



Final report for Evaluation of the United Nations Joint Project 'Protecting Migrant Children from Trafficking and Exploitation'

29 November 2016

Submitted to: Edwin Mumba

UNICEF, UN House

3rd Floor

Alick Nkhata Road

Longacres, Lusaka

Submitted by:

Cathy Chames, Nana Davies and Tracey Phillips

Tel: 021 422 0205 Fax: 021 424 7965 Cell: 082 511 1211

cathy@southernhemisphere.co.za

nana@southernhemisphere.co.za

PO Box 3260, Cape Town, 8000

www.southernhemisphere.co.za



Southern Hemisphere

SUPPORTING MEANINGFUL CHANGE

Disclaimer

The author's views expressed in this publication do not necessarily reflect the views of the United Nations Children's Fund, the International Organisation of Migration, the United Nations High Commissioner for Refugees or the Government of Zambia.



Executive summary

Zambia is a source, destination and point of transit for people trafficking and currently hosts roughly 52,200 refugees, asylum seekers, economic migrants, and unaccompanied and separated minors (UASC).¹ Most of the refugees come from the neighbouring countries, with some coming from the Horn of Africa.² UASC are among the most vulnerable constituents of mixed-migration movements to Zambia for a number of reasons, including lack of a legal framework that provides them with comprehensive protection; a failure to coordinate on migration issues across countries; a lack of formal structures to identify and record UASC; an absence of screening facilities/shelters for children and widespread negative attitudes among Zambians toward migrants.

In response to these challenges, the International Organization for Migration (IOM), United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF) implemented a three-year Joint Project called "Protecting Migrant Children from Trafficking and Exploitation". The overall objective of the United Nations Joint Project (UNJP) was to mitigate the vulnerability and increase the protection for children at a high risk of trafficking and exploitation due to migration. The two specific objectives were: 1) Upgrading of Zambian laws pertaining to vulnerable children and persons of concern, and establishment of mechanisms for their enforcement; and 2) Contribute to institutional development and capacity building of service providers and the judiciary to identify, prevent, protect and respond to cases of unaccompanied minors, child victims of trafficking and asylum-seekers which result from migration.

Southern Hemisphere was contracted to conduct an evaluation of the UNJP. The main objective of the evaluation was to gain a clear understanding of how and to what extent the project has been able to achieve its overall objective and key results. The objectives of the evaluation were: 1) To determine the relevance, effectiveness, efficiency, impact and sustainability of the project as an approach to protecting migrant children from trafficking and exploitation and providing an effective response to the mixed migration challenges; 2) Assess the extent to which the UNJP applied gender and human rights based approaches; 3) Determine to what extent the approach of the UNJP contributed to programme results, incorporating a cost analysis to determine cost efficiency, cost implications on sustainability and scalability of the project.

The evaluation will be used to account for project results in order to enhance learning on joint programming in the context of the UN Delivering as One in Zambia and will be widely shared with partners to strengthen knowledge management. Partners include government, civil society, bilateral donors and UN agencies. The evaluation undertook a participatory, qualitative methodology, combining a document review, workshops, focus group discussions, and semi-structured interviews.

The UNJP was designed by the IOM, UNICEF and UNHCR with limited consultation from other stakeholders. It was built on relevant lessons learned and recommendations from a previous project and included a human rights and a gender based approach. The strengths of the project design were its comprehensive, collaborative nature, as well as the fact that it built on the specialities of each of the UN implementing agencies. The main challenges of the design included its limited reach in the country, initial limited buy-in of government officials to the necessity of a law reform, non-inclusion of access to shelters, and insufficient sustainability design. The UNJP activities and services were found

¹<https://europa.eu/eyd2015/en/european-union/stories/protecting-migrant-children-trafficking-and-exploitation-zambia-benson-story>

² <http://www.ewbchallenge.org/unhcr-zambia/refugees-zambia>



to be relevant but not sufficient in terms of the resources and time required to address the issue of child migrants in Zambia.

An assessment of the effectiveness of objective 1 reveals that the law reform process was driven by a Technical Working Group (TWG) consisting of relevant stakeholders from government, Civil Society Organisations (CSOs) and the UN agencies and led by the Zambia Law Development Commission (ZLDC). A consultative approach was applied which involved consultation with CSOs, government officials and communities and at least three reports were produced highlighting recommendations for law reviews. The collaborative approach, the capable and representative TWG members, the buy in to the law review process and the experience of the ZLDC were considered strengths of the process. The law review focused on two relatively new laws, namely the Anti-Human Trafficking Act of 2008 and the Immigration and Deportation Act of 2010 which caused initial reluctance by some of the government officials. Also, the fact that these laws are perceived as national security issues, caused initial reluctance. Two advocacy events were conducted and although using the report from the consultations and the proposed amendments to the bills as advocacy tools the project did not develop an advocacy package. Furthermore, challenges included the concurrent constitutional process and the presidential election which meant that the two bills are still with the Ministry of Justice and have yet to be submitted to Parliament.

Most of the activities under objective 2 were achieved with some targets being exceeded. Joint border monitoring missions were conducted in 2013 and an assessment report was produced and disseminated detailing migration flows and vulnerabilities of children and persons of concern in 2014. Although the research sample was not representative and the study did not fully inform the UNJP planning, the report has been used to influence prevention strategies, policy changes and training activities. The N-ZIMS system for data collection on cross-border movements was reviewed, upgraded and government officials were trained in the system. Overall the system has improved the effectiveness and efficiency of data collection. The main challenge though is that not all borders are using the system and there are an insufficient number of officials who were trained on the system although trained officers are expected to share their knowledge with their colleagues.

The protection tools for vulnerable migrants were developed in a consultative and participatory way and were widely distributed both nationally and across borders and training of 13 trainers and 144 frontline officials took place on the content and use of the tools. The regional consultation to share the assessment and referral procedures took place with 72 delegates from nine states and this was followed by four cross-dialogue meetings. The eight interview spaces which have been upgraded or constructed along the busy border areas have allowed for vulnerable children and persons of concern to be interviewed in a less intimidating space and a total of 226 beneficiaries have been referred for individualised protection services during the project reporting period. The main gaps in services for migrant children are shelters, especially for boys; schooling and recreational facilities whilst waiting for family tracing and repatriation. The main gaps in quality of services guiding treatment of migrants are the shortage of social workers after hours, on weekends and during holidays; and lack of a translation services.

The project completed a communication assessment, which then informed the development of a communication strategy and training package on safe migration, asylum processes and the dangers of human trafficking and exploitation. Furthermore, the communication package was shared with district level stakeholders as well as members of the media and District Joint Operation Committees (DJOC). The communication assessment was also utilised for the formulation of an anti-stigma and



discrimination campaign. The process of developing campaign messages was highly participatory in that Zambian and refugee school-going youth as well as guidance and counselling teachers were involved in the formulation, review and testing of draft versions. A wide range of awareness raising and training activities were rolled out in three targeted provinces. Whilst the capacity building of school staff and peer educators was highly effective and well-received, the project and funding delays impacted negatively on the time available for school- and community-based activities and on the finalisation and production of campaign materials.

In terms of outcomes and impact, the evaluation has found that the UNJP activities have contributed to improved capacity of district, provincial and national immigration and correctional services officials to collect and share data within and across departments; and improved assessment and referral procedures for vulnerable migrant children and persons of concern. Furthermore, the awareness raising activities have contributed to higher level of understanding amongst targeted service providers, learners and teachers on the dangers of trafficking and safe migration practices; although impact at community level has been less substantial. Overall, the interaction of these programme results have made a significant contribution towards mitigating the vulnerability and increased protection of children and other target populations at a high risk of trafficking and exploitation due to migration.

Despite the absence of a project exit strategy, these outcomes will be sustainable due to a number of key features of the UNJP. These include the collaborative project approach; and the project outputs such as the legislative review, tools, database upgrades, and refurbishment of assessment and referral spaces. In addition, the training methods and approaches utilised for knowledge dissemination and capacity building will also make a sound contribution towards sustainability of outcomes. However, there are some challenges influencing sustainable change including access to funding, structural barriers to higher levels of tolerance and integration of refugees, and the short, localised and 'once-off' nature of the anti-stigma and discrimination campaign. However, careful planning and budgeting as well as the proposed government methods for mainstreaming of key anti-stigma messages into the school curriculum may help to offset these challenges to some extent.

The outcomes reported above have been supported by the UNJP institutional arrangements, Monitoring and Evaluation (M&E) and coordination. The Steering Committee developed a comprehensive M&E plan although the lack of baseline data and pre-and post-event assessments has led to difficulties in ascertaining the changes as a result of the project. Furthermore, there has been some confusion around the M&E responsibilities of the lead ministry and the implementing partner of the anti-stigma and discrimination campaign. The project successfully established national coordinating structures and TWGs; and at sub-national level the project supported the already established coordinating structures of the PJOCs and the DJOCs. The national structures worked well due to the capacity of its members and the good working relationships established but faced some challenges such as a lack of terms of reference for the TWGs and a lack of a TWG and joint efforts for the anti-stigma and discrimination campaign. At sub-national level the structures enhanced coordination, networking and referral abilities despite constantly facing the challenge of balancing their security management role with the provision of protection for migrant children. Overall, the project has contributed to less silo-working and better collaboration between relevant parties as a result of increased knowledge of referral mechanisms.

Finally, the results of the efficiency analysis show that the full project budget was spent and the project budget allocation reflects the project objectives and desired outcomes appropriately. Project



timeframes were generally insufficient and mixed perceptions regarding the sufficiency of funding were reported. Despite this, project targets were generally met and in many instances exceeded and the UNJP has laid the basis for ongoing inter-ministerial and inter-agency collaboration, which, together with the introduction of the single data collection system holds the promise of significantly reducing transaction costs for government.

The UNJP was terminated in June 2016, however, the following set of key recommendations are made with the intention of informing any future programme planning for protecting migrant children from trafficking and exploitation both in Zambia and the region. They are directed at future programme planners from government, UN agencies and implementing partners.

R1: Conduct a review of the domestic legislation to assess whether laws and policies are aligned with international conventions, standards and commitments pertaining to migration and draft recommendations and advocated for them. It is crucial to ensure buy in from relevant government officials to the law reform from the beginning of the project.

R2: Assessment reports should be distributed not only to national officials but also to district level officials who are working with vulnerable migrants and persons of concern and it is important to include additional budget for the distribution of printed copies of such reports.

R3: The implementation of data collection systems such as the N-ZIMS system should be monitored and evaluated during roll out so that sufficient evidence can be used to request scaling up of the system to cover all border points and correctional services.

R4: The training on the protection tools should be integrated into the curriculum of frontline service providers and could also be integrated into other training activities undertaken by UN agencies.

R5: Cross-border dialogue meetings should include a training component and should be included in government budgets so that they can be held on a regular basis as they play a critical role in strengthening linkages and coordination across borders.

R6: The UN agencies and implementing partners should enhance advocacy for government to address gaps in services for vulnerable migrant children including access to social workers at the border and translation services. In order to address the gaps in shelter services for migrant children, the work undertaken by UNICEF to support the MCDSW in this regard should be continued.

R7: Trained trainers should be supported and further training roll-out need to be set in place during the project planning phase of future interventions. This must be accompanied by the necessary budget allocation. Where possible, the project must advocate for government to provide the budget for support and further training roll-out.

R8: Media representatives need to be involved in communication strategy and package development. Also a decentralised approach to this process should be adopted so that all media practitioners, including those catering for urban audiences as well as smaller or rural community contexts, will be able to participate.

R9: Follow-up mentoring and support should be provided following capacity building for awareness-raising campaigns. Likewise, adequate support is needed for the youth in their execution of campaign activities. Finally, it is important to involve parents/caregivers, community and refugee leaders as a specific target group.

R10: A TWG for each of the project components should be established and M&E responsibilities should be clearly outlined in a memorandum of understanding. Various tools should be developed like pre- and post-event assessment forms so that change in knowledge, attitude and behaviour can be measured.



Acronyms

CC	Coordinators' Committee
CCF	Child Care Facilities
C4D	Communication for Development
CHIN	Children in Need Network
CSOs	Civil Society Organisations
DOI	Department of Immigration
DJOC	District Joint Operations Committee
EU	European Union
FGD	Focus Group Discussion
GRZ	Government of Zambia
HRC	Human Rights Commission
IOM	International Organisation for Migration
KII	Key Informant Interview
MCDSW	Ministry of Community Development and Social Welfare
MGE	Ministry of General Education
MOESVTEE	Ministry of Education, Science, Vocational Training and Early Education
MOHA	Ministry of Home Affairs
MOJ	Ministry of Justice
NGOs	Non-Governmental Organisations
NRM	National Referral Mechanism
N-ZIMS	New-Zambia Immigration Management System
PJOC	Provincial Joint Operation Committee
PRISCCA	Prisons Care and Counselling Association of Zambia
SOP	Standard Operating Procedures
TOT	Training of Trainers
TWG	Technical Working Group
UNJP	United Nations Joint Project 'Protecting Migrant Children from Trafficking and Exploitation'
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund



UASC	Unaccompanied and Separated Children/Minors
VOT	Victims of Trafficking
ZBMS	Zambia Border Management System



Acknowledgements

The United Nations Joint Project and Southern Hemisphere would like to thank the following people / organisations for giving their time and expertise to support this evaluation:

Edwin Mumba and Maud Drooglever Fortuyn (UNICEF), for their constant guidance and support throughout the study. Special thanks also to Annie Lane, Chibalani Katongo and Bertha Nguvulu (IOM), and Joyce Malunga (UNHCR) for their ongoing assistance with accessing evaluation participants and for their insightful input regarding the project.

The Southern Hemisphere team consisting of Nana Davies, Cathy Chames, Tracey Phillips and Danielle Pagano for conceptualising the study design as well as analysing the data and compiling this report.

Panadda Changmanee, of PAN International Consulting, for her expert advice and input on migration, human trafficking and the refugee sector. Thanks also to Dr Justine Burns of the University of Cape Town's School of Economics for her expert advice and compilation of the efficiency analysis.

3Cs Regional Consultants, consisting of Sue Clay, Mutale Chonta, Chipso Chiiya, and Aggrey Chibuye, for their high quality fieldwork as well as their support, input and excellent approach to this study.

A special note of thanks to all of the following stakeholders for their generous assistance and/or input:

- Olipa Siatwiindi, (MCDSW) Mr Chikwekwe, (Head Teacher, Primary School and Mr Kalaluka (Teacher, Muyukwayukwa Secondary School) of Muyukwayukwa;
- Moses Chimbala and Collins Mwansa (Immigration Department), Charity Daka and Mulemba Kaley (MCDSW), Dorothy Ndlovu (YWCA), Hebert Mwalemi (Correctional Services), and Samuel Khwawe (Feel Free Radio station) in Chipata;
- Godfrey Chilabi and Adrian Namachila (Zambia Police), Evans Moonde (Department of Immigration), Viola Haambote and Sister Shilla Banda (Children's Shelter), Esnat Hagwanama Simuyuni and Viona Sitali (MCDSW), and Paul Chabala (Correctional Services) in Chirundu; and
- Taonga Tembo (Barefeet Theatre) and Douglas Chilyabufu (Deputy Director: University College of Health) in Lusaka.

