of documents/materials reviewed**

Project proposal: Information Campaign to Combat Trafficking in Women and Children in Cambodia, IOM 2002

Final Project Evaluation: Prevention of all forms of trafficking in women and children in Cambodia, IOM December 2003

Draft proposal: Prevention of all forms of trafficking in women and children in Cambodia, IOM 2002

Draft concept paper: Project for the Prevention of all forms of trafficking in Persons through enhanced regional cooperation, community mobilization and poverty alleviation, IOM July 2006

Report Village Based Activities: Micro Information Campaign Against Trafficking in Women and Children in 4 provinces, MoWA April-June 2005

Counter trafficking Information Campaign Stakeholder Analysis of Six Provinces: Preliminary Results and Recommendations, MoWA March 2005

Report on the second phase of counter human trafficking Information Campaign, MoWA January –March 2005.

Mass and Micro Information Campaign Awareness Impact Assessment, MoWA March 2006

MoWA Advocacy Action Plan on Trafficking in Women and Children, updated version, March 2005

MoWA National Strategic Development Plan 2006

### *Internal Project Documents*

Advocacy Workshop Training Curriculum, March 2004

Village Based Activity Component – workplan and planned activity summary

Village based activities draft plan, 2004

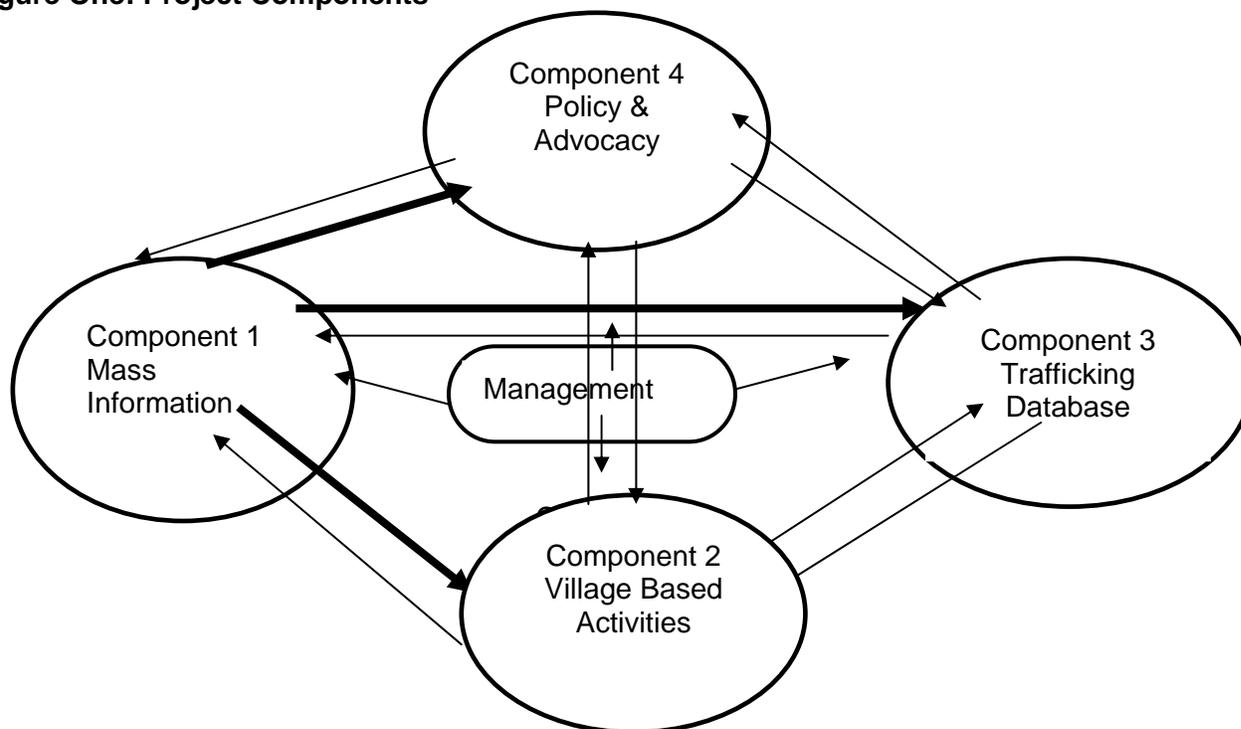
Distribution lists of materials for VBA

Project outline power point presentation

Reviewed during field visits: Baseline information reports and provincial advocacy plans

