

Hungarian Campaign for the Prevention of Trafficking in Women

Executing agency	IOM
Main project partner agencies (or national counterparts)	Hungarian Ministry of the Interior, NANE Association
Geographical coverage	The Republic of Hungary
Project management site	IOM Budapest
Target group(s)	Potential trafficked women migrants, Hungarian Government officials
Project period/duration	1 October 1999 - 1 October 2000
Reporting period	13 September 1999 - 1 October 2000
Total budget	Euro 268,933
Funds available for reporting period	Euro 268,933
Funds contributed by EU	Euro 250,000
In-kind contribution by Hungary	Euro 17,240
In-kind contribution by IOM	Euro 1,693
Expenditure during reporting period	Euro 268,933

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1. EXECUTIVE SUMMARY

Trafficking in women is a widespread and particularly disturbing phenomenon. The present Information Campaign was spurred by the growing number of Hungarian women trafficked to Western European countries and to the United States and by the low level of awareness among potential victims about the issue of trafficking.

The project objective was to increase understanding of the dangers and consequences of trafficking among Hungarian women and relevant authorities in Hungary in an effort to discourage and prevent trafficking in women in, from and through Hungary.

The project also aimed to establish an overall mechanism among Hungarian government officials, consular officers and Hungarian NGOs in order to increase their awareness of the issue, strengthen their institutional capacity to counter trafficking and promote the sustainability of the project's activities.

The project consisted of an information campaign that provided objective and credible information to selected target groups through a number of mass and informal media. The program was initially planned for 9 months but was extended to cover a period of 12 months. The first part of the project which lasted three months consisted of a research and strategy definition stage, while the second part, which lasted approximately 9 months, consisted of information dissemination to the selected target groups.

Media used included posters, information booklets, free cards, television ads and educational documentary, radio plugs and hotline support. A number of training and capacity building activities were also carried out. All project activities were implemented in close cooperation with relevant Hungarian Government structures as well as leading national NGOs.

Monitoring and impact evaluation activities were carried out throughout the campaign. The present document provides an overview of the project's activities and attempts to assess the overall impact of the campaign based on data at the time the present report was written. The overall conclusion of the evaluation effort was that the campaign has contributed significantly to raising awareness of the issues of trafficking among target audiences as well as with the general public and has successfully met its objectives.

As some project activities were still ongoing at the time of the present report and based on its experience with similar information campaigns elsewhere, IOM estimates that for a more in-depth and more relevant assessment of the present campaign, a final evaluation should be carried out six months after the completion of the present campaign, more exactly in June 2001.

2. PROJECT TIMEFRAME

The activities of the campaign fell into three main categories:

- a) Project coordination
- b) Capacity building and training
- c) Information dissemination

Following is a chronology of the project's main events in these three main areas.

a) Project coordination

Project coordination activities were carried out to secure active cooperation from all project partners as well as to regularly inform all interested and affected parties of the objectives, activities and progress of the report. A number of meetings were held throughout the project with a number of entities both governmental and non-governmental. These included:

13 September 1999 IOM internal Coordination meeting in Brussels.

A coordination meeting took place at the IOM office in Brussels among relevant IOM parties to map out program implementation.

16 September 1999 Signature of project implementation contract with the EC (official start of the project).

28 September 1999 Coordination meeting in Brussels with EC representatives to discuss the launch of the information campaign.

21 September 1999 Coordination meeting with the EU Hungarian Mission, Ministry of Interior and the EU Delegation to Hungary. The official launch of the Information Campaign is planned for 12 November 1999 and further meetings with governmental and non-governmental partners are scheduled.

6 October 1999 Meeting with Hungarian Government authorities. The meeting was attended by representatives of the main governmental departments dealing with trafficking issues. IOM presented its planned activities to government officials and determined what type of information each party could contribute to the research and preparation phase of the campaign. Government entities agreed to send relevant information to IOM by 20 November 1999. Preparations for the launch were also discussed.

8 October 1999 Vienna coordination meeting.

A meeting is organized by IOM Vienna with information campaign experts from IOM Geneva, IOM staff from with IOM Prague, IOM Sofia and IOM Budapest in order to coordinate schedules, objectives and activities for the two parallel campaigns (in Hungary - financed by the EU and in Bulgaria - financed by the US) that are part of the EU-US Transatlantic Dialogue on Combating Trafficking. IOM Prague staff shared experience on the then current Czech anti-trafficking campaign.

11 October 1999 NGO coordination meeting.

2. PROJECT TIMEFRAME (CONT.)

Hungarian partner NGOs¹ are informed of the present project and its objectives and are asked for concrete contributions. NGO representatives report on experiences related to trafficking. Parties agree to collect existing material on trafficking for the research phase of the campaign. NGO participation for the launch event is secured and additional partner NGOs are suggested.

13 October 1999 Coordination meeting in Brussels with EC officials to prepare Budapest launch.

1 November 1999 Memorandum of Understanding signed with the Ministry of Interior.

A contract of cooperation is signed with the EU Department of the Ministry of Interior for the entire duration of the Project².

12 November 1999 Launch of the information campaign. Both information campaigns in Hungary and in Bulgaria are officially launched in Budapest as two parallel activities within the framework of Transatlantic Cooperation. High-level representatives from the Bulgarian and the Hungarian Government, EU and US officials attend the event. The event receives considerable media attention both in Hungary and throughout Europe³.

15 November 1999 Coordination meeting with relevant Hungarian authorities. Government reports are presented and given to the IOM. The findings are discussed.

20 November 1999 Steering Committee set up⁴. The Steering Committee is established and mandated to put together the overall strategy of the campaign program, define its main message, facilitate and promote the implementation of the program and strengthen the network of partners involved.

20 November 1999 Coordination meeting with NGOs. Reports from NGOs are collected and further cooperation is discussed. NANE (Women's Rights Association) is identified as the main project partner and the operator of the campaign hotline.

7 December 1999 Interim research report concluded by Hungarian research party. The report details the results of the media analysis and of the readership/audience survey.