Lastly and most importantly, a special word of thanks to all of the national, district and community level stakeholders, including the children and youth, who participated actively in the FGDs and interviews and who gave so generously of their time, insights and knowledge. Your participation has offered us invaluable information regarding the situation and experiences of migrant populations, as well as the interventions being implemented to offer protection to those vulnerable to trafficking and exploitation.



Contents

1	Introduction	1
2	Background and context	1
2.1	Situation of vulnerable migrant children and persons of concern in Zambia	1
2.2	The UNJP ‘Protecting Migrant Children from Trafficking and Exploitation’	2
3	Purpose, objectives and scope of the evaluation	3
3.1	Purpose and objectives	3
3.2	Scope of the evaluation	3
4	Methodology and sample	4
4.1	Limitations.....	5
5	Presentation of findings for programme design	5
5.1	UNJP design process	5
5.2	Key design features.....	6
5.3	Strengths and challenges in project design	6
5.4	Key point summary	7
6	Presentation of findings for relevance.....	7
6.1	Problems faced by vulnerable migrant children.....	8
6.2	UNJP response to migration needs of migrant children and persons of concern	9
6.3	UNJP response to national and local priorities to meet challenges of mixed migration and protecting children	10
6.4	Extent of the project’s fit with the UN approach to joint programming	10
6.5	Key point summary	10
7	Presentation of findings for effectiveness and outcomes for objective 1	11
7.1	Result area 1.1: Relevant national laws and policies reviewed in light of international standards and best practices for the protection of vulnerable children and persons of concern... 11	
7.2	Result area 1.2: One advocacy package for legislative reform developed and disseminated 12	
7.3	Result area 1.3: Amendments to three laws or policies drafted based on the review process 14	
7.4	Achievement of outcomes for specific objective 1: Relevant Zambian laws pertaining to vulnerable children and other target populations reviewed	14
7.5	Approaches identified as models that can be applied or scaled up	15
7.6	Key point summary	15
8	Presentation of findings for effectiveness and outcomes for objective 2	15



8.1	Result area 2.1: One assessment report produced detailing migration flows and vulnerabilities of children and persons of concern	15
8.2	Result area 2.2: System in place for improved data collection and analysis on cross-border movements	17
8.3	Result area 2.3: Best interest assessments, referrals and assistance provided to vulnerable children and persons of concern at the busiest border areas on the north/ south corridor.....	20
8.4	Result area 2.4: Improved understanding among vulnerable children and persons of concern on safe migration, asylum processes and dangers of trafficking/exploitation	27
8.5	Result area 2.5: Stigma and discrimination towards vulnerable children and persons of concern reduced in three host communities and four border areas	29
8.6	Achievement of outcomes for specific objective 2: Contribute to institutional development and capacity building of service providers and the judiciary to identify, prevent, protect and respond to cases of unaccompanied minors, child VOT and asylum-seekers which result from migration..	33
8.7	Approaches identified as models that can be applied or scaled up	38
8.8	Key point summary	38
9	Presentation of findings for impact of the UNJP.....	39
9.1	Overall Objective/Impact: Mitigate the vulnerability and increase the protection for children and other target populations at a high risk of trafficking and exploitation due to migration	40
9.2	Changes in capacity of government and implementing partners.....	40
9.3	Changes in legal and policy provisions for protection of vulnerable migrant children and other target populations	40
9.4	Interaction of programme results areas to effect change.....	40
9.5	Organisational and institutional changes	41
9.6	Changes amongst those targeted by the anti-stigma and discrimination campaign	41
9.7	Unintended changes	43
9.8	Key point summary	44
10	Presentation of findings for effectiveness of institutional arrangements, coordination, monitoring and evaluation	44
10.1	Institutional arrangements and coordination.....	44
10.2	Monitoring and evaluation	46
10.3	Key point summary	47
11	Presentation of findings for efficiency	48
11.1	Allocative Efficiency	48
11.2	Productive Efficiency.....	50
11.3	Sufficiency of project timeframes and funding.....	51
11.4	Extent of UNJP reducing transaction costs for government.....	52



11.5	Key point summary	52
12	Presentation of findings for sustainability and scalability	52
12.1	Key enablers of project sustainability	53
12.2	Key barriers to project sustainability	54
12.3	Project scalability	54
12.4	Key point summary	54
13	Conclusion	55
14	Good practices and lessons learnt	56
14.1	Project design.....	56
14.2	Objective 1	56
14.3	Objective 2	56
14.4	Efficiency and sustainability.....	57
14.5	Institutional arrangements, coordination and M&E.....	58
15	Recommendations	58
15.1	Recommendations for objective 1.....	58
15.2	Recommendations for objective 2.....	58
15.3	Recommendations for institutional arrangements, coordination and M&E.....	60
15.4	Recommendations for sustainability	60
	Annexure 1: Detailed methodology and sample	61
	Annexure 2: List of persons interviewed and sites	71
	Annexure 3: Key evaluation questions.....	73
	Annexure 4: Instruments	74
	Annexure 5: Report on achievement of indicators.....	74
	Annexure 6: Activities implemented as part of Kick out Stigma and Discrimination Campaign	80
	Annexure 7: Overview and bio data of the evaluation team.....	84
	Annexure 8: Terms of reference	90
	Annexure 9: Document list	90
	Annexure 10: Ethical clearance letter	90
	Annexure 11: Summary for presentation with main findings.....	90
 Table of figures		
	Figure 1 Accumulated expenditure 2012-2015	49
	Figure 2 Expenditure by result area	50



Figure 3 Costs by partner	51
Figure 4 Analysis of qualitative data	69

List of tables

Table 1 UNJP Overall objective, specific objectives and expected results	2
Table 2 Summary of evaluation sample.....	4
Table 3: List of shelters available by sex and province	9
Table 4 Number of vulnerable children and persons of concern provided with protection assistance by IOM.....	25
Table 5 National workshops and Interviews - planned and actual.....	63
Table 6 Border community: Chipata – planned and actual	64
Table 7 Border community: Chirundu – planned and actual	65
Table 8 Interviews for border areas but carried out in Lusaka – planned and actual	66
Table 9 Host community: Lusaka - planned and actual	67
Table 10 Host community: Mayukwayukwa - planned and actual	68
Table 11 Overview of activities implemented as part of the Kick Out Stigma and Discrimination Campaign of the UNJP	80



1 Introduction

This report presents the findings for the evaluation of the three-year European Union (EU) funded United Nations Joint Project (UNJP) 'Protecting Migrant Children from Trafficking and Exploitation' (UNJP). Based on the purpose and objectives of the study the evaluation focused on the relevance, effectiveness, impact, sustainability and efficiency of the programme including lessons learnt and recommendations.

The report begins with a brief introduction to the background and context of the UNJP followed by the evaluation purpose, objectives, methodology and sample. The next section presents the findings of the evaluation for the project design; relevance; effectiveness and outcomes for objectives one and two; impact of the intervention; effectiveness of institutional arrangements, coordination and monitoring and evaluation; efficiency and sustainability. The final sections present the conclusions, lessons learnt and recommendations. The annexures contain the detailed methodology and sample; list of persons interviewed and sites; key evaluation questions; instruments; report on the achievement of indicators; activities implemented as part of Kick out Stigma Campaign; overview and bio data of evaluation team; the evaluation terms of reference; document list; ethical clearance letter; and summary for presentation with main findings.

2 Background and context

2.1 Situation of vulnerable migrant children and persons of concern in Zambia

Zambia currently hosts roughly 52,200 refugees and others of concern, the majority of whom reside in two refugee settlements, Meheba and Mayukwayukwa.³ According to the IOM, the movement of people both to and through Zambia is complex and includes refugees, asylum seekers, economic migrants, and unaccompanied and separated children/minors (UASC). Furthermore, as a country, Zambia is a source, destination and a point of transit for people trafficking.⁴ Most of the refugees come from Angola (more than 22 000), the Democratic Republic of Congo (more than 18 000) and Rwanda (roughly 4 000);⁵ others come from Burundi, Somalia, Ethiopia, and Zimbabwe. In 2015, 0.79% of the Zambian population were migrants, which includes individuals from countries such as the USA and UK.⁶ Although UASC are legally entitled to certain protections under international law, in particular the International Convention on the Rights of the Child, a Zambian legal framework that provides comprehensive protections does not exist.⁷ UASC are among the most vulnerable constituents of mixed-migration movements to Zambia for a number of reasons, including a failure to coordinate on migration issues across countries; a lack of formal structures to identify and record UASC; and an absence of screening facilities/shelters for children. Boys in particular are often imprisoned due to a lack of shelter availability.⁸

Although the majority of Zambians are not xenophobic, negative attitudes toward migrants are common. A 2015 public opinion survey conducted in Zambia found that over one-third of Zambians would either strongly or somewhat dislike living next to "immigrants or foreign workers".⁹ Although the survey question did not specifically ask about UASC, it did ask about immigrants, and the responses are indicative of general xenophobic attitudes among a significant portion

³ <http://www.zm.one.un.org/node/112>

⁴ <https://europa.eu/eyd2015/en/european-union/stories/protecting-migrant-children-trafficking-and-exploitation-zambia-benson-story>

⁵ <http://www.ewbchallenge.org/unhcr-zambia/refugees-zambia>

⁶ <https://www.iom.int/world-migration>

⁷ UNICEF (2016), Protecting Migrant Children from Trafficking and Exploitation.

⁸ Ibid.

⁹ Afrobarometer, <http://afrobarometer.org/about>



of the population. Xenophobic attitudes often cause migrant children to feel fearful, suspicious, and unwanted,¹⁰ which can result in truancy and make it difficult for service providers to identify UASC for service provision.

2.2 The UNJP 'Protecting Migrant Children from Trafficking and Exploitation'

In response to these challenges, the International Organization for Migration (IOM), United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF) implemented a three-year Joint Project called "Protecting Migrant Children from Trafficking and Exploitation", which provided support to the Government of Zambia (GRZ) to mitigate vulnerability and increase protection of children at high risk of trafficking and exploitation due to migration.

The project implementation period was December 2013 to December 2015. It was launched in June 2013. It was given a six-month no-cost extension to June 2016.

Although no feasibility study or needs assessment was conducted prior to the UNJP, the project was built on a previous project called the United Nations Joint Programme on Human Trafficking (UNJPHT) which was a joint UN initiative of International Labour Organisation (ILO), the IOM, and UNICEF run from 2008 to 2012. The objective of UNJPHT was to support the implementation of Zambia's National Action Plan, the aim of which was to protect Zambian people (especially women and children) from the harmful effects of human trafficking. The programme also aimed to improve awareness and capacity at national levels. UNJPHT only looked at internal movement, however, whereas this was the second phase and focused on inter-regional migration. The IOM had also done research on migration in the Horn of Africa and used this to inform some of the activities of the current programme.

The overall objective of the UNJP is to mitigate the vulnerability and increase the protection for children at a high risk of trafficking and exploitation due to migration. In order to achieve this, it has two specific objectives and eight expected results. These are depicted in the table below.

Table 1 UNJP Overall objective, specific objectives and expected results

Overall objective		
To mitigate the vulnerability and increase the protection for children at a high risk of trafficking and exploitation due to migration.		
Specific objectives	Expected results	Role players
1. Upgrading of Zambian laws pertaining to vulnerable children and persons of concern, and establishment of mechanisms for their enforcement.	1.1. Relevant national laws and policies reviewed in light of international standards and best practices for the protection of vulnerable children and persons of concern.	UNICEF, Zambian Law Development Commission
	1.2. One advocacy package for legislative reform developed and disseminated.	UNICEF, Zambian Law Development Commission
	1.3. Amendments to three laws or policies drafted based on the review process (see 1.1).	UNICEF, Zambian Law Development Commission
2. Contribute to institutional development and capacity building of	2.1 One assessment report produced detailing mixed movement patterns and vulnerabilities of children and persons of concern.	UNHCR

¹⁰ Save the Children UK (2007), Children on the Move.



service providers and the judiciary to identify, prevent, protect and respond to cases of unaccompanied minors, child victims of trafficking and asylum-seekers which result from migration.	2.2. One system in place for improved data collection and analysis on cross-border movements.	IOM, DOI
	2.3. Best interest assessments, referrals and assistance provided to vulnerable children and persons of concern at busiest border areas on the north/south corridor.	IOM, UNHCR, DOI, TWG (led by UN representatives and ministry officials)
	2.4. Improved understanding among vulnerable children and persons of concern on safe migration, asylum processes and dangers of trafficking/exploitation.	UNICEF, TWG (led by Ministry of Community Development and Social Welfare)
	2.5. Stigma and discrimination towards vulnerable children and persons of concern reduced in three host communities and four border areas.	UNICEF, MOE, Barefeet Theatre

3 Purpose, objectives and scope of the evaluation

3.1 Purpose and objectives

This external evaluation has been undertaken in accordance with the Project Documents of the UNJP, which state the need for an evaluation at the completion of the current cycle of the programme. This is in line with the UN Evaluation Group evaluation norms and standards, which provide for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency and strength the decision making process.

The main objective of the evaluation is to gain a clear understanding of how and to what extent the project has been able to achieve its overall objective and key results. The objectives of the evaluation are:

1. To determine the relevance, effectiveness, efficiency, impact and sustainability of the project as an approach to protecting migrant children from trafficking and exploitation and to provide an effective response to the mixed-migration challenges.
2. Assess the extent to which the UNJP applied gender and human rights based approaches.
3. Determine to what extent the approach of a UNJP contributed to programme results including a cost analysis to determine cost efficiency, cost implications on sustainability and scalability of the project.

The evaluation will be used to account for project results in order to enhance learning on joint programming in the context of the UN Delivering as One in Zambia and will be widely shared with partners, including: government, civil society, bilateral donors and UN partners to strengthen knowledge management. It will contribute to the understanding of the effectiveness of current strategies and response to combat trafficking in persons and improve mixed migration management with a secondary purpose of informing good practices in working as a UNJP.

3.2 Scope of the evaluation

The Evaluation covers two key pillars:

- a) The evaluation of **key achievement of the key results areas**, which largely focus on capacities of project partners to respond to mixed migration challenges, and specifically on child trafficking.



- b) The evaluation of the **effectiveness of UNJP as a programmatic approach** to supporting the achievement of these results.

The questions that were addressed in the evaluation are contained in annexure 3 of the report.

4 Methodology and sample

The evaluation undertook a participatory, qualitative methodology, combining a document review, workshops, focus group discussions (FGDs), and semi-structured, Key Informant Interviews (KII).

Following a document review and instrument design, ethical clearance was obtained from Eres Converge due to the nature of the sample's makeup (vulnerable migrant children) and the sensitive topics covered (see annexure 10 for ethical clearance letter).