## ANNEX C: Project components and management structure of project

Figure One: Project Components



Implementation of project activities for each project component was staggered according to geographical location, as follows:

**Phase 1** - Siem Reap, Battambang, Kampong Cham, Kampong Thom, Oddar Meanchey and Pursat

**Phase 2** - Kandal, Prey Veng, Takeo, Kampot, Kampong Speu, Kampong Chhnang and Kep Municipality

**Phase 3** - Mondulkiri, Stung Treng, Ratanakiri, Preah Vihear and Kratie

### Management Structure

The project, funded by the United States Agency for International Development (USAID), was implemented by the Ministry of Women's Affairs (MoWA) with technical assistance from the International Organization for Migration. The Management Committee consisted of the Minister for Women's Affairs, Secretary of State for Women's Affairs, and the IOM Cambodia Chief of Mission.

### MoWA Structure

At central level, the project was located within the MoWA Information Department, with a project manager assigned to manage the project and supervise four project component teams, each consisting of four MoWA staff. These team members formed the project working group where decisions were discussed and agreed upon. The component teams were responsible for the development, implementation and monitoring of component activities. At provincial level, two focal points were assigned to the project to coordinate and implement all activities, under the

guidance and direction of each central component team. District focal points were selected to assist the provincial focal point.

Of the MoWA project team, only the project manager and provincial focal points received salary supplementation, based on a salary supplement waiver approved by USAID Washington<sup>11</sup>. The remaining members of the project team were not eligible for salary supplements.

#### *IOM Structure*

Technical assistance was provided to MoWA by a Project Officer, who acted as the Project Coordinator alongside the MoWA Project Manager. The IOM team also consisted of a Project Assistant and an Administration and Finance Officer. Based on USAID regulations, all finances for this project were disbursed and controlled by IOM.

#### *Relevance and linkages to other trafficking programs*

The Information Campaign to Combat trafficking in Women and Children in Cambodia was designed based on the results of, and to mirror, another counter trafficking program implemented by MoWA's legal and policy department with technical assistance from IOM. This project, entitled 'Prevention of all Forms of Trafficking in Women and Children in Cambodia' has been implemented in five provinces since 2000 (Banteay Meanchey, Pailin, Sihanoukville, Koh Kong and Svay Rieng) with funding from the Government of Finland. Activities include components on information, media and advocacy as well as legal literacy.

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<sup>11</sup> The waiver was requested in order to resolve an oversight in the original USAID approved project budget which had included salary supplements for all MoWA team members. As USAID guidelines do not permit salary supplementation for employees of the Royal Government of Cambodia, yet to facilitate the continuation of this project, IOM requested and received approval from USAID to permit salary supplements for key MoWA project staff, including the MoWA project manager and 36 focal points.