24 January 2000 Signing of contract with NANE. An official contract on the cooperation during the campaign is signed with NANE⁵.

26 January 2000 Coordination meeting with relevant authorities. IOM informs relevant Hungarian Government departments of the results of research and data collection and identifies possible future contributions from the government.

2. PROJECT TIMEFRAME (CONT.)

1 February 2000 2nd Steering Committee meeting.
The members of the Committee review proposals from various Hungarian advertising agencies and graphic studios that participated in the tender process. Networking possibilities to increase the visibility of the campaign are discussed. The findings of the first phase of the campaign are evaluated.

10 February 2000 – Meeting with participating NGOs.
NGOs discuss the campaign's plan of action and offer their contribution to dissemination and training activities.

9 March 2000 3rd Steering Committee meeting.

April 2000 – Oral presentation of the Interim Report in Brussels.
A joint presentation of the Interim Report is made by IOM Budapest and IOM Sofia staff in Brussels to the EU Delegation.

27 April 2000 – Request for Extension to the EC.
An official request is sent by IOM Budapest to the European Commission to approve the extension of the dissemination phase of the campaign with a further three months within the same allocated budget. The request was based on the recommendation of the Steering Committee to synchronize the Hungarian dissemination phase (6 months) to the one in Bulgaria (9 months). In-kind contributions from Hungarian media make the extension possible without additional costs.

19 June 2000 4th Steering Committee meeting.
Interim evaluation of the campaign ⁶.

19 September 2000 A meeting is organized with representatives of the Ministry of Interior to discuss the possibilities for follow-up activities. IOM presents its proposal for a 'Secondary School Education Training Project Against Trafficking'.

b) Training and capacity building

Activities in this area were aimed at providing project partners with know-how and strengthening their internal capacity to disseminate information or address other issues related to trafficking connected with the present project. An information-sharing network was set up among Hungarian government officials, consular officers and Hungarian NGOs in order to increase their awareness of the issue, and promote the sustainability of the project's activities.

January 2000 Media training.

Campaign staff participates in media training as a preparation for the dissemination phase of the campaign.

22-23 January 2000 Training for the hotline operators.
NANE organizes training for the hotline operators.

25 January 2000 Handbook for Hotline Operators.
A handbook is prepared by IOM for hotline operators with rules of conduct and relevant information to be provided.

2 February 2000 Ad Hoc Committee on Forced Prostitution Meeting with the Ministry of Social and Family Affairs.

2. PROJECT TIMEFRAME (CONT.)

IOM is invited to participate in the work of the Ad-Hoc Committee against forced prostitution consisting of experts, government officials and NGOs.

9 February 2000 Seminar for Staff Members of Consulates.
As part of the annual training of consulate members and as a direct in-kind contribution to the project, a seminar is organized and held on the issue of trafficking by the Ministry of Social and Family Affairs.

17 May 2000 Seminar for Police Officers and Border guards.
In cooperation with the Ministry of Interior, a seminar is organized for police officers and border guards. IOM makes a presentation on the issue of trafficking and the anti-trafficking campaign ⁷.

19-20 May 2000 Seminar for Roma Activists and Educators Working in Foster Homes.

Organized in cooperation with the NGO Association of Roma Women in Public Life the seminar aimed to facilitate communication among the participants, share experiences, develop best prevention practices and develop strategies for information dissemination within local communities. Participants were given materials and information to be distributed in their communities. Lectures are organized throughout the country. Two hundred copies of the information material are distributed through this network ⁸.

26 May 2000 Seminar for Secondary School Teachers
The seminar was held at the Central European University with teachers from major secondary schools in Hungary. The aim was to set up a network that disseminated information to secondary school students, a group identified as vulnerable to trafficking ⁹.

24 July 2000 Border visit.
At the invitation of the American Embassy, IOM participates in a meeting of Ukrainian and Hungarian Border guards that discusses the issue of human trafficking and crime prevention methods.

c. Research and dissemination activities

The main purpose of these activities was to collect and analyze research results, put together an overall communication and implementation strategy and disseminate information to target audiences through the media identified as being the most effective and cost-efficient.

4 January 2000 Research results received.
The Hungarian research coordinator commissioned by IOM hands over the results of the research and data collection to IOM Budapest.

1 February 2000 – NANE Hotline.
The NANE hotline becomes operational every weekday from 10 a.m. to 18 p.m. until the end of the campaign. The hotline offers information to all those that want to know more about trafficking and how to protect themselves against it.

14 February 2000 Meeting with the Editor of 'Belügyi Szemle.'

2. PROJECT TIMEFRAME (CONT.)

The official journal of the Ministry of Interior decides to publish a special issue on trafficking within the framework of the IOM campaign. The content of the issue is discussed ¹⁰.

22 February 2000 Preliminary agreement is reached with the Hungarian advertising agency and the graphic studio that will produce the campaigns information materials.

29 February 2000 Testing of the different poster plans. A sample testing of different poster designs is carried out in a state-run institution for young girls.

1 March 2000 Results of the poster testing are analyzed and their production is commissioned to the Felhőc Production and to Zaft Ltd ¹¹. Final approval for the visuals of the campaign and planning of the first press conference for the dissemination phase of the campaign.

March-April 2000 – Production of Information Campaign materials

17 March 2000 – Press Conference.

The objectives and materials of the campaign are presented to the Hungarian media by IOM. The research coordinator summarizes the results of the research and NANE informs the participants about the hotline.

14 April 2000 – Press Conference.

IOM's experience with information campaigns is presented to the Hungarian and international press by IOM senior staff from Vienna and HQ. Participants are shown the educational documentary produced for the purposes of the campaign and visit a state-run girls' institution where the documentary is discussed with the institution's residents. Bulgarian journalists also participate while Hungarian journalist visits the parallel event in Sofia.

17 April 2000 – Start of the first round of dissemination.

Dissemination begins for the campaign's media: posters, cartoon booklets, free cards, infocards, trafficking journal, and educational documentary.