Fieldwork was undertaken at national, provincial and district levels from 12 to 16 September 2016. Follow-up interviews took place from 19 to 23 September 2016. The evaluation team collected data in two out of the four border areas and two of the three host communities that have been targeted by the programme intervention. The border areas included Chipata (bordering Malawi), Eastern Province; and Chirundu (bordering Zimbabwe), Lusaka Province. The two host communities that were targets of stigma and discrimination activities were Mayukwayukwa in Kaoma, Western province; and urban-based refugees in Lusaka, Lusaka Province. The budget available to conduct this evaluation was the main reason for selecting only two out of four border areas and two of three host communities.

Purposive sampling was used to select participants for this evaluation. A total of 52 KIIs, 1 multi-stakeholder workshop and 7 FGDs were conducted. The sample summary is captured in the table below and more detailed table is captured in annexure 1.

Table 2 Summary of evaluation sample

Data collection method	Stakeholder group	Planned number	Actual number
Key informant interviews	<ul style="list-style-type: none"> UN agencies National government officials Provincial government officials District government officials District level non-state actors District implementing non-governmental organisations (NGOs) Community level UN agency (focal point) Community level media Community leaders School teachers/guidance counsellors 	57	52



	<ul style="list-style-type: none"> Beneficiary groups - caregivers at shelters of vulnerable children Beneficiary groups – children (aged 16 years and older) 		
Focus group discussions	<ul style="list-style-type: none"> District Joint Operations Committee Vulnerable children (aged 16 and older) 	7	7
Multi stakeholder workshop	Members of the Steering Committee, Project Task Force and Technical Working Group and people participating in evaluation planning workshop (include the Human Rights Commission)	1	1

Fieldwork was followed by data analysis and draft report writing. The findings and recommendations were presented at a feedback workshop on 2 November 2016 to obtain stakeholder input into the recommendations before finalising the report. The detailed methodology and sample is contained in annexure 1 of this report.

4.1 Limitations

The main limitation was that not all interviewees possessed detailed knowledge of the UNJP and thus were only able to speak about the component that they were involved in. However, this will not impact negatively on the data because a wide range of stakeholders was included. Additionally, data was triangulated with the various project reports and documents.

Another limitation was that some of the planned interviews were not completed for various reasons (see annexure 1 for summary of interviews not completed). The evaluation team undertook a number of actions to address this challenge, including: follow-up phone calls and emails; drafting and sending official letters to directors and director-generals requesting permission for interviews; procuring assistance from UN agencies to provide alternative stakeholders for interviews. In most cases, these actions were successful and the team managed to find alternative stakeholders for interviews thus limiting the impact on the evaluation findings.

5 Presentation of findings for programme design

This section describes the design process, the key design features including the integration of gender and human rights and the strengths and challenges of the design.

5.1 UNJP design process

This project was developed based on a call for proposals from the EU. According to the UN agencies, the project was built on the relevant lessons learned and recommendations from the evaluation of the previous UNJPHT. While the previous project had an equal focus on government and civil society organisations (CSOs), this project was more focused on government. Hence, the underlying assumption of the project was that government was committed to the project and had the political will to address mixed-migration issues.



There was, however, limited consultation with government stakeholders at national level in the conceptualisation phase, and no consultation with stakeholders at district level. The project was predominantly conceptualised by the three UN agencies.

5.2 Key design features

The following reflects the core design features.

Figure 1: Project design features



The project did not as such focus on gender, although the different experiences of vulnerable boys and girls were taken into account. Furthermore, as part of their approach, the UN agencies included the female and male implications in their design of the activities. For example, the UNJP applied a gender lens during the training of frontline staff by emphasising that female migrants should be interviewed by female officials. The UNJP also tried to ensure that there was a gender balance in the trainees, although they were unsuccessful in reaching this balance for the people they trained in maintaining the New Zambia Immigration Management System (N-ZIMS). Another example of using a gender lens was the identification of the gap in shelters for boys and male adolescents. As a result, UNJP ensured a shelter existed for males in this age group.

The project in itself is focused on human rights as it aims to protect migrant children against human trafficking and other exploitation. The UNJP integrated a human rights approach in a number of ways. The central part of the project was to look at the experience of the migrants and putting that centre-stage. For example, the legal review used the international human rights conventions and standards as benchmark. Also the training of the frontline staff was focused on human rights and the various relevant instruments. All five respondents from the UN agencies agreed that there was sufficient integration of gender and human rights approach into the design of the programme.

5.3 Strengths and challenges in project design

The five respondents from the UN agencies said that a primary strength of the project is that it was based on the expertise of each of the UN agencies, each of whom took the lead for their particular mandate area. The UN agencies



and the Technical Working Groups (TWGs) worked well together and the Training of the Trainers' (TOT) approach ensured that there was a pool of skilled trainers who could assist. Another strength in the design raised by all five respondents is that it is comprehensive and deals with all the major core areas like law reform, system's development, border data, referral and communication.

It was raised as a challenge by the five UN agencies respondents that the limited inclusion of government officials in the design of the project meant it took a while for them to sufficiently buy into the project. This also affected the duration of the law reform. Furthermore, three of the five UN agencies respondents mentioned that the capacity building approach did not take the fact that there is a high turnover of government staff into consideration. Another critique, which was raised by two of the respondents, is that due to time and budget restraints, the project only covered certain geographical areas and was not rolled out to all of the districts. A challenge raised by one respondent was that the communication component was a bit disjointed from the other project components. Additionally, three of the five UN agencies respondents said that the project did not include full-time staff allocation for the project, which at times hampered the project implementation. Another challenge raised by two of the respondents is that the N-ZIMS focuses on border data captures while most of the migrants cross the borders in irregular manners. Furthermore, the original project design did not ensure access to an increased number of suitable shelters, a dire need in Zambia. However, UNICEF informed the evaluation team that, as a result of this project, UNICEF supported the Ministry of Community Development and Social Welfare (MCDSW) to develop Minimum Standards of Care for Child Care Facilities where issues regarding migrant children are included. Subsequently, UNICEF supported MCDSW to assess all (182) Child Care Facilities in the country. One pertinent finding was that many if not most children in the facilities are not orphans, but have families who could take care of them. Hence, the MCDSW will initiate a process with the facilities to reunify these children with their families. This opens an opportunity to work with some facilities to start redirecting their energies towards providing support to children in need of short-term care, such as abused, migrant or trafficked children. Finally, all five respondents raised that the sustainability component was not considered sufficiently in the conceptualisation phase, but was developed during the implementation of the project. Here the idea of ensuring institutionalisation was core. For example, the Department of Immigration's (DOI) institutionalised its new SOPs, and the law review findings were incorporated into the curriculum for new recruits in the Zambia Police and Correctional Services.

5.4 Key point summary

- The project was designed by the three UN agencies with limited consultation with other stakeholders;
- It was built on the relevant lessons learned and recommendations of the evaluation of a previous project on human trafficking;
- It was designed to integrate human rights and gender-based approaches;
- The strengths of the design are that it is comprehensive, builds on the speciality areas of each of the UN agencies, and it is collaborative;
- The challenges of the design are its limited reach in the country, initial limited buy-in of government officials to the necessity of a law reform, non-inclusion of access to shelter, and insufficient sustainability design.

6 Presentation of findings for relevance

This section looks at the problems faced by migrant children and persons of concern. It also examines the UNJP's response to national and local Zambian priorities, and the extent to which the project fits with the UN approach to joint programming.



6.1 Problems faced by vulnerable migrant children

Migrant children and those who work with them were asked to share some of the difficulties faced by migrant children. Respondents explained that many children flee their home countries due to conflict/war; poverty; a violent or neglectful family life; being orphaned; to work and send money home; or a general lack of opportunities. Many children *"lack knowledge about the risks"* of migration, or the dangers of trafficking (FGD_child beneficiaries_Lusaka). Migrant children who participated in FGDs in Lusaka said that they became stuck in Zambia after being stopped while trying to reach South Africa. One participant explained why many children migrate:

"People just focus on a better life. They know friends who have made the journey...and they see how they are helping people at home", (FGD_child beneficiaries_Lusaka).

Others came to Zambia for security:

"My mum heard about people coming here so she felt safer here, and Zambia was offering asylum....I think that Zambia is a receiving country as they are more peaceful and there are more economic opportunities here than in neighbouring countries or Eastern Africa", (KII, child beneficiary_Lusaka).

A number of respondents felt that poverty was the biggest problem. Many migrant children and their families cannot afford food, so the family sends the child off to work, forcing them to leave school. Many migrant children also lack recreational activities and clothes; girls lack sanitary products. One respondent described the problem poverty presents for girls:

"You can sponsor a girl to get to school...but if there is nothing at home, no food, no soap-how does she cope? She just has to go and look for money. She can end up on the streets, pregnant", (KII_school staff_Muyukwa)

The language barrier between migrant children and service providers is another huge problem that has not been addressed by UNJP. Providers often cannot communicate with the children, and there are not enough translators. At least 10 respondents mentioned this as a programming gap, including school staff, caregivers, community leaders, migrant children, and officials at all levels of government.

Respondents also said that many migrant children are emotionally/physically traumatised. One child shared their experience:

"The problem is we have just been kept in one place doing nothing. It has really affected me psychologically. I feel confined. There is no mixing with the [Zambian] community", (FGD_child beneficiaries_Lusaka)

Community leaders, school staff, and government respondents also noted that migrant children often fail to obtain an education because they are unable to acquire bursaries, or because of xenophobic attitudes at school. Safety is also a major concern:

"One child was killed recently. People spot them and say 'those are refugees'...sometimes we suspect children are sold. Some just disappear", (KII_district government official_Muyukwa)

Caregivers in Chirundu and Chipata noted that even children's shelters lack adequate security, and *"traffickers can easily find [their victims]" (KII_provincial government official_Chipata).*

UNICEF provided data on available shelters for six provinces. Data was not available for the four remaining provinces. In three provinces with data available (Luapula, Eastern, and Northern), there are no mixed-sex or boys-only shelters, meaning that there are no facilities open to boys. In Muchinga, only one shelter exists for girls or boys, and it is mixed. Only one shelter exists for asylum-seekers (minors and adults), which is a transit centre. See the table below for a breakdown of shelters by sex and province.



Table 3: List of shelters available by sex and province¹¹

Province	Girls (or girls and women)	Boys only	Mixed gender	Other/unknown
Lusaka	2	2	4	3
Luapula	1	0	0	0
Copperbelt	0	1	3	2
Eastern	1	0	0	0
Northern	1	0	0	0
Muchinga	0	0	1	0

When shelter is not available for migrant children, they often face imprisonment. Several respondents mentioned this as a particular problem for older boys, who have fewer shelter options available. Both migrant children and government officials at the district and provincial levels said that children are sometimes even imprisoned *with their trafficker*. One migrant child described being “*tortured*” by Zambian inmates, who also stole his food, leaving him with little to eat (*FGD_child beneficiaries_Lusaka*).

6.2 UNJP response to migration needs of migrant children and persons of concern

According to shelter staff and implementing organisations, UNJP played a role in trying to address migrant children’s short-term problems (accommodation, food, health, security); medium-term problems (counselling, education); and long-term problems (counselling, tracing, family unification; health; and gaps in legislation). It also assisted with security for the children and promoted anti-stigma campaigns through various activities, such as their partnership with Barefeet Theatre and Feel Free Radio Station. UNJP has provided border officials and other stakeholders with the training and knowledge to help with case identification, referrals, and capacity. Additionally, UNJP worked in communities to raise awareness on migration and refugee issues in order to fight xenophobia and discrimination.

Respondents largely felt that services were relevant, but opinions varied widely regarding the sufficiency of UNJP’s activities. Descriptions of the programme ranged from “*very relevant and sufficient*” (*KII_district government official_Muyukwa*) and addressing “*99% of gaps*” (*KII_UN agency representative*) to “*just a start*” (*KII_UN agency representative*), “*relevant but not sufficient*” (*KII_national government official*), and “*not really*” helping at all because it “*did not address poverty*” (*KII_school staff_Muyukwa*). Many respondents hoped for the continuation of the programme.

¹¹ Data provided by UNICEF.



6.3 UNJP response to national and local priorities to meet challenges of mixed migration and protecting children

Government officials were asked whether the UNJP response met national and local priorities. Respondents were overwhelmingly positive about the UNJP's assistance, which they described as necessary and helpful. One respondent elaborated:

"It was needed, especially on aspect of capacity building of frontline officials who interact with migrant children", (Key Informant Interview (KII)_national government official)

Government officials were pleased that the UNJP had helped with children's repatriation, as well as reducing the imprisonment time for minors. They were also happy with the capacity building that took place; however, many wanted it to continue for at least several more years. Additionally, government officials said that the UNJP has helped them learn how they *"can play a role in ensuring [they] protect victims of trafficking and exploitation"*; however, this increase in capacity is unlikely to last in the long term due to staff turnover and other issues, especially lack of funding. Access to transport was a significant need not sufficiently met by UNJP; it was mentioned by government officials at the district, provincial, and national levels that they required vehicles to carry out duties related to migrant children.

Government buy-in was cited by several respondents as an issue. Senior government officials were meant to participate in activities of the Steering Committee but this *"did not work so well on the ground because senior government officials were not sent to meetings"*, despite receiving invitations from UNJP (KII, UN agency representative).

6.4 Extent of the project's fit with the UN approach to joint programming

Several key informants were asked, *"How well does the project support and fit with the UN approach to joint programming and the move towards 'One UN'?"* UN agency representatives described being *"interdependent on each other"*, sharing area expertise and providing support. One key informant explained why UNJP fits the 'One UN' approach:

"The idea is to identify strengths of each UN agency and make sure it is complementing the other...with this programme, IOM focuses on capacity building and guidelines; UNICEF brings in protection of children; and UNHCR focuses on refugees" (KII_UN agency representative)

There was consensus among key informants that the three UN agencies had all worked well together. The Steering Committee and team of coordinators had *"regular meetings so [they] could share issues of implementation look at strengths and challenges etc."*, (KII_UN agency representative). Additionally, some of the activities were implemented jointly, which *"created a flow of information and transparency"*. Based on the information provided by key informants from the UN, it appears that this project fits very well with the UN's approach to joint programming.

6.5 Key point summary

- Most migrant children require psychosocial assistance for emotional trauma and basic physical needs (e.g., shelter, food).
- Overall, UNJP activities were relevant to migrant children's needs, but many respondents felt that the programme needed to continue for its effects to last.
- There were a number of significant gaps that were not addressed, especially building language capacity for service providers and general poverty among migrant children.



- UN agencies met regularly and complemented each other's strengths.

7 Presentation of findings for effectiveness and outcomes for objective 1

This section describes and analyses the indicators and the activities and result areas pertaining to the law reform. An assessment of achievement of indicators for each key result area is included in annexure 5 of this report.