## ANNEX D: Table of project results

<p>Vulnerable communities across eighteen provinces will have been exposed to reliable information on trafficking and migration.</p>	<p>Road shows were conducted in 70 districts, covering 840 villages across 18 provinces, reaching an estimated 305,000 people. Village meetings were conducted in 336 villages across nine provinces.</p> <p>No targeted activities were conducted for vulnerable communities.</p>
<p>Stakeholder analysis, performed during the Inception phase, has ensured use of appropriate information dissemination tools and methods as well as gender and socio-cultural sensitive approach.</p>	<p>A stakeholder analysis was conducted in 2003 for six provinces, the information from which was used to develop the communication strategy and materials.</p>
<p>A high profile media campaign aimed at raising awareness of trafficking will have been designed and implemented nationally.</p>	<p>A high profile opening ceremony and parade was conducted in each provincial town, to demonstrate the commitment of high ranking officials in the fight against trafficking. More than 9000 participants including local authorities and government workers participated at these events. Road shows were conducted in all target areas at provincial and district levels, to provide information to the general public on the dangers and consequences of irregular <i>blind</i> migration, trafficking for the purposes of labour and sexual exploitation, and who can help them. The three hour road show consisted of a video spot, a comedy performance and an interactive trafficking quiz using materials as prizes. 88 road shows were conducted in 70 districts across 18 provinces, reaching an estimated 305,000 people.</p>
<p>At least 10 key MWVA staff and one staff member of each PDWVA and DWVA in the eighteen provinces will have received on-the-job training in the design, implementation and management of an information campaign.</p>	<p>On the job training in terms of planning, development of materials, implementation and evaluation of information campaigns was provided to four members of the IC team, and 36 focal points.</p>
<p>A package of intensive village based activities encouraging community organization and mobilization against trafficking will have been piloted in at least 21 districts selected in the project provinces and municipalities</p>	<p>Village meetings were conducted by village chiefs and commune council members in 28 districts, to increase awareness of blind and safe migration as well as trafficking, and to encourage use of a community trafficking referral network as a source of information and assistance.</p>
<p>A trafficking monitoring and information gathering system will be in place at national level and in the project provinces and municipalities. This system is developed within the most suitable institutional set up as analyzed during the Inception phase.</p>	<p>A project database was established for baseline surveys conducted in each province. This data is stored at both provincial and national level and is used to inform advocacy and policy efforts.</p>

At least 18 computer machines have been purchased and installed in the 18 provincial departments MWVA.	Achieved
At least 18 provincial ministry staff have been trained on how to use computers and work with basic programs (Word and Access). This includes language training if needed.	Formal and informal training on Word and Access was provided to focal points by the database component team. Focal points also received English language training.
A computer network that connects the provincial departments with the Ministry in Phnom Penh, has been established	An e-mail system was established in all provinces with access to a landline
An Access or SPSS database has been established.	An Access database was established to store information from the provincial baseline surveys
At least two local staff in the ministry have been trained to maintain and update the database	Four members of the database component team received formal training in managing the Access database, although ongoing support is required to update the database.
Links with the database of MoJ has been established.	No links have been established
Links with computer networks of the international organizations and national and international NGOs working on trafficking, has been established.	No links have been established
Mechanisms to share necessary information with Mol has been clarified and established.	A stakeholder meeting was conducted to share information from the database, but was not specifically with the Mol.
An establishment of a National Authority on Trafficking will have been supported.	Yes
A comprehensive advocacy campaign around selected trafficking-related issue/s will have been designed and implemented. Momentum of the high profile media campaign has been utilized in the advocacy campaign.	Advocacy activities were implemented as per province needs and primarily focused on mainstreaming. Advocacy did not target specific policy issues and were not related to national policy initiatives. No 'advocacy' campaign was developed around a specific policy issue on the scale suggested by this result, and were not explicitly linked to the media campaign implemented by the project, except in gaining 'commitment' from provincial and district officials in combating trafficking.
At least 10 key MWVA staff will have been trained in specialist policy analysis.	No specific policy analysis training was provided.
At least 10 key MWVA staff will have participated in the design and implementation of a comprehensive national advocacy campaign.	No national advocacy campaign was developed or implemented. Specific advocacy was conducted to achieve policy results at national level, but could not be considered a campaign. The same can be applied to provincial level advocacy.
At least 5 key MWVA staff will have been exposed to, and participated in, international counter-trafficking flora and debates.	Achieved through presence at COMMIT flora.

## **ANNEX E: Additional indicator information**

### *Selection of Target Areas*

Target locations were selected based on findings from the baseline surveys conducted in each province. Criteria for selecting districts, communes and villages included having high levels of migration and reported trafficking cases, otherwise known as 'hot spots'. Through discussions with the provincial and district focal points, there were clear areas where cases of trafficking were occurring and those where they were not.