29 June 2000 – Meeting with Advertisement Agency.

A first evaluation meeting is held with the advertising agency coordinating information dissemination on behalf of IOM. The campaign's impact and progress are analyzed and found to be in accordance with the implementation plan and its objectives.

June-July 2000 – Second dissemination round is launched. Free cards, TV ads, radio plugs, newspaper ads and the mailing of information materials continue nation-wide.

25 July 2000 – Evaluation Proposal.

The IOM receives an evaluation proposal from the HAS IPS Migration Research Group ¹².

9 August 2000 – Contract with the Evaluator is signed.

A contract with the Migration Research Group is signed, entrusting them with the task of evaluating the campaign ¹³.

2. PROJECT TIMEFRAME (CONT.)

10 August 2000 – Contract with NANE is extended.

An extension of contract is signed with NANE is signed on the further operation of the hotline until the end of the campaign according to the guidelines of the campaign set forth in the Handbook provided by the IOM ¹⁴.

August - September 2000 – Preliminary impact assessment carried out by external evaluator.

29 September 2000 – Evaluation Report.

External evaluator hands IOM preliminary assessment ¹⁵.

3. PROJECT ACTIVITIES/ MATERIALS

The campaign had two main stages:

- Research and strategy definition
- Dissemination

An ongoing task of the project manager as well as of the Steering Committee was that of monitoring and evaluating the impact of the campaign.

A brief description follows of the main activities carried out during each of these two stages.

a) Research and Strategy Definition

During the 3-month period of October-December 1999, prior to the actual dissemination, IOM ascertained the baseline facts of trafficking in women in Hungary. With the help of independent national experts, IOM collected data and carried out research on the phenomenon of trafficking in women in Hungary. In order to have as balanced and objective a picture, various resources and methods were used including:

- Reports from governmental organizations
- Questionnaire survey among girls/young women and teachers
- Focus-group interviews
- Media analysis
- Analysis of readership and audience survey

Both the results of the data collection and the research seem to underline the fact that forced prostitution/trafficking in women is a significant issue, concerning many people in Hungary today. The results also allowed an identification of the main target group of the campaign which was that of young women between the ages of 14 and 23.

According to the results of the questionnaires, 19% of all respondents personally know a woman who has been involved in forced prostitution and 17% know a woman who had been literally sold by traffickers for profit. This proportion is even higher among those in institutional care, with 53% of respondents personally knowing of a woman who has been sold.

The media analysis showed that trafficking in women is an underrepresented issue in the Hungarian media. Despite the fact that the younger generation is open to receiving information concerning trafficking in women, those publications that are popular with them hardly ever touch upon the issue.

The results of the focus-group interviews as well as the questionnaire survey showed that girls/young women in institutional care and women currently involved in prostitution are the highest risk groups for trafficking in women. In addition to these two groups, there is a further larger group of women who would respond to an advertisement for work abroad with only limited if any knowledge of the dangers that this may entail.

3. PROJECT ACTIVITIES/ MATERIALS (CONT.)

The completion of the research stage enabled the following to be carried out:

- Definition of the main message of the campaign
- Campaign strategic planning
- Media outreach planning
- Identification of main partner NGOs
- Establishment of the Steering Committee

The campaign message was based on the findings of the questionnaire that showed that young women at risk would be more receptive to less threatening imagery that calls attention to the possible dangers of trafficking. The campaign slogan - "Don't fall for it" is simple short and memorable and is a play upon words that is well complemented by the striking image of a falling woman. The slogan and the phone number of the hotline are displayed on all campaign materials.

Based on the findings of the research stage, a communication strategy was defined. One of the main components of this strategy was the selection of the dissemination media/activity mix. The package of mass and informal media that was identified as the most cost effective and ensuring the most impact consisted of:

- Telephone hotline providing information and assistance;
- Posters;
- Cartoon booklets (8-page);
- Information Cards (pocket-size)
- Free postcard (available at night clubs, bars)
- Public Service Announcements (PSAs)
- TV documentary followed by live TV debates
- Further distribution of the documentary in secondary schools on VHS tapes;
- Radio broadcasts;
- Regular articles in popular youth and women's magazines;
- Newspaper ads placed in the immediate vicinity of actual recruitment ads;
- Cartoon strips in popular young women's magazines;
- Dedicated campaign Web site;
- Training and information sharing seminars for
 - a) Staff members of consulates
 - b) Educators/teachers
 - c) People in institutional care
 - d) Roma communities
 - e) Journalists
 - f) Police employees

This particular choice of media/activities was based on the actual media and means of communication preferred by the target groups as identified by the research. Thus:

- PSAs were placed in all newspapers read by the target groups.
- Cartoon booklets were the medium preferred by the target group.

3. PROJECT ACTIVITIES/ MATERIALS (CONT.)

- Postcards were distributed nation-wide at entertainment/recreational venues so that target group members would come across them. The two rounds of distribution were meant to reinforce one another.
- The format of the educational film was that of a lively action movie much appreciated by the target group.
- Research showed that documentary films would be a format most suitable to an audience of educators/government officials in order to highlight the seriousness of the issue.
- The actual design of the posters was chosen by the target group through sample testing in schools.
- The pocket-size information card containing basic information for people wishing to work overseas, was chosen for its convenience of use. It also lists the assistance hotline numbers and the sentence 'Please, help me I am in trouble' in 6 languages.

Project partners/sub-contractors were chosen through a closed tender process in cooperation with the Steering Committee¹⁶:

- *Zaft Creative Design Studio* was selected to design the PSA, radio ad, freecards, infocard, and the poster.
- *Felhőc Production Ltd.* Was selected to disseminate all campaign material and produce the educational movie and cartoon booklet.
- *Adam Csillag*, a well-known Hungarian film director, was asked to direct the two-part documentary movie.
- *Magyar Netlap* was commissioned to create a web page for the campaign.

b) Information Dissemination

All campaign materials commissioned for production were delivered on time and dissemination proceeded according to the initial plan of action established by the Steering Committee. Dissemination was carried out nation-wide through partner Government structures, NGO networks and the mass-media. The Press Department of the Ministry of Interior took a leading role in the promotion of the campaign's material. The table below lists the main media/information materials of the campaign and their duration or number of copies distributed.