7.1 Result area 1.1: Relevant national laws and policies reviewed in light of international standards and best practices for the protection of vulnerable children and persons of concern

7.1.1 Activity 1.1.1 Provide technical and financial support to the Zambian Law Development Commission (ZLDC) to review three key legislations/policies and provide recommendations for improvements

Activity 1.1.2 Conduct two public hearings with civil society and the community to gain input on concerns and gaps in the legislation and policies pertaining to vulnerable children and persons of concern

The law review process was spearheaded by the ZLDC with financial support from UNICEF. A TWG formed consisting of the DOI the Office of the Commissioner for Refugees (COR), the MCDSW, the Zambia Police, Zambia Correctional Services, the Home Affairs Research and Information Department (HARID), the Human Rights Commission (HRC), the Ministry of Justice (MOJ), Child Justice Forum, UNHCR, IOM, and UNICEF.

The TWG first met and identified the issues that they thought should be addressed. Afterwards, an issue paper was developed and the TWG members travelled to the Central, Southern, Copperbelt and Lusaka Provinces to conduct consultation with selected stakeholders from government and CSOs. The purpose was to gain insights on experiences of frontline officers in the enforcement of the provisions of the two laws particularly in relation to the protection of vulnerable migrants. The issue paper assisted in activating the debate with the stakeholders during provincial consultations. Based on the consultations, a report was produced that highlighted sections of the two laws that needed amendment, in addition to proposed recommendations of provisions to enhance protection of vulnerable migrants including children. Once the draft report was produced validation workshops were held in the same provinces.

The drafting of reports highlighting recommendations from the law review and action taken to follow up on the recommendations was an evolving process. Initially, a concept paper was produced followed by a working paper/report from the consultations in the four provinces. As TWG members had a different understanding of mixed migration and immigration management, a training workshop was carried out in order to equip them before a validation report was produced. A final report was then produced indicating proposals of sections that needed repealing, amendments and additional provisions.

One issue identified with the Immigration and Deportation Act was that the definition of a child did not align with international conventions and standards in terms of the age of children. The word 'deportation' was also misused because victims of trafficking (VOT) cannot be deported—they are repatriated. Other provisions that were amended were that migrants can appeal decisions taken by the DOI, they can apply for bail, and they can continue to live in Zambia while the review of their case is pending; this was not an option with the previous provisions. Finally, the proposed amendments include a minimum and maximum sentence for human smuggling.

A core issue identified with the Anti-Human Trafficking Act was that it gave police the mandate to deal with trafficking cases; however, in reality the DOI dealt with the majority of trafficking cases. Accordingly, suggested amendments expanded the term 'police' to include all law enforcement personnel. Additionally, the term 'deportation' was used in the Act, while the correct word is repatriation for VOT and refugees.



These recommendations and proposed amendments were handed over to the Ministry of Home Affairs (MOHA). Recommendations relating to the Immigration and Deportation Act have been adopted by the DOI and submitted to MOJ in May 2016.

Interestingly, this project led to other law or policy reviews that were not directly supported by the UNJP. For example, the COR commenced a process to review the Refugee Act, which is currently with the MOJ for drafting. Likewise, a draft amendment to the Children's Code includes issues related to migrant children, and the MCDSW has developed Minimum Standards of Care for CCF, which are also inclusive of issues pertaining to migrant children.

Zambia's international responsibilities in terms of fulfilment of the resolutions from the Dar es Salaam Conference of 2010 on Mixed Migration were also an enabling factor. This is because they required the GRZ to review laws and administrative practice related to mixed migration. Consequently, there was political buy-in. It was mentioned by six out of eight respondents that the consultative approach and involvement of relevant stakeholders in the TWG gave a sense of ownership to the law reform process. One respondent explained how the law reform was a joint process:

"We had a very strong team and the strength was the coordination with other institutions, such as judiciary and other ministries. We were constantly funded by UNICEF, which made the implementation smooth. We were leading the process but doing it in collaboration with different institutions and ministries which provided a platform for acceptability in terms of the law reform process", (KII_National Government Official).

Three respondents also pointed out that one of the strengths was that the ZLDC has a pre-existing mandate to undertake research and propose legislative reforms. Thus, they have good experience in doing so.

"They do have the capacity to mobilise stakeholders and did a good job in doing this and ensuring all the relevant ministries and government institutions participated in the consultations in the provinces", (KII_UN agency representative).

The law reform process is by nature highly political and slow. It was slowed down even further due to the constitutional amendment process that took place concurrently as well as the recent presidential election. The bills were drafted but have yet to be tabled before Cabinet and Parliament. This left the members of the TWG feeling that the process was incomplete. Another challenge was that initially there was a reluctance to review more recent legislation like the Anti-Human Trafficking Act. Finally, the matter of mixed migration touches on issues affecting national security; this necessitated the need for the UNJP to ensure that key government ministries and departments were on board and aware of the process.

7.2 Result area 1.2: One advocacy package for legislative reform developed and disseminated

7.2.1 Activity 1.2.1: Develop advocacy package on law reform in consultation with key government entities

An initial stakeholder engagement took place with the relevant ministries at the Permanent Secretary level in order to ensure that they were informed of the process of the law reform and associated advocacy activities.

Although it was envisaged in the project description in the UNJP proposal, an advocacy package was never developed. However, an advocacy strategy¹² was developed on the policies and laws on mixed migration in a workshop conducted in December 2013. The following stakeholders took part in developing the advocacy strategy: The ZLDC, MCDSW, MOHA, MOLSS, MGE, MOJ, HRC, Police and Immigration, UN agencies like IOM, UNHCR and UNICEF, and CSOs like Save the Children, YWCA and World Vision. In the advocacy strategy, three main objectives are identified and roles and responsibilities are defined. The key areas pertain to having more shelters; provide more capacity building for law enforcement officers, prosecutors, service providers and the Judiciary, and establishing the Human Trafficking Fund.

¹² Advocacy Strategy on the Review of Policies, Laws on Mixed Migration (December 2013)

The report by the ZLDC and the TWG was used as the advocacy tool.

7.2.2 Activity 1.2.2: Conduct two advocacy events to mobilise support among key government officials and lawmakers to introduce proposed amendments on laws and policies related to vulnerable children and persons of concern

The process of conducting advocacy for legislative reform started with an information sharing meeting where the content of the bills and the final report was explained and why it was important that they were aligned with a human rights approach and international conventions that Zambia is party to. This meeting was attended by CSOs and government officials involved in the justice system, namely Zambia Police, the DOI, HRC, the National Prosecution Authority, the Legal Aid Board, the MOJ, Women in Law in Southern Africa, Ministry of Gender (MOG), and MCDSW and was led by the ZLDC. An advocacy event with 20 parliamentarians from the three parliamentary committees, namely; the Human Rights Committee, the Gender Committee and the National Security Committee took place in May 2016, where the proposed draft amendment bills and the working paper deriving from the provincial stakeholder consultation were presented. The aim was to ensure that when the bill reaches Parliament and key parliamentarians would be aware of the draft bills and be able to support them. The advocacy event was successful.

"All parliamentarians were extremely happy with the content of the bills and said they need to go to Parliament urgently", (KII_National Government Official).

The ZLDC also organised a public handover ceremony of the proposed amendment bills as an advocacy event. This took place at the Taj Pamodzi Hotel with CSOs and government officials like the DOI, MCDSW, Zambia Police Service, the Minister's Office in the MOHA, the HRC, Zambian Correctional Services and the Department of Child Development. As part of the process the chairperson of the ZLDC handed over the proposed amendment bills to the Inspector General of the Police.

"He was given the bills and the ministry promised to fast-track the bills to next seating of Parliament", (KII_National Government)

A follow-up advocacy event was a panel discussion which was held at Intercontinental Hotel and was attended by DOI, HRC, non-governmental organisations (NGOs) (local and international) as well as the UN agencies. No advocacy events took place with the media as the ZLDC advised against it.

A strength of these activities raised by three out of eight respondents was that the collaborative approach ensured that relevant government departments were already buying in to the reform. Also, the involvement of the UN agencies brought the UN and the relevant ministries closer. The general awareness level of the legislative reform was considered high amongst the government officials and CSOs who either took part in the TWG, the consultation or who were targeted by the advocacy events. It was raised by two of the respondents that more advocacy events should have been conducted in the provinces, though this was considered impossible due to limited time. Other challenges include that the advocacy event at the Taj Pamodzi Hotel started late as the Permanent Secretary who was scheduled to receive the proposed amendment bills was called to attend an urgent meeting in the Office of the President. In addition, the EU logo was missing from the first printed version of the report which meant it had to be reprinted and resubmitted to the Minister's and Permanent Secretary's Office in the MOHA, the Director General – DOI and the Inspector General of Police.



7.3 Result area 1.3: Amendments to three laws or policies drafted based on the review process

7.3.1 Activity 1.3.1 Provide technical and financial support to the MOJ and the Zambian Law Development Commission to amend three laws/policies related to vulnerable children and persons of concern.

Technical and financial support was provided to the ZLDC to amend two laws. However, due to the fact that law reform process takes long to complete, the amended bills were not submitted to Parliament as planned. It is worth noting that the UNJP had no control of the actual amendments of the laws but rather managed to initiate the law reform process to enhance protection of vulnerable migrants. It is further worth noting that the Anti-Human Trafficking proposed Amendment Bill and the Immigration and Deportation proposed Amendment Bill are currently with the MOJ. The UN agencies in partnership with international and local NGOs through other interventions will continue engaging the MOHA on the need to finalise the law reform process.

7.4 Achievement of outcomes for specific objective 1: Relevant Zambian laws pertaining to vulnerable children and other target populations reviewed

7.4.1 Review of relevant national laws/policies that include provisions for the comprehensive protection of vulnerable children and other target populations

The TWG reviewed the Immigration and Deportation Act as well as the Anti-Human Trafficking Act. Initially they also wanted to review the Prisons' Act but they were only able to focus on two pieces of legislation due to time constraints.

7.4.2 Extent to which achievement of the three results contributed towards an improved protective law and policy framework towards children at risk of trafficking and exploitation

With the law reform process, the five respondents who answered this question felt that they were well on track in terms of achieving better protection of children at risk of exploitation and trafficking despite the fact that the laws have not yet gone through parliament.

"Protection of children needs a solid framework. There was an absence of laws protecting vulnerable children so my position is that we did a good job to ensure that children that go through exploitation are protected. It has had a very big impact", (KII_ZLDC)

One of the successful indications is that the DOI has changed their SOP to reflect the law reform. Hence they have made provision for alternatives to detention for children.

"I think they have contributed in the sense that right now the Immigration Department is more aware of the fact that they need to protect children and not classify them as prohibited immigrants and send them to prison", (KII_UN agencies).

Also the law reform process contributed to 42 migrant children receiving presidential pardoning after the Zambia Correctional Services alerted the UN agencies of anomaly in the sentencing of the migrant children to 15 years of imprisonment. Based on issues coming out in the law review process, the UN agencies in partnership the HRC, the DOI, the Department of Social Welfare, the Judiciary and the Zambia Correctional Services collaborate to secure the freedom and repatriation of the 42 migrant children.

Finally, three respondents brought up the fact that the inclusive process of the law reform, including the consultation, has resulted in officers and service providers at district level understanding issues of mixed migration and the legislation pertaining to them.



7.5 Approaches identified as models that can be applied or scaled up

The approach of having a legal review was considered by all seven respondents as a good approach as it provides a solid foundation for the programme. Likewise, the consultations in the provinces were considered a good model for upstream work as it brought more richness and new dimensions. It was raised by one respondent that due to logistical issues the right people did often not attend or they only received the issue paper in the last moment which hampered them to engage sufficiently with the matter. However, even if it was only for information sharing the respondents felt that the consultation helped in strengthen application and implementation of laws. One of the learnings is that it is important to constantly review legislation around migration as the migration dynamics change continuously. With the review of legislation, it is equally important to update the SOP as it was done by the DOI. The establishment of the TWG was heralded by all seven respondents, as it brought stakeholders together with different expertise.

Another approach that was applied and proved to be useful was as a government-led review of legislation process took place parallel to the one of the UNJP it was important to align with this process as well.

The bottom-up consultative approach linked with engagement with policy makers was raised as a good model.

"The engagement with policy makers at higher level like the parliamentarian and ministers. We linked the findings from ground and engaged with lawmakers. This was a big strength I saw", (KII, UN agency representative).

7.6 Key point summary

- The law reform process was driven by a representative and capable TWG led by an experienced ZLDC;
- A consultative approach was applied and consultation took place at sub-national level;
- Two advocacy events were successfully conducted although an advocacy package was never developed;
- As the law reform focused on two new laws that are pertaining to national security, the law reform had some initial reluctance by government officials which slowed the process down;
- Concurrent constitutional reform and a presidential election also slowed the law reform process down which meant that the two bills are still with the MOJ and are yet to be submitted to Parliament.

8 Presentation of findings for effectiveness and outcomes for objective 2

This section presents the findings for the effectiveness and outcomes for objective 2 which includes key result areas 2.1 to 2.5. An assessment of achievement of indicators for each key result area is included in annexure 5 of this report.

8.1 Result area 2.1: One assessment report produced detailing migration flows and vulnerabilities of children and persons of concern

8.1.1 Activity 2.1.1 Conduct border assessment within the north-south corridor and among refugee and migrant 'host' communities in Zambia to observe and document mixed flows, vulnerabilities of children and other persons of concern and staff training needs

This activity had two components namely the joint border monitoring missions conducted in 2013 followed by the more formal border assessment and production of a report in 2014. Both are reported on below.



In September 2013 a joint border monitoring mission was conducted by MOHA, Office of the Commissioner of Refugees (MOHA-COR) and UNHCR targeting the DRC border and surrounding areas of Luapula, Northern and Muchinga Provinces of Zambia. A second mission was conducted in October 2013 targeting the DRC border of North Western and Copperbelt Provinces of Zambia. The aim of the mission was to achieve the following: observe actual immigration practices and procedures related to vulnerable children and persons of concern, to identify and assess current reception, processing and referral systems for vulnerable children and persons of concern and to gather qualitative and quantitative (when possible) data on border crossing flows, the interventions required for persons of concern and training needs of local staff.¹³ Two mission reports with findings and recommendations were produced and according to the second narrative progress report, the report was used to plan follow up training targeting newly recruited government officials.

In 2014 a rapid assessment was commissioned by IOM, UNHCR and UNICEF under the UNJP. The assessment was undertaken by a consultancy firm (Development Data) at selected entry and exit points and host communities including Nakonde, Kasumbalesa, Mwami and Chirundu. Four host communities in Lusaka and the refugee host community in Maheba were also visited. The purpose of the assessment was to provide a better understanding on the character of irregular migration along the north-south corridor; specifically providing insights into the challenges faced by vulnerable migrants and access to services affected by children and persons of concern. The assessment used a combination of qualitative and quantitative methods to collect data including a literature review, KIIs (25), a structured survey (416 vulnerable children from 5 host communities), focus group discussions (FGDs) (2 with volunteer caregivers) and 10 case studies.¹⁴

Very few government officials at provincial and district level who were asked about the border assessment were able to comment on this activity as they were not directly involved. The National DOI official confirmed that their department was overseeing this assessment but was unable to comment further on the activity.