Stakeholders in general were happy with their choices of location, except in instances where districts and communes could not be selected due to logistical or financial difficulties, such as distance, high transport costs or inaccessibility. A continual theme amongst MoWA stakeholders at provincial and district level was the desire to expand project activities to all 'hot spots', and in some cases, such as Kampong Cham province, this has already happened, beyond the scope of this project.

### *Scope of Information Campaigns*

Stakeholders interviewed stated that one road show per district was enough to raise awareness about the project and issues relating to trafficking. Road shows in the third phase were attracting approximately 5000 people per performance, compared with approximately 2500 during the first phase. Although some stakeholders interviewed mentioned that only those living close to the district town would be able to access the road show, there was a general consensus that the road shows had served their purpose satisfactorily.

### *Implementation of information campaigns*

All information campaign related training has been 'on the job', with adhoc but formal technical training sessions provided by the project officer and assistant at IOM. Organization of the road show at provincial and district level was conducted by a local company, with the MoWA IC team and provincial focal point providing support and coordinating with local authorities. Despite not receiving formal training in communication techniques, the MoWA IC team has overseen the organization of ICs, and feels it has developed a good capacity to organize the provincial and district event due to their extensive networks in these areas and good relationships with other line ministries.

IC team members stated that they would have liked more formal training in the areas of campaign strategy development to enable them to be more knowledgeable about different choices and of the impact each one would have.

### *Content and Appropriateness of Education Materials*

Findings from field visits indicate that materials for IC and VBA were well received with little misinterpretation of their meaning. The content was of good quality, easy to understand, relevant to the villagers and their low literacy emphasis was appreciated. Materials were used as the basis for inter-active discussions at both IC and VBA, and are considered a good resource for the target audience to understand key concepts about trafficking.

It was noted by the evaluator that cross cutting issues were incorporated within the IC and VBA activities, which is commendable in its attempt to link trafficking with other pressing issues such as Debt bondage, HIV/AIDS or domestic violence. However, within the visual materials especially, these issues appear to have been tagged on at the end of a story line in the visual materials, with the assumption that the target audience would automatically understand the link

between them. For example, in the first story book and video spot, a trafficked girl returns to her village having been infected with HIV. The story line encourages compassion for returned victims and the problems they may face, but the evaluator remains concerned about the impact of not adequately exploring the issue of HIV transmission in relation to trafficking. This could actually serve to further stigmatize both the victim and the issue of HIV. Discussions between MoWA and IOM were held on this topic and the decision made that it was better to raise cross cutting issues briefly than not to do so at all.

#### *Availability and Dissemination of Materials*

Requests for more materials for VBA were frequent by all stakeholders outside the MoWA structure, and the lack of enough materials, specifically the story book and help cards, were found to have been a hindrance to facilitating greater awareness in the village.

It seems that the lack of materials was initially due primarily to a miscommunication about the number of people expected at each village meeting, so materials were only allocated for 50 people at each meeting. In reality as more people attended meetings, materials such as the help card had to be rationed. In the third phase of the project, and in response to these problems, more materials were distributed, yet observations by the evaluator found that except for the training kit, village chiefs still had no additional resources to distribute to villagers after the meeting.

Except for one poster on show at a village chiefs' house, and a few sightings of t-shirts, caps and stickers around the provincial town, the evaluator found few materials on show to remind villagers about the issue of trafficking or appeal to those not yet exposed to the campaign. This is not surprising within villages, as only a few posters were distributed to village chiefs for display during village meetings. This is a pity as the materials are of excellent quality and attractive to villagers and other stakeholders. The evaluator received many requests for more visual materials to be distributed to other villagers and displayed around the village, and specific requests were for the inclusion of the video spot within village meetings. The logistics of whether this was feasible was not fully explored.

Generic distribution lists were produced for materials, but due to time and human resource constraints, it was decided not to press for a specific dissemination strategy to ensure that materials were used as effectively and efficiently as possible. While this topic was discussed briefly during the training course for VBA, it was not followed up. Budgetary and logistical issues relating to physically getting materials into the villages were other reasons given for the lack of materials displayed in the target areas.