Media	Copies/ duration
Poster A1	5,000 copies
Cartoon booklet A5	40,000 copies
Postcard A6	2x 40,000 copies
Infocard (business card size)	50,000 copies
Newspaper advertisement (A4, A5)	Five in major dailies
TV Spot	25 seconds
Radio Plug	25 seconds
Educational movie	25 minutes
Documentary films	2x 27 minutes
Special issue of 'Belügyi Szemle' journal	1,000 copies

3. PROJECT ACTIVITIES/ MATERIALS (CONT.)

Following is a brief description of each of the media used throughout the campaign ¹⁷.

1. Poster (A1)



Translation

Top headline: Were you offered a job abroad? Do you intend to work abroad?

Orange slogan: Don't fall for it!

Right sidebar: Every year thousands of girls are lured by job advertisements, trafficked and forced into prostitution

Underheading: Before you apply, ask for information at the following toll-free hotline number between 10-18: **06-80-630-125**

Distribution

Secondary schools, foster homes, girls' correctional institutes, local councils, , and country unemployment centers and at the airport and border stations

3. PROJECT ACTIVITIES/ MATERIALS (CONT.)

2. Infocard 1 (Pocketsize)



Translation

Orange headline:

Would you like to work abroad? Did you receive an appealing offer?

White slogan:

Don't fall for it!

Additional translation of body text can be found in appendix 14.

Distribution

Secondary schools, foster homes, girls' correctional institutes, and local councils

3. Infocard 2 (postcard size)



3. PROJECT ACTIVITIES/ MATERIALS (CONT.)

Translation

Top headline:

Were you offered a job abroad? Do you intend to work abroad?

Orange slogan:

Don't fall for it!

Right sidebar:

Every year thousands of girls are lured by job advertisements, trafficked and forced into prostitution

Underheading:

Before you apply, ask for information at the following toll-free hotline number between 10-18: **06-80-630-125**

Distribution

Through 'Boomerang', the official distributor of freecards in Hungary, in two rounds, in restaurants, cafés, discos, and bars in Budapest and throughout Hungary.

4. Infocard 3 (Postcard-size)



Translation and Distribution: the same as for Postcard I.

3. PROJECT ACTIVITIES/ MATERIALS (CONT.)

5. Cartoon booklet (A5)



Translation:

Cover page

White headline:

Free cartoon booklet

Orange slogan:

"Don't fall for it!"

Distribution

Secondary schools, foster homes, girls' correctional institutes, local councils, county unemployment centers.

6. Newspaper ads

Different versions of the poster, different sizes, published in every edition of the following major Hungarian newspapers for three months:

Bravo: monthly youth magazine, very popular with the target group, 32.3% of them read it regularly, one-page ad;

Bravo Girl: monthly young women's magazine, second most popular magazine, 23.1% of the members of the target group read it regularly, one-page ad;

Popcorn: monthly youth magazine, 23.1% of the members of the target group read it regularly, one-page ad;

100xszép: monthly girls' magazine, one-page ad;

Népszabadság: largest circulation daily, most popular daily newspaper among girls/young women not living in

3. PROJECT ACTIVITIES/ MATERIALS (CONT.)

institutional care, it also serves our aim to raise public awareness;

Express: advertising paper, counter-advertising in the job ads column;

Metro: free daily, distributed at underground stations, most popular daily newspaper among girls in institutional care, counter-advertising in the column of job advertisements

7. TV Spot

Translation

Were you offered a job abroad? Do you intend to work abroad? Every year thousands of girls are lured by job advertisements, trafficked and forced into prostitution. Don't fall for it!

Before you apply ask for information at the IOM-NANE toll-free hotline! Final spot screen contains campaign slogan, logos, the phone no. and operation time. (25-second-long)

Distribution

20 times during April/May/June on *MTVI-2* (state-owned TV channel)

8. Educational movie

Summary

The film presents the two most common methods of traffickers. The scenario is a mixture of the two stories in the comic booklet. Two victims of traffickers, who finally managed to escape, tell their stories to a policewoman. The policewoman points out the signs that should have made them suspicious and tells them what they should have done. (25-minutes)

Broadcast/distribution:

One hundred and twenty-six individual broadcasts on various Hungarian cable channels.

Further distribution as VHS tapes in foster-homes, girls' correctional institutions, and secondary schools (650) accompanied by a lesson plan.

8. Documentary films 1 & 2

Summary

Two documentary films were produced directed by Mr. Ádám Csillag, a well-known Hungarian filmmaker. The first one, 'Promised Land I' presents the issue of trafficking in women in Hungary through the life of a young girl from the countryside who is

3. PROJECT ACTIVITIES/ MATERIALS (CONT.)

forced to prostitute herself by her 'boyfriend'. In trying to escape she becomes part of a crime scene.

'Promised Land II' reports on foreign women working in Austria, their often desperate situation as well as their hopes. Officials inform the viewers about the rules and regulations concerning work in Austria and a local NGO talks about their work with foreign women. Each documentary is 27 minutes long.

Broadcast/Distribution

One hundred and twenty-six individual broadcasts on different Hungarian cable channels.

Further distribution on VHS tapes to IOM organised seminar participants.

9. Dedicated campaign Web page

The URL of the campaign site is www.netlap.hu

10. Radio plugs

Description

Male voice: Attractive, young girls are wanted for easy job abroad.

Female voice: Every year thousands of girls are lured by job advertisements, trafficked and forced into prostitution. Don't fall for any tempting job offer!