8.1.2 Activity 2.1.2 Produce assessment report with recommendations for addressing vulnerabilities of children and persons of concern in border areas and among host communities

The report entitled: *"An assessment of North-South Corridor Borders and Migrant Host Communities in Zambia - Thematic Programme on Migration and Asylum, Final Report"* was produced in March 2014. The report presents findings on: profiling vulnerable children and other persons of concern; challenges and needs of vulnerable children and persons of concern; administrative processes including case registration, processing and referral for protective services; level of technical capacity and skills of government officials. Recommendations are presented for advocacy and for improving the capacity of government institutions to deal with migrant children.¹⁵

Two main weaknesses regarding the report were identified by the three UN agency respondents. Firstly it was felt that the sample was not fully representative of the migrant community; and secondly, the assessment should have been done earlier to inform UNJP project plans. Government officials gave mixed responses about the quality and usefulness of the report. One national government official felt that the report was too focused on the complexity of migration management and did not provide enough information on their protection needs. In contrast, another (1) official felt that it has provided much needed information on the challenges related to migration management.

¹³ Mission Report for Border Monitoring Conducted in Northern, Luapula and Muchinga Provinces from 22 September- 29 September 2013; Mission Report- Border Monitoring in North Western and Copper belt Provinces of Zambia from 7-11 October 2013.

¹⁴ UNHCR, IOM, UNICEF, (2014) *An assessment of North-South Corridor Borders and Migrant Host Communities in Zambia: Thematic Programme on Migration and Asylum, Final Report*, Development Data

¹⁵ UNHCR, IOM, UNICEF (2014) page 42



8.1.3 Activity 2.1.3 Dissemination of report findings to relevant government departments and communities surveyed

In June 2014, the findings and recommendations of the assessment were presented at the National Symposium on Human Trafficking organised by the UNJP. The delegates were comprised of the EU Head of Delegation, senior government officials, UN agency officials, civil society and refugees. 160 copies of the final border assessment report were handed out to key informants from the research process that included UN agencies, government departments, CSOs and the refugee community in Mayukwayukwa, Meheba and Lusaka.¹⁶

The interviews reveal that all seven national level respondents are aware of the report and have read it. One national government official said that most of the officers in the border areas are aware of the report; however, all except one out of the nine provincial government officials and one out of the ten district level government officials confirmed that they have seen the report.

Two national government officials confirm that the research information and recommendations from the report have influenced prevention strategies and policy changes to a great extent. For example, the MCDSW respondent indicated that these activities advised the Ministry on prevention strategies and that they were able to lobby for budget, which is helping districts in the border areas to raise awareness on migrants. Another respondent mentioned that the report has been particularly useful for informing the training needs of border officials. This has resulted in them gaining new knowledge on issues of migration. Concern was raised by one respondent that those officials who are *not* working in border areas have little knowledge on migration challenges and human trafficking and thus need to be equipped with more knowledge because migration occurs within the borders of Zambia.

8.2 Result area 2.2: System in place for improved data collection and analysis on cross-border movements

8.2.1 Activity 2.2.2 Train 80 officers in the use and 10 officers in the maintenance of the upgraded data collection system

IOM and DOI jointly trained a total of 79 Immigration Officers including Senior Officers in Regional Offices on the practical and theoretical use of N-ZIMS and data management. Six technical officers were also trained on the maintenance and troubleshooting of N-ZIMS. Trainees provided feedback and recommendations on the system which were used for system upgrades.¹⁷

All of the immigration officials interviewed in Chipata and Chirundu confirmed that they participated in the training and gave positive feedback on the training facilitators, the venue and the training materials (handouts)¹⁸. Some challenges mentioned with regards to the training include: insufficient number of computers; insufficient time allocation; and too many training participants per group.

The Department of Correctional Services respondent at the national level reported that initially five members of staff were trained as trainers. Another group of about 25 were then trained on how to use the system and this group of 25 is spread across eight prisons.

When asked whether district officials now have the skills and equipment needed to use the N-ZIMS, all of the respondents from Chipata¹⁹ confirmed that they have sufficient equipment and skills. Whilst immigration officials from Chirundu²⁰ have sufficient equipment they do not have sufficient skills and described the training as very basic

¹⁶ UNICEF (2015) Zambia 2nd Narrative Progress Report Protecting Migrant Children from Trafficking and Exploitation UNICEF, IOM and UNHCR

¹⁷ UNICEF (2015) page 14

¹⁸ This includes 1 district immigration official in Chipata, one in Chirundu and members of the DJOC focus group discussion in Chirundu

¹⁹ This includes 1 district immigration official; 1 provincial immigration official

²⁰ This includes 1 district immigration official; 1 provincial immigration official; and members of the DJOC focus group in Chirundu



and more of an '*orientation training*'. The official from Correctional Services at the national level said that they have both insufficient skills and equipment – in their office there are 10 officers sharing one computer.

It was frequently mentioned that the training did not target a sufficient number of officers. This may be due to the high turnover of staff. IOM explains that the idea is for new officers to be trained by old officers through hands-on training and those trained on maintenance of the system are also meant to provide ongoing training to new recruits. However, it is unclear whether this is happening in practice.

8.2.2 Activity 2.2.1 Upgrade of current system for data collection and management through reviewing and making improvements to existing systems (including software and hardware)

IOM worked in partnership with Zambia DOI to upgrade its electronic data management system – NZIMS (New-Zambia Immigration Management System) which includes a border management module – ZBMS (Zambia Border Management System). This includes assistance to the Regional Immigration Offices and Headquarters to deploy the upgraded system to priority borders.²¹

The system was reviewed in 2013 and 2014 and recommendations made. IOM worked with DOI for deployment of N-ZIMS to Mwami Border (Eastern Province), Kasumbalesa Border (Copperbelt Province) and Mpulungu. System developers worked on improving the system based on a series of meeting with DOI and N-ZIMS system developers. The additions to the system include the National Referral Mechanism (NRM), Profiling Form and Guidelines on Protection of Vulnerable migrants (see activity 2.3.1 below) for easy access by Immigration Officers. The following benefits of the system were noted in the progress report: improved access to accurate, live data; more timely submission of periodic reports from border controls to Headquarters; quicker resolution of issues at border requiring Headquarters' input; and improved accountability of immigration officers.²²

Immigration officials in Chipata confirm that the N-ZIMS system is being used at the Mwami Border and at Mfuwe airport; and officials from Chirundu confirm that the system is in use at the Chirundu and Kariba borders.²³ Zambia Correctional Services indicates that there are a few correctional facilities using the system including Lusaka, Kamfimsa, Kabwe and Lusaka Central.²⁴

Respondents highlighted a number of strengths with the NZIMS system which point to improved effectiveness and efficiency of data collection and analysis on cross-border movements:

- The system is fast and easy to use – in the past it took a long time to process one person but now the process is much faster and on average officials are able to clear up to 1200 people per day;
- Data is stored safely in the system and is easy to share;
- There is quick generation of accurate statistics – in the past this was done manually which was time-consuming;
- Improved generation of reports;
- Access to documents such as legislation and NRM;
- Improved monitoring of progress from HQ and quicker response time from HQ;

²¹ UNICEF (2014) page 4

²² UNICEF (2015) page 13

²³ This includes all 4 district and provincial immigration officials in Chipata and Chirundu.

²⁴ Note: the Prisons Management Information System (PMIS) was not developed with funding from this project but another IOM associated project which complements this project.



"We are now online and we can easily develop reports and other very necessary documentation. It is easy even for HQ to monitor our progress and be able to check what we are doing and give feedback", (KII_Provincial government official _Chipata)

- Detection of fraudulent passports is done with greater ease;
- The 'immigration history' of individuals can be viewed with ease by going online, making it easy to detect those who have been 'blacklisted' or who are perpetrators of human trafficking;
- Correctional Services has a 'migration detection system' which allows officials to record details of the migrant's country of origin, country of destination, next of kin etc.;
- Detention warrants are generated with ease.

Respondents raised concerns that some borders are *not* using the system including Kafue, Luangwa borders and Chanida borders. This is a challenge because these borders are very busy. Another concern is that the system is not interconnected with other borders. Also, the immigration officials participating in the interviews and the members of the District Joint Operations Committee (DJOC) FGD in Chirundu mentioned that they were not trained in using the system so they do not understand all its functions. Other challenges with the NZIMS system include:

- The network is sometimes down – this can be up to three days - however, officials are able to use the system offline;²⁵
- The system can scan but not upload documents;
- The data is not disaggregated so officials are unable to determine how many migrant children passed through the border or were intercepted, however, one respondent in Chipata mentioned that junior officers cannot access disaggregated data in order to protect confidentiality, but shift leaders and officers in charge have access to disaggregated data;
- The official at Chirundu further indicated that they are unable to capture illegal migrants in the system and that they have their own manual system for capturing data on this group of people; however this was not mentioned by other respondents;
- The official from Correctional Services indicated that the system cannot detect if someone has committed another offense and served a sentence in another facility.

Respondents were unable to provide details on the number of reports generated and shared from the border, region and to Headquarters because the reporting occurs on a continuous basis. In other words, when data is entered at the border, the region can view it and if something gets flagged at the border then this could be considered a report in itself. The system has the capacity to generate monthly or periodic reports at border, regional and national level.

All of the Immigration Officials interviewed in Chirundu and Chipata²⁶ confirm that they submit monthly reports to Headquarters which include data on: revenue collections, removals (illegal immigrants who are returned), overall numbers and cases, and prosecutions. The Lusaka Provincial Immigration Office reports that they do daily incidence reports which they collect from the different border areas. A concern raised by an official in Chirundu is that these reports cannot be shared with their counterparts at other borders because the system is not interconnected. On the other hand, the official at Chipata said that reports are shared with relevant government departments and this has improved coordination at provincial level.

When respondents were asked to comment on the quality of the reports, all confirm that they are of good quality because of the improved accuracy and reliability of statistics.²⁷ Reports are being used to understand migration

²⁵ The narrative progress reports indicate that the N-ZIMS operates both online and offline to allow immigration officials to process passengers at times of limited internet connectivity.

²⁶ This includes all 4 district and provincial immigration officials in Chipata and Chirundu.

²⁷ This includes all 4 district and provincial immigration officials in Chipata and Chirundu.



patterns, expose gaps in service provision and thus assist in future planning of services. Besides this, immigration officials use the system to monitor their daily operations and check details on individuals if required. For example, if someone comes into the country with a lot of children, it can alert other borders. It therefore contributes to security and protection of children.

8.3 Result area 2.3: Best interest assessments, referrals and assistance provided to vulnerable children and persons of concern at the busiest border areas on the north/ south corridor

8.3.1 Activity 2.3.1 Collate and where necessary develop assessment, referral and protection procedure guidelines for the multidisciplinary protection of vulnerable children and persons of concern by border and prison officials, social welfare, judiciary and police service

By December 2013, a TWG made up of government officials, protection and human rights organisations developed and finalised the following protection tools for vulnerable migrants: Protection Guidelines; Profiling form; NRM; Trainer's Manual; and Training Participant Handbook.²⁸ There is also a service provider directory, which was developed in the previous UN Joint Programme on Human Trafficking. This directory is used, together with the tools for referral purposes.

A review of the Protection Guidelines reveals that they were developed to facilitate capacity building of first line officials to establish and/or implement protection-sensitive processes, procedures and systems with the aim of effectively responding to the protection needs of vulnerable migrants in Zambia. As such, they contain details of the following: glossary of terms; background to mixed migration, including categorisation, legal framework and standards and guiding principles; protection assistance needs of vulnerable migrants; core principles of service delivery; identification of vulnerable migrants; NRMs; and service provision; profiling form and guidelines for detention. A review of the NRM, profiling form, Trainer's Manual and Participant Handbook are all aligned to the Guideline document.

When asked about the strengths and challenges around the development of the tools, 10 out of 21 respondents mentioned that the tools were developed in a consultative and participatory way. Border areas were visited to see how tools would impact on operations particularly at the busiest border points. The tools were also piloted to check practical application and whether the completion of the forms would delay operations. A similar process was followed by the Department of Correctional Services, which set up a Prison's TWG to oversee the development of the NRM and ensure that it complements the work of the Reception Board of prisons, which is responsible for assessing incoming prisoners. This was also done in consultation with prison officials working on the ground who come into regular contact with migrants and VOT.

The main challenge encountered was initial resistance from government officials, who felt that there were already sufficient policies and procedures in place for refugees and asylum seekers. However, this changed over time when they saw the value in such a process. Members of the TWG were described as being 'highly committed' with each bringing their own area of expertise to the process.

A key factor contributing positively to the development of the NRM and SOPs was the highly inclusive nature of the process, as it involved all relevant government officials and agencies. Also, there were already existing tools in place for VOT and the TWG brought their knowledge and experience in developing these tools to 'jump-start' the process. Another positive factor is that at the time the DOI were developing a policy on children, which informed the procedures for dealing with UASC. Finally, it was mentioned that Zambia was party to the Dar es Salaam Conference of 2010 and the resolutions which bound the government to review legislation and administration measures; thus, there was political buy-in and endorsement of the process from the highest level.

²⁸ UNICEF (2015) page 15



The tools were disseminated amongst first-line officials, service providers, project partners, senior officials, representatives at the 2014 National Symposium on Human Trafficking, officials from Southern and Eastern Africa through the Migration Dialogue for Southern Africa (MIDSA) meeting in Malawi and International Detention Coalition (IDC) meeting in Uganda, both in 2014. The tools were presented by officials from the GRZ at both meetings.²⁹

All except one of the interviewed provincial and district government officials across all three sites confirmed that they had been exposed to the NRM and SOPs via consultation or training, which was highly valued.³⁰

The tools are described as easy to understand, user-friendly and can be shared easily with new colleagues. The most frequently mentioned strength of the tools is that they provide a framework and clarity around procedures, roles and responsibilities:

"The SOPs help us aim for perfect procedures...the guidelines are followed and I believe they are there to protect workers too – so you can say you followed exactly what you should have done", (KII_District government official_Mayukwayukwa)

As such, the tools have contributed to improved networking and linkages between MCDSW and Departments of Immigration and Correctional Services, all of which contributes to more efficient procedures and improved protection of vulnerable migrants:

"The tools are helpful in curbing trafficking and exploitation – they can easily identify vulnerable groups as sometimes people might pay blind eye until they use the tools. Empowering us with knowledge how to refer a case at what stage, how should one handle and where can he/she refer and to whom they refer", (KII_Provincial government official_Chipata)

This is confirmed by the UN agency respondent who said that the aim of the tools is to get people to really understand the processes and make informed choices. The most frequently mentioned concern raised is that high staff turnover or lack of sharing of tools by trained officials may result in them not being used as extensively as required. This highlights the need for follow-up and closer monitoring of implementation.

8.3.2 Activity 2.3.2 Training on content and use of the assessment and referral procedure guidelines for border and prison officials, social welfare, judiciary and police service.