Before you apply, ask for information at the IOM-NANE toll-free hotline, workdays, 10-18h, 06-30-630-125! (30-seconds-long)

Distribution

Three-month broadcasts on:

Radio Danubius: commercial radio, most popular channel with target groups – 13 times/week

Radio Juventus: commercial radio, popular channel with target group – 12 times/week

Radio Petőfi: public radio – 10 times/week

11. Special edition of 'Belügyi Szemle' journal

This special issue of the Journal of the Hungarian Ministry of the Interior dealt solely with the topic of trafficking from different points of views. The journal was used as a background material for the seminars and also as a future reference-booklet. IOM has also contributed to an article.

Description

The article presents the wide range of activities carried out by IOM in order to combat trafficking in women and outlines its policy on the issue of trafficking by exploring the relationship between the phenomena of trafficking in women and migration. The article discusses IOM's mission statement and service areas and the role of the IOM Mission in Budapest. Since 1992, IOM has conducted worldwide information campaigns against trafficking in order to

3. PROJECT ACTIVITIES/ MATERIALS (CONT.)

address the growing problem of trafficking. In September 1999, IOM launched an information campaign for the prevention of trafficking in women in Hungary. The article gives a short summary of information campaigns in general and the Hungarian information campaign in particular. The article includes a brief discussion of the results and data obtained from the research, and the strategic plan of the dissemination phase.

Distribution

Five hundred copies sent to government officials, NGOs and seminars participants .

12. Telephone hotline

Established in cooperation with the NANE Association, the leading Hungarian NGO working to combat trafficking in Hungary, the hotline became operational on 1 February 2000, and was open to callers every working day, from 10 to 18. The total number of registered incoming calls between February-October was 798.

3. PROJECT ACTIVITIES/ MATERIALS (CONT.)

Distribution summary table

Type of material:	Places of distribution:
Poster	Schools, municipalities, employment agencies, social workers' network, crime prevention units of police departments, community centers, passport department of the MoI, all border crossings of Hungary, diplomatic missions (embassies, consulates, international organizations)
Cartoon booklet	
Infocard	
Print advertisements (media-mix)	Youth magazines (Bravo, Bravo Girl, Popcorn, 100xSzép), dailies (Népszabadság, Metro), advertising papers (Express, Kereső), free program magazine (Pesti Est)
Educational movie	Schools, girls' institutions, social workers' network,
Documentary films I. - II.	Seminars and on request, Aired by several TV cable channels
Freecard A6 (in two rounds)	Restaurants, pubs, discos, community centers
TV spot	MTV 1 and 2 (national public TV) 20 times in May and June
Radio plug	Commercial radio stations: aired by Danubius, Juventus and the state-run Petőfi Radio, 10-13 times a week in April-May-June
Special Edition of 'Belugyi Szemle' - Trafficking Journal	Ministries, police departments, border guards, libraries

4. IMPACT ASSESSMENT

At the time the present report was drafted, (20-30 November 2000) the information campaign was not completed. Many of its activities were still ongoing: the hotline was operational, the posters were still displayed and the massmedia outreach was still under way. As a result, any evaluation effort undertaken at that time that is intended as “final” runs the risk of offering only a partial picture of the overall achievements of the project.

As with similar projects elsewhere, IOM carries out an in-depth, final evaluation approximately six months after the project is completed. This gives the information enough time to act and eliminates what may be accidental or short-term effect, whether positive or negative. It also enables campaign managers to monitor some of the longer-term migration dynamics indicators (number of apprehended irregulars, number of young women assisted abroad by NGOs, number of apprehended traffickers, etc) that are often just as relevant if not more than indicators strictly related to awareness levels.

However, as the programme was approaching its final stages there was a legitimate need to assess, albeit in an incomplete manner, the impact until then of the campaign. That is why, acting on donors request for an earlier than usual evaluation, IOM asked an external evaluator the Research Group on International Migration, H.A.S., Institute for Political Science, to conduct a preliminary impact assessment from August to September 2000. The aim of the research was threefold:

- To examine the overall effectiveness of the information campaign up to then;
- To examine the extent to which the project has met its initially defined objectives;
- To explore the extent to which the message of the campaign reached the target group.

The main findings of the report are as follows:

Considerable increase in media exposure

The success of the campaign is clearly visible from the qualitative and quantitative changes in the media. Over the monitored period of 10 months, there was a considerable increase in the number of articles dealing with the problem of trafficking in women in the spirit of the project’s objectives. As Chart 1 below shows, the number of articles dealing with trafficking in Hungarian women abroad has increased by 60%. Dailies with mostly rural circulation published 70% more articles on this topic than a year ago. There were 5 times more publications about conferences and programs in connection with trafficking. Women’s magazines published 3 times more articles about trafficking than before the campaign.

4. IMPACT ASSESSMENT (CONT.)

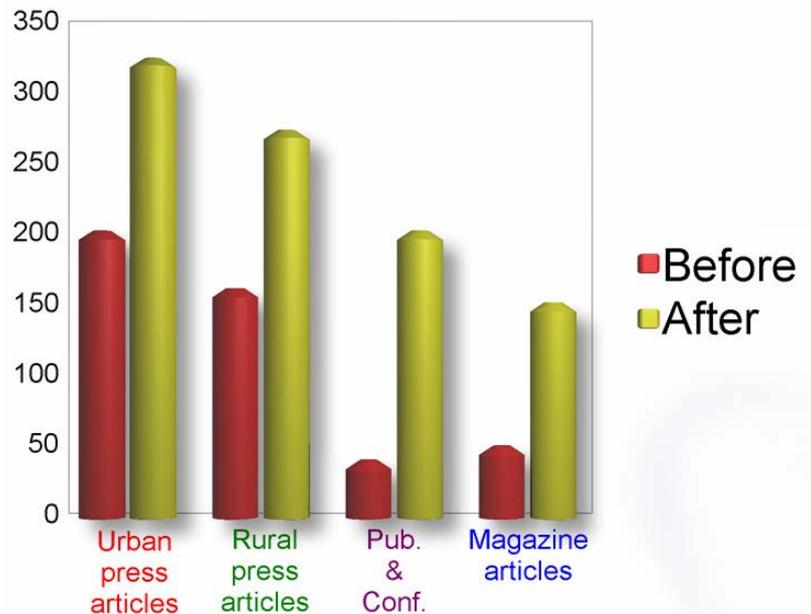


Chart 1. Media coverage of trafficking before and after campaign
Source: H.A.S.

The magazines, radio and television channels most preferred by the target groups provided ample air time and space to the messages of the campaign. The quality of the coverage given to trafficking had also witnessed significant changes as compared to the the period before January 2000. Instead of emphasizing the individual, sensationalistic elements of trafficking, an increasingly heavier accent fell on the overall context and causes of trafficking, highlighting the dangers of trafficking for society as a whole. Articles mention not only prostitution but trafficking, highlighting its exploitative aspects.

Good impact on target groups

One of the target groups closely monitored throughout the campaign was that of high-school students. The individual interviews and polling carried out in the final stages of the campaign revealed that over 50% of those questioned could recall having seen or heard information drawing attention to the problem of trafficking in women and forced prostitution and specifically mentioned IOM campaign materials. This is a very good impact rate above the usual 25-30% which is the going standard in the marketing/advertising industry for any mass communication effort.

Particularly mentioned for their efficiency by members of the target audience were the cartoon-strip booklet, the video spots and the documentary.

4. IMPACT ASSESSMENT (CONT.)

As a further example of the quality and efficiency of the campaign's materials, 60% of public education institutions that have received the educational documentaries used it in calls and found it extremely useful.

Increase in awareness levels on current methods of recruitment

As compared to the state before the launch of the campaign, a considerably greater number of young women showed increased and detailed awareness of the various issues associated with trafficking such as risks, means of recruitment, means of self-protection, etc. To give just one out of many examples, many young women considered that offers for work abroad were in fact one of the most widely used means of recruitment used by traffickers.

As Chart 2 below shows, a high ratio of those answering, namely 34.3 percent completely agreed with the statement that ads for work abroad for young girls were just a front for trafficking and another 29.3 percent rather agreed; 23.7 percent both agreed to some extent and disagreed to another, and 7.9 percent rather disagreed. Only a minority of 4.8 took these advertisements at face value.

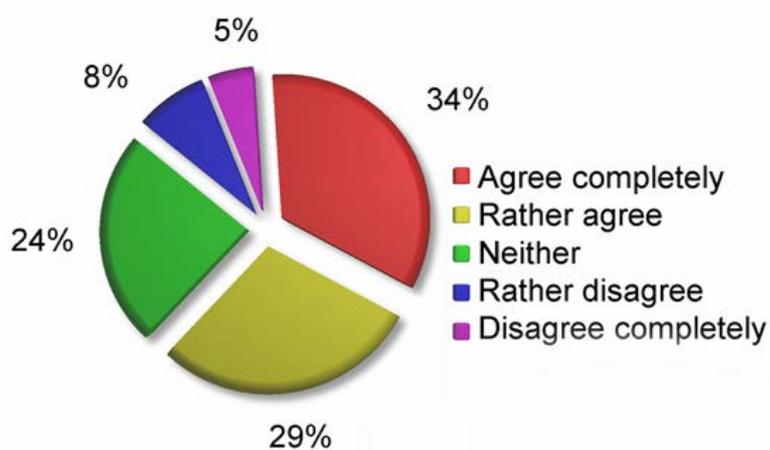


Chart 2. Ads for work abroad are a means of recruitment widely employed by traffickers.

Source: H.A.S.

In other cases, interviewees could name some of the most current methods used by traffickers to coerce their victims into submission: physical, often fatal, violence used on them or threatened on members of their family, disclosure of their current state to families back home or in schools, enclosure under lock and key with full-time surveillance in clandestine homes or other makeshift dwellings, etc. Most importantly, interviewees pointed out that the potential financial gains were all too often non-existent.

4. IMPACT ASSESSMENT (CONT.)

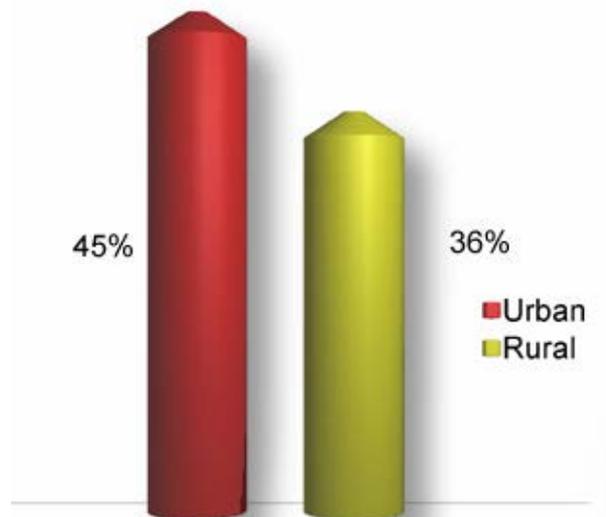
Good information penetration rates

The impact assessment revealed that the campaign had left its mark. Considerable numbers of those polled, between 36 and 46 percent could remember having seen or heard information on trafficking, its methods and consequences.

As is current with mass information campaigns and can be seen from the charts below, urban target audiences had a better recall of the campaign materials.

Chart 3. Recall of campaign materials by urban vs. rural audiences.

Source: H.A.S.



Similarly, better-educated audiences were more receptive and had better recall of the campaign's messages.