The target of training 80 officials on content and use of protection guidelines has been exceeded. A total of 13 trainers were trained in course content; 144 front-line officials in the content and use of the procedures and guidelines (Immigration, Prisons, Police, Social Welfare Officers and CSO representatives). In addition, 475 officials and partners have been reached with the materials at various meetings, including the National Symposium on Human Trafficking, MIDSA, Uganda IDC meeting and provincial stakeholder meetings.³¹

A TOT approach was used to roll out the training and these trainers were involved in developing the training tools and manuals which strengthened their knowledge and understanding of the topic.

All except one of the interviewed national, provincial and district level government officials (Immigration, Police, Correctional Services, MCDSW) in Chirundu and Chipata confirmed that they had received training, led by IOM, on the assessment and referral procedure guidelines. In addition, the three caregivers at shelters in Chirundu and Lusaka all confirmed that they had received this training via IOM.

The interviewees and focus group participants in both Chirundu and Chipata were overwhelmingly positive about the training logistics, content and training materials.³² The facilitators were described as being experienced and particularly knowledgeable on the subject matter. The training approach was frequently described as being interactive

²⁹ UNICEF (2015) page 14

³⁰ This includes a total of 12 out of 13 provincial and district government official respondents

³¹ UNICEF (2015) page 15

³² This includes a total of 12 out of 13 provincial and district government official respondents



and 'practical' with the use of role plays, small group work, case studies and short films, all of which facilitated learning. The involvement of different stakeholder groups was also identified as a good approach contributing to sharing of knowledge and cross-sector learning. One respondent said that *"this was indeed a learning process – it was nice to listen to different stakeholders' side of the story"*, (KII_Provincial government official_ Chirundu). This approach was intentional to ensure that various government departments could share ideas, challenges and come up with solutions.

Even though the target numbers for training was exceeded, the most frequently mentioned challenge is that it did not reach sufficient number of officials. This raised concerns that this knowledge will not be systematically applied:

"I could say there is no problem with immigration but for the police...you may find one policeman is aware at one police post but there is a gap with others at different stations...there is a need to identify key police officers and train them", (KII_Provincial government_ Chirundu)

Furthermore, the training only targeted officers at operational level and not their superiors. This makes it difficult for officers to implement new practices as their superiors, responsible for decision making, may not 'buy-in' to the new way of working. Other challenges mentioned are the high turnover of staff and poor transfer of knowledge to colleagues. Only a few respondents received follow-up, mentoring and support around the use of the tools with most identifying this as a gap.

Despite these challenges, the overwhelming majority of respondents felt the training was sufficient and that it has resulted in changes in knowledge around assessment and referral procedures. All except one of the respondents from MCDSW, Immigration, Prisons and shelter caregivers said that new knowledge has been gained on the following:³³ the multiple issues facing vulnerable migrant children and persons of concern; SOPs for dealing with migrant children including identification and referral; roles and responsibilities of all stakeholders; the importance of maintaining confidentiality; and how to identify and respond to VOT and exploitation. There is also evidence of attitude change as one respondent explained:

"It was an eye opener we did not have enough ideas on how to handle migrants as we used to think that they are trouble makers and shouldn't enjoy human rights while in Zambia. Many NGOs who handle children were involved in the training so that they could also be a resource in the communities", (KII_non-state_ Chipata)

The shift in attitudes of immigration and prison officials has been critical particularly since their focus has been on law enforcement rather than protection of vulnerable groups. One respondent explains the approach that was used to address this:

"To bring especially law enforcement officers and to train them on matters of protection was a little bit strange for them as they are trained to arrest migrants and not to protect them – it is difficult to change that mind-set..... we brought out all the international instruments that Zambia is signatory to and used these to show them this is what your government has agreed to; this is the will of your government and this is how they would like you to deal with vulnerable migrants – we tried to show them both sides of the issue - when to protect and when to enforce – when to arrest and when to take to a shelter", (KII_national government official)

There is also evidence of changes in practice which is discussed in section 8.6.2 below.

8.3.3 Activity 2.3.3 Sub-regional meeting to follow up on Regional Consultation and to share assessment and referral procedures - 10-12 States represented by Social Welfare, Immigration, Police and CSOs (60 participants)

A review of documents reveals that the Regional Consultation took place – The Conference on the Protection of Children on the Move – on 20 and 21 May 2015 in Lusaka, Zambia. The objectives of the meeting were to: identify specific challenges where regional cooperation could be instrumental to responding to situations involving migrant

³³ This includes a total of 12 out of 13 provincial and district government official respondents and all 4 shelter caregivers



children in mixed migratory movements; exchange national techniques for screening, referring and assisting vulnerable migrants; examine how regional cooperation could help address the challenges of Statelessness; examine and exchange good practices on assessment, referral and protection procedures guidelines; an review good practices in the region to implement alternatives to detention for cases of migrant children and other persons in need.

It was attended by 72 delegates from nine states: Angola, DRC, Malawi, Mozambique, Namibia, South Africa, Tanzania, Zambia and Zimbabwe. A report was produced for this conference which includes a set of recommendations for improving regional cooperation in responding to situations involving migrant children in mixed migratory movements.³⁴

Respondents concur that the Regional Conference was well-attended by a wide range of officials such as social welfare, immigration and police from the different countries. It provided a good opportunity to network and share experiences on best practices related to the protection of vulnerable migrants such as alternatives to detention. However, the main challenge lies with the implementation of decisions across borders because child protection-related legislation is not harmonised. Another challenge is that it was a 'once-off' event however it was mentioned that the Zambian government shared the report with MIDSA.

8.3.4 Activity 2.3.4 Conduct six cross-border dialogue meetings at three sites (two meetings per site) with cross-border counterparts to share experiences in assessment and referral procedures.

The purpose of these six cross-border meetings is to provide a forum where border officials from Zambia and neighbouring countries can share experiences in assessment and referral procedures, identify challenges and possible solutions in working with vulnerable migrants.³⁵ The documents confirm that the following cross-border meetings were convened:³⁶

- Two meetings in Chipata between Zambia and Malawi – 18-19 November 2015; 11 May 2016 (19 participants).³⁷ In addition, there was one training for Zambian officials only as the Malawians could not come at that stage due to procedural issues for them to participate in a cross-border meeting
- One meeting in Sesheke district between Zambia and Namibia – 24-25 February 2016 (22 participants)
- One meeting in Nakonde between Zambia and Tanzania – 10-11 March 2016 (16 participants)
- One meeting in Chirundu between Zambia and Zimbabwe- 3-10 June, 2016

A review of the meeting reports reveals that these meetings had a good mix of government officials, UN agencies, local NGOs, and international NGOs, such as Save the Children. Besides information sharing and problem solving, officials were also trained around mixed migration and protection assistance to vulnerable migrants.

Overcoming the bureaucracy of bringing officials together from different countries was an initial challenge exacerbated by migration being dealt with centrally in some countries and provincially in others. Furthermore, the concept of cross-border meetings is new and thus it took time to get the right officials on board, orientate them and secure their buy-in. The language barrier and different levels of training of the officials were further challenges to contend with. However, despite these challenges, the border officials in Chirundu and Chipata gave positive feedback on the meetings which have provided a much-needed platform to network, share information and experiences, problem solve and find solutions.³⁸ It was frequently mentioned that the meetings have strengthened collaboration; as one official said, *"it has improved relations with our Malawian counterparts and we now speak the same language"*,

³⁴ UNHCR, IOM, UNICEF (2015) *Regional Conference on Protection of Children on the Move to, from and within Southern Africa, Lusaka, Zambia, May 2015*

³⁵ One UN, Report: *Chipata cross border meeting on protection of vulnerable migrants, 18-19 November 2015.*

³⁶ Cross-border meetings in Chirundu with Zimbabwe have also been convened once per quarter but the meeting reports were not available at the time of the evaluation.

³⁷ This site had a total of 3 meetings but the first meeting did not have representation from Malawi and thus two follow up meetings were held.

³⁸ This includes all 5 Immigration, Police and Social Welfare border officials



(KII_District government official_Chipata). This, in turn, has strengthened the protection of vulnerable migrants as one respondent explains:

A rapport was created between stakeholders from both Zambia and Malawi. When a case is supposed to be taken to Malawi we even know the colleagues in Malawi and when we encounter a child we call them and they come over to collect a child. The fact that the two countries involved have the same understandings it is easier to protect the rights of migrant children", (KII_District government official_Chipata)

It was mentioned that poor implementation of action plans due to lack of harmonisation of migration and child protection laws across the region is a barrier to change. Lastly, the sustainability of the cross-border meetings has been questioned, as officials would struggle to coordinate them once the UNJP has terminated.

8.3.5 Activity 2.3.5 Upgrade (refurbish or construct) three interview spaces for assessment and referral of vulnerable children and other persons of concern

The Guidelines and SOPs (activity 2.3.1) make recommendations for the physical and procedural set up of spaces to be used for interviewing vulnerable migrants so that interviews can be conducted in a safe and confidential space. Based on this provision the UNJP conducted an assessment of existing or non-existent interview spaces at the Mpulungu, Kasumbalesa, Mwami and Makambo border points which found that dedicated interview facilities at the border points were limited. Recommendations for improvements were made and renovations commenced in first quarter of 2015.³⁹

IOM took the lead on this activity in partnership with DOI. Respondents confirmed that the target for this activity was exceeded, as eight interview spaces were upgraded. The following borders were mentioned: Chirundu border, Mwami border (Chipata), Kasumbalesa border (Chililabombwe), Mpulungu border (Muchinga), and Nakonde border. Interview spaces were also set up in the Isoka, Solwezi and Lusaka regional offices.

Finding a suitable room to be allocated as a safe interview space was the main challenge with implementing this activity. In some instances (e.g., Solwezi) there was a lack of space and a container had to be transported to the site, which was expensive and challenging. A strength was that officials had already been trained in the Guidelines and SOPs and therefore understood the importance of having a safe space for interviews.

Prior to the creation of these safe spaces, it was difficult to interview migrants, especially children, as the space was busy and intimidating. After the construction of these spaces, officials could interview them in a space that is child-friendly and comfortable as one respondent explains:

"Now we have a secure room where we can conduct interviews professionally given the information we have about how to go about interviews. Children were being interviewed in a room that is not comfortable and other people would come in by doing so would disturb the process and the children would not feel comfortable", (KII_Provincial government official_Chipata)

8.3.6 Activity 2.3.6: At least 150 vulnerable children and persons of concern provided with individualized protective services in close collaboration with appropriate departments.

IOM takes the lead with this activity through its Direct Assistance Programme, which offers coordinated assistance to victims of human trafficking, stranded migrants, and unaccompanied minors, in accordance with established standards and procedures, at the request of, and in close coordination with, relevant national institutions. Assistance includes safe shelter, medical and psycho-social services, referral to the asylum process, legal assistance, family tracing, coordination of the issuance of travel documentation and, where appropriate, assisted voluntary return to countries of origin and reintegration support.

³⁹ UNICEF (2015) page 19



The first and second narrative progress report captures details on the number of vulnerable children and persons of concern provided with such assistance. By February 2015, a total of 226 beneficiaries had received individualised assessments and 172 had been provided with protective assistance. The table below provides a summary of these numbers per reporting.^{40 41}

Table 4 Number of vulnerable children and persons of concern provided with protection assistance by IOM

Details	Reporting period 2013-2014	Reporting period 2014-2015	TOTAL
Total number referred and provided with individualised assessments	108	118	226
Total number provided with protective services through Direct Assistance Programme	78	94	172
Total number referred to other partners including Department of Social Welfare, UNHCR etc.	30	24	54

The increase in number of referrals from the first to second reporting period is attributed to the development of the protection tools (activity 2.3.1) and associated training of officials. This is confirmed by UN agency respondents, who report that the UNJP has assisted more than 400 vulnerable children and persons of concern since the project started and there has been a steady increase in numbers due to the capacity building and growing level of awareness amongst officials. Services are provided in close collaboration with government ministries with most new cases being referred by DOI and Zambia Police. Service delivery is provided in close partnership with various government departments and local service providers.

Government officials were asked how many vulnerable migrant minors they handle per month. Those district and provincial government officials who responded to this question were unable to give exact figures saying that their systems are not able to capture this kind of data.

Existence, strengths, challenges and gaps in service provision

Caregivers at the four shelters included in this evaluation all confirmed that they are providing protective services to vulnerable migrant children and persons of concern. This includes: shelter, food, clothing, referral to social welfare and immigration and psycho-social counselling.

Provincial and district government officials and shelters in Chirundu and Chipata confirmed that migrant children and persons of concern have access to the following services: initial interview, shelter, medical care, documentation, counselling, family tracing and voluntary return. These services are provided mostly by MCDSW, Immigration, NGOs and UN agencies. Whilst medical assistance is available, this service is often difficult to access due to the costs involved. There is no access to schooling unless the child is staying in a shelter that offers schooling. This is a gap in service delivery. The main strengths with service delivery is that officials are well-trained, there is good networking, coordination and sharing of resources amongst stakeholders which is attributed to the NRM developed by the UNJP. The most frequently mentioned challenge is the lack of access to shelter, especially for boys, many of whom are still imprisoned. As mentioned previously, this issue is being addressed by MCDSW in partnership with UNICEF.

The interviews and FGDs with vulnerable migrant children reveal similar findings. Many have access to shelter, basic needs, documentation, family tracing and voluntary return. The main gap mentioned is no access to schooling. IOM

⁴⁰ UNICEF (2015) page 20

⁴¹ UNICEF (2014) page 10



noted that schooling would only be relevant to children who had been in Zambia for longer than two months; however, two out of the three children interviewed individually, and all children who participated in the FGDs, said that they had no access to schooling even though they stayed much longer than two months. Other gaps identified by children include: lack of contact with their family whilst staying in the shelters; limited access to medical care; and no access to recreation facilities whilst staying in the shelter.

A total of 12 district government officials from social welfare, immigration, police and correctional services in each of the border areas (Chipata and Chirundu) were asked to rate the **quality of services** based on principles guiding the treatment of vulnerable migrants contained in the Protection Guidelines (activity 2.3.1). The findings are discussed below.

10 out of 12 respondents strongly agreed or agreed that *all vulnerable children and persons of concern are helped to feel safe and secure and protected*. The training received by officials is the main contributing factor here together with the access to interview spaces. Two respondents disagreed/strongly disagreed, raising concerns that language and limited training of some officials are barriers. Another concern is that some children end up in prison with 'hardcore criminals'.

Half of the respondents (6 out of 12) in Chipata said that *when offering services to vulnerable migrants a social worker is always present*. The other six respondents in Chirundu neither agreed nor disagreed with this statement because of lack of manpower and that often children are intercepted on weekends, holidays or after hours when no social worker is available.

Ten out of 12 respondents believe that *the confidentiality of migrant children and persons of concern is always respected* and that *information about them is kept safe and secure*. This is largely due to the officials being trained, access to interview spaces and secure filing systems. However, some concerns were raised that when an interpreter is used, confidentiality cannot be guaranteed. This raises questions with regard to who is recruited as the interpreter and whether this person has been officially appointed and is required to sign a legal document to protect victims' privacy.