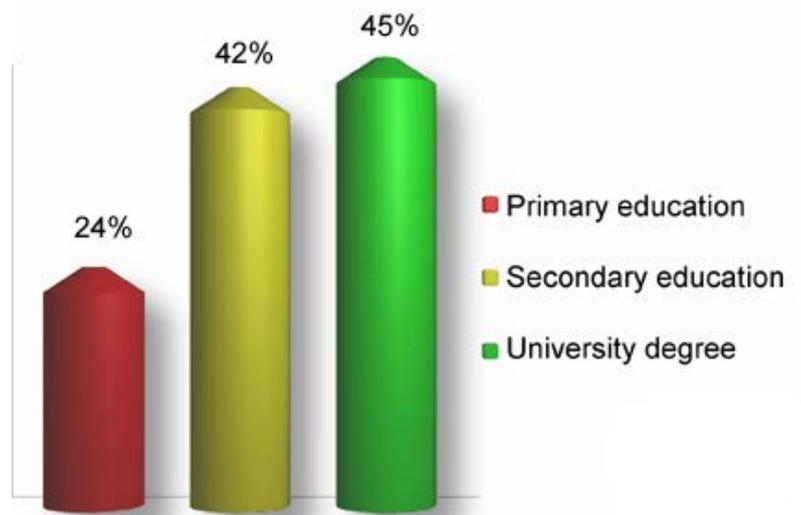


Chart 4. Recall of campaign's materials by education level

Source: H.A.S.

4. IMPACT ASSESSMENT (CONT.)

Increase in public concern with trafficking

The impact assessment also showed considerable changes in the general public's attitude towards trafficking. As a result of the campaign, in contrast to the situation before the launch of the campaign (see IOM research report of the time) there were considerably more people among those polled that considered trafficking a serious issue of public concern.

A representative sample was asked to rate on a five-grade scale, to what extent they agree with the statement that trafficking in women is a significant problem. The large majority of those polled (69%) agreed completely or rather agreed, as Chart 5 below shows.

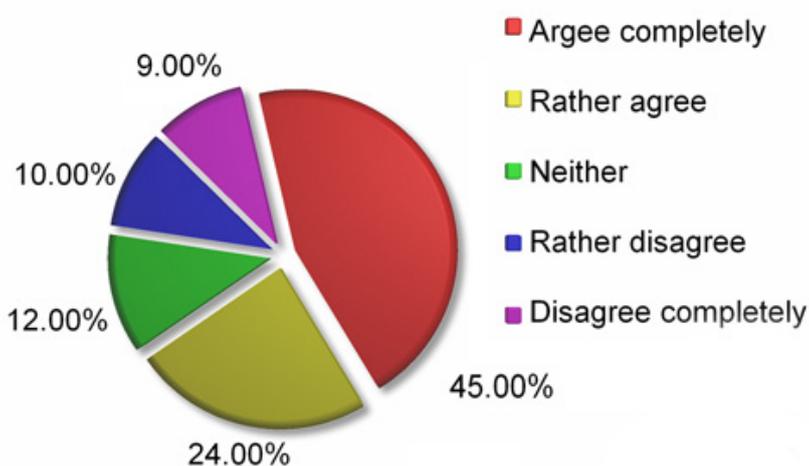


Chart 5. Trafficking is a serious issue of public concern.

Source: H.A.S.

In relation to this, close to half of those interviewed (48.9 percent) said they would like to see state authorities devote further resources, on a regular basis to the prevention of trafficking in women.

Information is the preferred means of combatting trafficking

One important finding of the impact assesement was that target audiences and the general population had relatively strong opinions as to what consitutes the best weapon to combat trafficking. Over 72% preferred infromation to what was perceived as a necessary but

4. IMPACT ASSESSMENT (CONT.)

far less efficient role of law-enforcement measures.

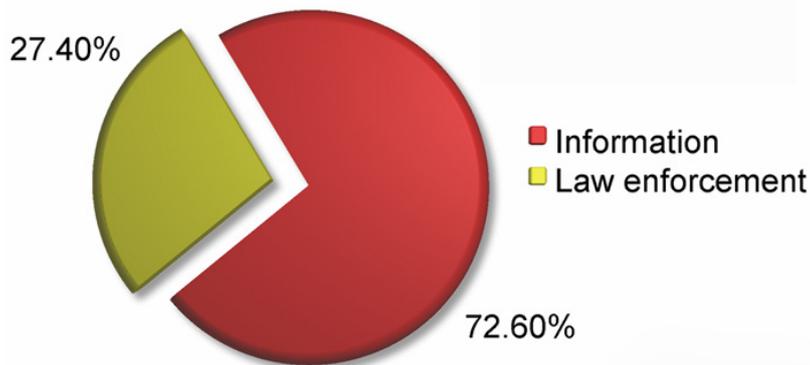


Chart 3. Preferred means of combatting trafficking

Source: H.A.S

While these are just a few of the indicators that could be assessed at the time of the present report (for more details please read appendix six- *Evaluation*) the picture that emerges is one of undeniable impact of the campaign has had on the awareness levels of its target audiences as well as on the public at large. A more detailed final evaluation is expected to reconfirm and strengthen these findings.

Changes in attitude to work abroad

As anecdotal examples of the impact of the campaign, the assessment recorded complaints to IOM from employment agency providing job opportunities abroad. They reported IOM that the ads of the campaign caused a noticeable decrease in their number of customers. Young women clients had become more aware of the dangers that a job abroad can have and requested guarantees from the employment agency.

A further development brought about by the campaign were announcements appearing in the Hungarian specialized press, such as those in "*Express*", for instance, which is the biggest advertising newspaper that usually contains numerous ads for sex-work abroad. However, most recently "*Express*" warned its readers that the newspaper did not verify the credibility of the ads and thus took no responsibility for them.

Longer-term impact

As stated in the project document, one of the aims of the programme was to help put in place longer-term dissemination structures, increase local capacity for combatting trafficking and ensure the sustainability of the project.

To this purpose, the training sessions and seminars run throughout the project enjoyed wide participation and were regarded as an

4. IMPACT ASSESSMENT (CONT.)

essential capacity building contribution. The information provided during these events as well as the formal and informal networks set up among participants will have an effect even after the end of the campaign. Participating educators agreed to spread the message of the further impact at teacher training sessions. Police employees and borderguards also took back campaign materials for further capacity building within their units. Project partners frequently mentioned the high quality of the seminar for Roma women.

The materials produced for the specific purpose of the project will be distributed even after the completion of the present project. One case in point is that of the educational documentary which will be used in secondary and high schools throughout Hungary.