Respondents were asked whether *there is a separate room available at the border area where sensitive interviews are done* and eight out of the 10 who responded agreed or strongly agreed.

Eleven out of 12 respondents strongly agreed/agreed that all vulnerable children and persons of concern are given correct information about services available. However, when asked if they receive the information in their own language, only half agreed, with the other half in Chirundu neither agreeing nor disagreeing. This is because it is dependent on which language the child speaks. In support of this finding, only 5 out of 12 agreed that *a translator is always offered to all vulnerable children and persons of concern* whilst the remaining 7 disagreed stating that this is dependent on availability and is usually only provided if the case is referred to court.

Children were also asked about the quality of protective services and their responses were dependent on the type of case. For example, the children in one FGD indicated that they had been detained in prison and therefore had a very different experience of service quality compared to those who had been directly referred to IOM for protective assistance. Those who were in prison did not have a social worker present at the initial interview; they were given no information on services; they did not have access to interpreters; and they did not feel that they had been treated fairly prior to the support received from IOM. This raises a gap in programme design for reaching out to migrant children in prison. On the other hand, those who had received direct support from IOM were overwhelmingly positive about the quality of services with the exception of translation services, which none had received.



8.4 Result area 2.4: Improved understanding among vulnerable children and persons of concern on safe migration, asylum processes and dangers of trafficking/exploitation

8.4.1 Activity 2.4.1 One Communication Assessment conducted on safe migration, asylum processes, and danger of trafficking and exploitation

The Communication Assessment was initially delayed due to the “...prolonged process of hiring a consultant to conduct the assessment.”⁴² However, as noted in the second project progress report,⁴³ this activity was conducted in 2014 in the border areas of Nakonde and Kasumbalesa, in the Meheba Refugee settlement, the refugee transit centre of Makeni in Lusaka, and in Mandevu. A total of 350 respondents were interviewed as part of the assessment including government officials; representatives of IOM, UNICEF and UNHCR; leaders of CSOs; migrant children and their caregivers; and members of migrant host communities.⁴⁴ The inclusive nature of the assessment was confirmed by a respondent during primary data collection as the following quote illustrates:

“(The assessment) included direct involvement of the grassroots – refugee communities and those communities around where migrants and refugees live.” (KII_national government official)

Some of the key findings of the assessment included low levels of knowledge regarding safe migration practices amongst migrants; limited knowledge coupled with a lack of clarity regarding documentation requirements and asylum processes; challenges with the management of mixed migration at the country's borders, including a lack of access to translators; and inappropriate treatment of irregular migrants.⁴⁵

8.4.2 Activity 2.4.2 One Communication 4 Development package developed (including testing and tools for dissemination)

The overall purpose of the abovementioned Communication Assessment was to inform the development of a communication strategy. The aim of the strategy, in turn, was to ensure that vulnerable children and other target populations would have knowledge regarding safe migration, asylum processes and the dangers of human trafficking and exploitation.⁴⁶

A review of the submitted project documents indicates that a communication strategy⁴⁷ was developed based on the findings of the abovementioned border and communication assessments. Overseeing this process was a communication TWG, chaired by the MCDSW. This group operated in collaboration with UNICEF and included representatives from the DOI, the Ministry of Education, Zambia Police, the Commissioner for Refugees, the Child Justice Forum, CHIN, the HRC, African Action for Humanitarian Assistance, IOM, UNHCR, and the Prisons Care and Counselling Association of Zambia (PRISCCA).⁴⁸

The document review also indicates that eighteen members of the abovementioned TWG attended a training workshop on Mixed Migration and C4D. The aim of the workshop was to ensure that the TWG members would

⁴² UNICEF Zambia. February 2014. *Interim Report on the Project Protecting Migrant Children from Trafficking and Exploitation* under the UN Joint Programme on Anti-Human Trafficking, implemented by IOM, UNHCR and UNICEF. (page 13)

⁴³ UNICEF Zambia. February 2015. *2nd Narrative Progress Report: Protecting Migrant Children from Trafficking and Exploitation*. UNICEF, IOM AND UNHCR. (pp 23-24)

⁴⁴ The 2nd Narrative Progress Report notes that 66% of the respondents were children, the majority of whom were from the Democratic Republic of the Congo (49%). The remaining children were primarily Rwandan, Burundian and Angolan.

⁴⁵ *Assessment Report on Communication Assessment on asylum processes, safe migration, stigma and discrimination*, May 2014.

⁴⁶ Ibid, page 12.

⁴⁷ Identified audiences included families and communities, Zambian and migrant youth, frontline officials working with migrants such as immigration officers, police and prison warders as well as CSO and NGO team leaders, and asylum seekers; while IEC materials, billboards, workshops for frontline officials, and the use of “theatre for development” were proposed as communication channels.

⁴⁸ UNICEF Zambia. February 2015. *2nd Narrative Progress Report: Protecting Migrant Children from Trafficking and Exploitation*. UNICEF, IOM AND UNHCR. (page 24)



*"...appreciate the key concepts of mixed migration and its management challenges..."*⁴⁹ and gain a deeper understanding of C4D strategies. This would enable them to inform and validate the communication strategy.

Lengthy engagement and discussion regarding the communication strategy delayed the formulation of a communication package. However, a key strength of adopting such a multi-sectoral and collaborative approach is that – once the strategy was finalised – it reportedly reflected the variety of TWG member experience and expertise in dealing with mixed migration issues.

While primary data collection for this evaluation reveals a generally limited level of knowledge amongst respondents of the development and testing of a communication package, one interview respondent noted that such a communication package had been developed. This package incorporated other UNJP materials such as the NRM chart, the mixed-migration training package and materials on human trafficking. The communication package was reportedly used to inform the development of a capacity building or training manual, which was aimed at members of the media and the DJOC, as well as district level officials.

8.4.3 Activity 2.4.3. Distribution of C4D Package in three source communities and four border areas through radio messaging, training and other distribution methods

One interview respondent reported that the developed communication package was shared with a variety of stakeholders⁵⁰ over the period October to December 2015. Methods for dissemination included the targeting of print and electronic media personnel in Lusaka, while community radio stations were targeted in the Eastern, Copperbelt, Central, and North Western Provinces⁵¹.

One media representative from Chipata participated in this evaluation. This respondent indicated that the media training was well-organised, well-facilitated and highly useful in terms of gaining knowledge about safe migratory practices. Other aspects of the training reported as being particularly useful include:

- **Providing input on human trafficking**, including the meaning of the term; the risks/dangers associated with human trafficking, particularly for vulnerable groups such as children; the various forms that human trafficking may take; and the prevalence of human trafficking in Zambia (as a transit and destination country);
- **Conducting interviews** with UASC in a way that ensures their anonymity and protection; and
- **Referral processes**, particularly for asylum seekers, "stranded migrants" (KII_media representative) and stateless people.

The media respondent reported that this knowledge was widely shared with colleagues at the radio station in Chipata.⁵² The respondent felt that the training had equipped participants with the necessary skills to report on mixed migration-related issues. However, of interest is that – when asked to provide examples of work produced subsequent to the training – the media practitioner spoke of programming regarding the porousness of Zambia's borders. This speaks more to migration and security-related issues than the protection of migrant's rights. The respondent also noted that the broadcasted programme appeared to make little impact as the audience could "not relate".

While the media practitioner reported feeling better equipped to conduct interviews and compile reports on migration-related issues, a key challenge noted by this respondent includes the level of 'sensitivity' of much of this information. This limits access to sources that are willing and available to be interviewed. The following quote elaborates:

⁴⁹ Ibid, page 24.

⁵⁰ The package was reportedly disseminated in Livingstone (Southern Province), Mpulungu and Nakonde (Northern Province), at the Mwami border (Eastern Province) and in Sesheke (Western Province).

⁵¹ A total of 60 media personnel were trained on human rights-based reporting, with a focus on vulnerable migrants.

⁵² It was noted that this is a mandatory process following a staff members' attendance at any form of capacity building or workshop where information is shared.



"...sources of whom to interview are difficult. There is bureaucracy to access information. They would say 'Go and see the permanent secretary' or if it is (the) Immigration Department, they would say 'See the public relations officer in Lusaka'. So, as a result, we do not disseminate a lot of information. I'm equipped to come up with the stories, but there are few people to interview." (KII_Media representative)

In addition to the media practitioner training, district-level workshops were hosted with DJOC members and other key stakeholders in Sesheke, Livingstone, Chipata, Nakonde, Kazungula, and Kasumbalesa⁵³. These workshops took the form of TOTs, with the aim that those capacitated would continue to roll out the communication package and awareness-raising activities at district level. Such activities were to be based on district action plans, which were compiled at the end of the workshop process.

Challenges relating to the roll out of the communication package include limited funds. For example, it was noted that funding allocated to Result Area 2.5 had to be redirected to cover funding shortfalls for Result Area 2.4. It was also reported that radio messaging was hampered by a lack of funds for payment of broadcast or 'air' time. The following quote refers:

"They requested us to come up with jingles or radio adverts and we decided to be creative because they promised to pay for the adverts, but they never did. We tried to volunteer but it was difficult to continue because...radio adverts need airplay and that costs money." (KII_Media representative)

In addition, it appears as though project follow-up and provision of mentoring support following district level TOT training has been limited. Respondents also indicated that there is limited knowledge regarding the extent to which training was rolled out by the trained trainers in the targeted districts.⁵⁴

8.5 Result area 2.5: Stigma and discrimination towards vulnerable children and persons of concern reduced in three host communities and four border areas

8.5.1 Activity 2.5.1 One Communication Assessment on reducing stigma and discrimination conducted with three communities hosting migrants and refugees

Primary and secondary data collection confirms that the Communication Assessment conducted under Result Area 2.4 (section 8.4.2) was also utilised for the development of an anti-stigma and discrimination communication campaign. That is, the Communication Assessment conducted on safe migration, asylum processes and the dangers of trafficking and exploitation, also collected information on levels and forms of stigma and discrimination experienced by migrant and refugee communities⁵⁵. Utilising the communication assessment to inform both the C4D package as well as the anti-stigma and discrimination campaign strategy is a key strength in that it allowed for efficient time and resource utilisation.

8.5.2 Activity 2.5.2 Three Learner Generated Workshops conducted to develop and test messages

Once again, primary and secondary data confirms that - in December 2014 - workshops were conducted with Zambian and refugee school-going youth in three areas; namely, the Mayukwayukwa and Meheba refugee settlements⁵⁶ as

⁵³ Workshop content included safe migration, human trafficking and asylum processes.

⁵⁴ This speaks to M&E challenges, which will be further discussed in section 10.2 in this report.

⁵⁵ For further input on the levels and forms of stigma and discrimination referred to above, please see *Assessment Report on Communication Assessment on asylum processes, safe migration, stigma and discrimination*, May 2014 (pp 27-33).

⁵⁶ The report on research on stigma faced by refugee children in Mayukwayukwa, Meheba Refugee Camp and urban refugee children (5-17 December 2014) notes that there were 45 participants in the workshops hosted in Mayukwayukwa and 51 participants in the workshops hosted in Meheba. These numbers include teachers and social workers who attended the sessions as observers. No numbers are provided for the workshops in Lusaka.



well as among urban-based refugees in Lusaka (via the Makeni refugee transit centre).⁵⁷ These workshops were held to facilitate message development for the anti-stigma and discrimination campaign, to validate the findings of the abovementioned communication assessment, and *"to determine appropriate strategies for message delivery"*.⁵⁸ A CSO, Barefeet Theatre, conducted the workshops in partnership with UNICEF. The MGE also played a role in the execution of this activity in that it facilitated access to schools and learners.

Respondents noted that a key strength of the workshops was the highly participatory and youth-friendly approach adopted by Barefeet Theatre. Workshop methods included storytelling, role-play/acting, debates, group discussions, games, and energisers.⁵⁹ Through the use of these methods, a wide variety of feedback was obtained regarding the children and youth's thoughts on - and experiences of - stigma and discrimination. Recommendations regarding the content of community-based performances were also provided by workshop participants. Draft campaign messages were then formulated by UNICEF and Barefeet Theatre for presentation to - and discussion with - MGE stakeholders.

8.5.3 Activity 2.5.3 One workshop with Ministry of Education to finalise messages and approaches

The Communication Strategy on addressing stigma and discrimination among refugee children and other migrants (February-August 2015: no page number indicated) notes that a workshop with key MGE staff would be conducted in Lusaka following the learner workshops (as outlined above). The aim of this workshop was to *"review the identified key messages and channels of communication proposed"*. Interview respondents from UNICEF and the MGE confirmed that a workshop was held with guidance and counselling teachers from each of the three provinces identified as target areas for the anti-stigma and discrimination campaign; namely, Lusaka Province, Western Province and North Western Province. The following quote elaborates:

"The guidance and counselling teachers came together and developed a plan for the Kick Out Stigma and Discrimination campaign to implement in Meheba, Mayukwayukwa and Lusaka. They developed plans and a budget (which were) submitted to UNICEF." (KII_UN agency representative)

The second narrative progress report⁶⁰ indicates that this workshop was scheduled for the first quarter of 2015. However, the exact date of the workshop and the number of participants could not be determined.

8.5.4 Activity 2.5.4 Finalizing of a package of materials with appropriate messaging and approaches for reducing stigma and discrimination among communities hosting migrants and refugees

Following the review of proposed campaign messages and approaches, a number of Information, Education and Communication (IEC) materials were designed, with the support of the MGE under the guidance of the Curriculum Development Centre. IEC materials included banners, posters, booklets and stickers.

Respondent input varies, however, regarding the finalisation, printing and distribution of these materials. While one respondent reports that campaign materials were distributed in Lusaka and not in the refugee settlements, a second interviewee notes that the finalisation and printing of campaign materials suffered a number of delays. As a result, general dissemination of the materials did not take place together with the other campaign activities as planned. One of the key challenges impacting on the finalisation of the campaign materials is the limited level of involvement of the MGE in the initial formulation and roll out of activities relevant to Result Area 2.5. Therefore, upon engagement with the project, ministry officials requested further discussion and realignment of campaign activities. This in turn impacted on the finalisation of the campaign messages and materials, which was reportedly delegated to a national

⁵⁷ Report on research on stigma faced by refugee children in Mayukwayukwa, Meheba Refugee Camp and urban refugee children: 5-17 December 2014.

⁵⁸ UNICEF Zambia. February 2015. *2nd Narrative Progress Report: Protecting Migrant Children from Trafficking and Exploitation*. UNICEF, IOM AND UNHCR. (page 25)

⁵⁹ Report on research on stigma faced by refugee children in Mayukwayukwa, Meheba Refugee Camp and urban refugee children: 5-17 December 2014.