As a concrete example of IOM's concern with the sustainability of its anti-trafficking information effort, a follow-up project has been designed and submitted for funding to EU authorities. This project foresees further capacity-building measures such as training of trainers and distribution of educational materials in schools. The longer-term view is that of making anti-trafficking education part of the curriculum of Hungarian schools.

CONSTRAINTS

While the overall execution of the project encountered no major obstacle, a number of objective factors sometimes limited the scope of the project's activities and their impact. Some of these included:

Restricted selection of target groups

As was mentioned throughout the document, trafficking is a problem affecting society overall and not just a restricted group of misguided individuals. Yet, society as a whole cannot be the target group of an information campaign. The multiplicity of messages and information materials such a campaign requires would require considerable financial means over a much longer period of time.

That is why IOM, in cooperation with its major implementation partners deliberately restricted its target audiences to a few well defined subgroups on which it focused the bulk of its information resources.

This selection may well have left certain vulnerable groups outside the influence of the present campaign. But this was done in a conscious effort to maximize the impact on those groups that could be effectively reached and on which results could be realistically assessed.

Other complementary measures or information dissemination activities by national or international entities would be welcome reinforcement to the present campaign.

Limited resources

Nation-wide information campaigns often require considerable resources both in terms of staff and finances. The Hungarian anti-trafficking information campaign was no exception.

The budget available to the programme enabled the production of quality materials and their timely distribution. Careful and at times ardent negotiations were required to bring otherwise current and relatively reasonable production and distribution prices within the limits of the present budget. IOM has also benefited from a lot of pro bono work from some of its media partners. Mention must also be made of the considerable voluntary work and resources put at the disposal of the project by partner NGOs and relevant Hungarian authorities. IOM also contributed additional staff time and resources beyond those budgeted in the project document.

However, this should remain an exceptional occurrence as overtaxed or insufficient resources risk having a direct impact on the quality and scope of the project's activities. Future anti-trafficking projects in Hungary would benefit considerably and increase their impact with adequate financing levels.

Limited use of direct dissemination

CONSTRAINTS (CONT.)

Related to the point above is the over reliance of mass media channels for the dissemination of the programme's materials.

IOM has always tried to put together a package that combines both mass and informal media in order to reach its audiences effectively. However, in the case of Hungary, limited funds and the somewhat undeveloped nature of communication infrastructure the Hungarian rural areas, translated into a somewhat disproportionate reliance on mass media.

Further such activities would have to consider this and, funding permitting, plan a more extensive use of direct dissemination methods and contacts with target audiences.

Multitude of project partners

The Hungarian anti-trafficking information campaign was a wide-coverage, and intense communication effort. Partnerships were a sine qua non condition for the task. However, partnerships - especially the numerous ones as required by the present campaign - also bring to the same table different agendas, work styles and approaches to communication. These were not always easy to reconcile nor could all initiatives by project partners - most of them extremely valid - be accommodated within one single campaign. Careful coordination and mediation was required throughout and this at time had a slight impact on both the scope of the campaign as well as on its timely implementation.

However, this is an all too frequent and small price to pay for the considerably bigger advantage of consensus and general support for the project's objectives. Whatever delays the implementation may have encountered were more than compensated by the general commitment to the projects success and the general atmosphere of constructive and friendly teamwork.

5. CONCLUSIONS

On the evidence so far, the anti-trafficking campaign in Hungary can be qualified a success. The information it has disseminated reached its intended addressees and, although it is somewhat premature to judge on its overall impact, considerable changes were already noticeable in attitudes and awareness level among Hungarian young women.

The program received a warm welcome from both governmental and non-governmental entities. This initial support was further deepened by the reaction to the campaign materials. The office received much feedback from:

- Crime Prevention Units of Police Departments
- Schools
- Municipalities
- Social Workers
- Community Centers

Seminars and trainings have proven to be a very successful element of the campaign, due to the effectiveness of the personalized spreading of information.

However, information is by its very nature a short-term tool and can only accomplish so much in a limited period. Moreover, communication is just one factor that can be brought to bear in the combat against trafficking. A concerted, longer-term effort that includes more efficient law enforcement, better experience sharing and training, assistance to victims and better-adapted legislation are required in order to curtail this modern-day form of slavery and blatant abuse of human rights.

The legislation package prepared for the Pre-Accession Pact on Organized Crime was a first step in that direction. But, as the impact assessment has shown, further involvement by national authorities is required. A tighter cooperation between government and non-governmental structures is also necessary.

To a small extent, the IOM campaign was instrumental in institutionalizing the collaboration for information dissemination between governmental authorities and NGOs. This was a considerable achievement of the present programme.

IOM believes that in order to sustain the developments of the campaign, further trainings and seminars would be necessary. A nation-wide training program could very well continue and supplement the prevention work of the information campaign. This recommendation was also supported by the Steering Committee and a project proposal for this now exists.

IOM remains committed to combating trafficking in all its forms and wishes to thank its many and energetic partners for their inspirational support to the programme as well as the EU authorities for their financial and moral support.

ENDNOTES

¹ See Appendix 1 - *Partners* for complete list of partners

² See Appendix 7 - *Contract with Ministry of Interior*

³ See Appendix 4 – *Launch Agenda*

⁴ See Appendix 2 for complete list of Steering Committee Members

⁵ See Appendix 7 - *Contract with NANE*

⁶ See Appendix 11 for Recommendations

⁷ See Appendix 9 – *Presentation*

⁸ See Appendix 10 – *Agenda of the Seminar*

⁹ See Appendix 10 – *Agenda of the Seminar*

¹⁰ See Appendix 12 - *Belügyi Szemle Special Issue on Trafficking*

¹¹ See Appendix 7 – *Contracts*

¹² See Appendix 5 – *Evaluation Proposal*

¹³ See Appendix 7 – *Contracts*

¹⁴ See Appendix 7 – *Contracts*

¹⁵ See Appendix 6 – *Evaluation Report Summary*

¹⁶ See Appendix 7 - *Contracts*

¹⁷ For further details see also appendix 13 – *Visuals*