⁶⁰ UNICEF Zambia. February 2015. *2nd Narrative Progress Report: Protecting Migrant Children from Trafficking and Exploitation*. UNICEF, IOM AND UNHCR. (page 28)



level unit of the MGE, while the targeted provinces were tasked with overseeing the implementation of school level activities. The quote below elaborates:

"Also, when we came on board, we had to re-align the thinking regarding the progression of activities. When arrived, activities were focussing on the messages and production of materials but we thought that was not necessary at that point - first needed to put a programme in motion to ensure that the provinces now could start working on whatever they had planned – instead of messaging, we had to go back - did the planning again – brought the other provinces on board. Towards the end this affected the production and development of IEC materials – so the programme was implemented without IEC materials – only now after completion of the project that the IEC materials were developed, printed and delivered to our offices. Not sure if this is the same in the other provinces." (KII_national government official)

Other challenges reported as delaying the finalisation and production of IEC materials include funding delays, delays with draft message formulation, and the amount of time required to discuss and obtain consensus on the campaign materials.

One MGE respondent indicated that ways in which the campaign materials might still be disseminated are being discussed. For example, it has been proposed that anti-stigma messaging and materials can be disseminated via the teaching of subjects such as English or through the incorporation of the prepared booklets into teaching and learning activities.⁶¹

8.5.5 Activity 2.5.5 Conduct one follow up workshop with Ministry officials to agree on modalities for embedding communication package in the Ministry of Education curriculum for teachers and students

One respondent noted that a workshop was held on the 23-26 February 2016 with representatives of the MGE to discuss the issue of embedding anti-stigma and discrimination messages into the school curriculum. To date, it appears as though this has not been achieved, primarily as a result of the 2014 review and revision of the Zambian school curriculum. This means that any further curriculum adjustments will have to be postponed to the next review period, which – it is estimated – will only take place in 10 years' time.

8.5.6 Activity: 2.5.6 Awareness raising and training in host communities with peer educators and teachers on reduction of stigma and discrimination training package

A wide variety of activities were implemented via a partnership between Barefeet Theatre, UNICEF and the Ministry of Education, Science, Vocational Training and Early Education (MOESVTEE)⁶² as part of the Kick Out Stigma and Discrimination campaign. These activities included TOT workshops for school heads, guidance and counselling teachers, learners, and community-based theatre groups.⁶³

A key strength noted regarding these workshops was their highly practical, interactive and participatory nature. Learners found the workshops to be interesting and informative and, despite the short time period allocated to the training,⁶⁴ the practical nature of the workshops made it easy to understand and remember the content. Furthermore, the facilitators were described as being knowledgeable, well-prepared, patient and open-minded.

Following the workshops, learners were asked to plan follow-up campaign activities, which were documented in district-specific action plans and supervised by school staff. As a means of facilitating the execution of school and

⁶¹ One respondent noted that it was agreed that the developed materials would be used by learners and teachers in the participating schools in Meheba, Mayukwayukwa and Lusaka.

⁶² Through the Guidance and Counselling Unit.

⁶³ These and subsequent activities, rolled out in the targeted schools and their neighbouring communities, are summarised in a table contained in annexure 6 of this report.

⁶⁴ The peer education workshops were reportedly conducted over 2 to 4 days.



community follow-ups, learners were requested to incorporate campaign actions into their day-to-day school activities and interest areas. The quote below elaborates:

"It depended on them as to how to take (the training) forward. For example, if in debating club, then they could organise a debating competition in the school or if involved in sport, could organise a match; in the choir, then they could compose a song...so it really depended on what they were already involved in as to how they would take it forward." (KII_non-state_Lusaka)

The involvement of head and guidance and counselling teachers was a sound measure in that it ensured that learners received the necessary guidance and support to execute their action plans. Furthermore, given learners' transition from the schooling system, incorporating school staff as key stakeholders in the campaign will also contribute towards sustainability of messaging.

The main challenge noted with regard to the workshops with learners and school staff was the timing of these activities. The workshops were reportedly implemented close to the school exam period due to programme and funding delays. As a result, MGE representatives, learners and staff felt that there was limited time available for follow-up activities and implementation of their action plans. The quote below refers:

"We really had to squeeze in these activities so it did not impact on the exam period. All that calls for proper planning and involving the key stakeholders well in advance. Sometimes the processes took very long to receive the funding...would come late. Better processes needed around this to prevent delays", (KII_national government official)

Other constraints affecting the execution of campaign activities and messaging include language barriers⁶⁵ and a lack of resources, which limited the reach of post-training campaign activities. It appears as though campaign target sites were selected in terms of their proximity to the schools involved. While this is a prudent measure in terms of resource utilisation, it did present challenges in that not all neighbouring communities were targeted. The quote below elaborates:

"Please increase funding next time so that we can reach more places. For example, we took a team to play football to another village. We talked about stigma and so on. In the match, we hammered them. Then all we heard them say was 'Those are the refugees!'...shouting at us. That village had not been sensitised. They even stoned us." (KII_school staff_Mayukwayukwa)

Learners in Mayukwayukwa and Lusaka⁶⁶ also noted that follow-up training, guidance and mentoring would have been appreciated to support their efforts and assist with the formulation of ideas for campaign activities. This is an important point, considering the high levels of vulnerability of many refugee community members – and the myriad forms of trauma to which they may have been exposed. The quote below demonstrates the importance of sound mentoring and guidance during campaign message and activity development:

"We did a show in Mayukwayukwa – where we used fire – this is how we start the show...have a child running and the child is being followed by a mob with sticks and fire...we do this to create interest, attract an audience. In the market there was a chairperson from Rwanda and when he saw the mob and the fire he ran into his shop and locked it – when later he saw that it was a play, he burst into tears – and we realized that we were talking to his history. This is how his father died - his father was burnt as well as other members of his family", (KII_non-state_Lusaka)

Finally, the delays experienced with the finalisation of campaign materials (as noted under Activity 2.5.4) were also noted as a constraint by three interview respondents and during one of the FGDs conducted with children and youth

⁶⁵ This was noted by children and school staff in Mayukwayukwa specifically.

⁶⁶ This was noted during all three interviews conducted with youth in Mayukwayukwa, while in Lusaka, it was noted in the course of one focus group discussion and during two of the interviews conducted with youth.



in Mayukwayukwa. Having materials to disseminate and to draw further information from may have assisted learners and teachers with their campaign efforts, as well as providing guidance around sound anti-stigma messaging.

Despite the abovementioned challenges, all of the children and youth that participated in this evaluation agreed that the campaign activities had been valuable and relevant interventions. When asked why they felt that it is important to have anti-stigma and discrimination events, the children and youth indicated that these were necessary to educate and share information with communities to overcome prejudice, to build respectful relationships and to encourage higher levels of community integration. Others felt that the campaign activities had allowed migrant and refugee children a level of "freedom" in that they were now more likely to speak of their experiences and histories. Of interest is the input obtained during one of the FGDs; namely, that anti-stigma and discrimination campaigns were important because they would facilitate migrant and refugee learner's return to school. The following quote elaborates:

"Before the workshops, there were children not coming to school. When they heard about this campaign, they started coming to school", (FGD_child beneficiaries_Lusaka)

Two refugee participants in one of the Mayukwayukwa FGDs noted that – for them – the campaign was important because it offered hope. The quote below elaborates:

"As refugees, we have been through a lot. Activities like these help to clear the mess in our heads. They bring hope and faith. Even if you don't get away, you can still think I have a brother, a Zambian brother", (FGD_child beneficiaries_Mayukwayukwa)

When asked regarding the key messages of the anti-stigma and discrimination campaign, respondents across the two sites selected for data collection and including both adults and children/youth, referred to a message of unity and strength. The following two quotes offer examples of the feedback obtained in the course of this evaluation:

"The key message is to say that we are one and we can do so many things when we work together...working together can be empowering, can empower a whole nation. If we work together, we can achieve what we want", (KII_child beneficiaries_Lusaka)

"We are all Africans together. What if we joined together? We would be so strong. We would be the fastest growing, strongest continent", (KII_child beneficiaries_Mayukwayukwa)

Other frequently mentioned themes for the campaign include the following:

- Equal rights and fair, non-discriminatory treatment of all people – irrespective of their origins; and
- Anyone can become a refugee.

8.6 Achievement of outcomes for specific objective 2: Contribute to institutional development and capacity building of service providers and the judiciary to identify, prevent, protect and respond to cases of unaccompanied minors, child VOT and asylum-seekers which result from migration.

8.6.1 UNJP's contribution to building capacity of service providers

Through the introduction of NZIMS and subsequent training on the system, the UNJP has contributed to improved capacity of district, provincial and national immigration and correctional services officials to change the way they collect data:

"Since we are online it is easy for data collection and also once a reported case is generated all officers can log in and are aware of what is happening to a particular case", (KII_provincial government_Chipata)

Besides improved data collection, there is also increased sharing of data both within and across departments:



"We have been working with immigration and agreed to share information with them – some cases are investigated by Zambia Police and others by Immigration, so we come together and discuss the number so we have one figure for the whole country", (KII_National government official)

However, as mentioned previously there are still gaps in data collection because the training did not target a sufficient number of officers and there is also a high turnover of staff leading to loss of knowledge.

All except one of the national, provincial and district government officials from MCDSW, Immigration, Correctional Services and Police who were asked to comment on whether the UNJP training on the content and use of protection guidelines (NRM and SOPs) has contributed to changes in service providers' knowledge on conducting initial assessments, referrals and assistance strongly agreed with this statement.⁶⁷ It was frequently mentioned that officials have improved their ability to identify vulnerable migrant children as a result of the training:

"We never used to categorise children...there is an urgency now when a child is unaccompanied in the way we deal with the child. We make sure we treat the case as priority...when it comes to repatriation and family tracing our colleagues do their part", (KII_Provincial government official_Chipata)

This gives evidence that knowledge has translated into improved practice amongst service providers and those who have access to the NRM and SOPs confirmed that they are using these tools on a regular basis:

"Yes, we are able to use the tools very well and they have been helpful in streamlining our operations...they have been helpful in coordination of efforts and structuring our operations", (FGD_DJOC_Chirundu)

"It involves all partners...when cases come up they are dealt with intensively because of the referral mechanism everyone knows their role in whatever case that comes up – it makes the whole procedure to be handled more efficiently", (KII_district government official_Chipata)

These quotes highlight that the introduction of the tools combined with the training have clarified roles and responsibilities; improved networking and coordination amongst stakeholders; and resulted in more effective and efficient referrals and service delivery for the protection of migrant children and persons of concern:

"Before it used to be difficult we used to have a lot of brainstorming meetings when we came across a case not knowing what to do next or what is exactly appropriate but now with these tools we are guided and in fact our stakeholders are guided as well. So it's not like we are bombarding them with unnecessary work- they know from the NRM that it is their role in this and so they can perform their tasks knowing very well what is stipulated. I think doing so avoids different officers in the field from over stepping and avoiding their own tasks", (KII_Provincial government official_Chipata)

As this quote suggests, the improved coordination has resulted in improved working relationships between government officials. It was mentioned frequently that training should be scaled up to include all officials, and that the NRM and SOPs should be incorporated into training curricula for new recruits to ensure sustained use.

It is worth noting that, since the UNJP was started, five other countries have developed an NRM based on Zambia's best practice. This is evidence that the programme has resulted in changes at a regional level in the way countries respond to vulnerable migrants.

There is strong evidence that improved practices around assessment, referrals and assistance has contributed towards mitigating the vulnerability and increased the protection for children and other target populations at a high risk of trafficking and exploitation due to migration. Firstly, there has been a steady increase in the number of referrals to IOM for protective services from various government officials since the training started. Secondly, respondents have observed 'improved treatment' of migrants:

⁶⁷ This includes 12 out of 13 provincial and district government official respondents and all 4 national government officials.

"We have noticed the correctional services and police treatment (of migrants) is better – previously when the police handed someone who did not have adequate papers, the police would simply treat the person as a criminal or offender but now they conduct interviews to help them establish how to deal with the person and they even involve social welfare where there are counsellors", (KII_Provincial Government official_Chipata)

"There is demonstration that some migrants have been repatriated. There are incidents where some children have been taken to shelters. Interpreters have been engaged more especially for court cases", (KII_District Government official_Chirundu)

Finally, officials from the provincial and national Departments of Immigration, Correctional Services and Police report that there are much fewer vulnerable migrant children being placed in detention centres or prisons since the UNJP training.⁶⁸

"We have seen that we have about 300 vulnerable migrants who have not gone through prisons by July 2016 – before, when we had these huge numbers then we had to fall back to the prisons....in the history of my service I have not seen this kind of approach to migrants", (KII_National government_Immigration)

In a recent case the DOI dropped a case against children who came into the country without documents and referred them for protection services instead of detaining them. In May 2016, the President pardoned 40 children that were sentenced to 15 years imprisonment.

8.6.2 UNJP's contribution to changes in level of understanding among service providers and communities on dangers of trafficking

Of the seven evaluation respondents who answered this question, the majority (6) felt that the project had contributed towards a higher level of understanding amongst service providers on the dangers of trafficking and safe migration practices. This is certainly reflected in the feedback obtained from migrant children and youth who benefitted from service delivery. When asked where they had obtained information on migration dangers, safe migration, rights and responsibilities, the majority of the children and youth⁶⁹ indicated that they had heard about the dangers of trafficking and exploitation from police and immigration officials, social workers and IOM. Church members and embassy officials were also noted as information sources during the Lusaka-based focus group discussion.

Messages that appear to have made a lasting impact on the children and youth - and which were noted the most frequently during the child beneficiary interviews and FGDs - include the risk of travelling without the necessary documentation and the need to be aware of the methods used by potential traffickers as a means of minimising the risk of being trafficked. The following quote elaborates:

"They say 'I will give you a job and take you to South Africa' and now you become a sex worker without you knowing, and for you to come back to your country, it would be hard for you. So we need to be careful of people we don't know and don't accept anything from them", (KII_child beneficiaries_Lusaka)

There were mixed perceptions regarding the level to which the UNJP has contributed towards changes in awareness and understanding of trafficking amongst community members. This, it might be argued, is related to the limited follow-up to the initial TOTs in the communication package at district level. In addition, the limited funds available for Result Area 2.4 would have limited the project's allocation of resources to facilitate widespread roll-out of the communication package amongst communities at district level. The following quote refers:

"The local communities have not all been sensitised...we only sensitise travellers...but we are limited to reach out to others in the local community", (KII_district government official_Chipata)

⁶⁸ This includes 4 provincial government officials and 3 national government officials

⁶⁹ This feedback was obtained from the child beneficiaries of services that participated in the focus group discussion, as well as two of the three child beneficiaries of services who participated in interviews.



Furthermore, where communities were directly targeted by project interventions, these tended to focus on anti-stigma and discrimination messaging as opposed to widespread messaging regarding the dangers of trafficking.

Another possible contributor to the above finding is the lack of sufficient budget and delayed authorisation for radio broadcasts on migration-related issues. Similarly, the reportedly limited level of information-sharing with the media appears to have impacted on migrant-related news coverage and the media's adoption of a more migrant-sensitive approach in their reporting. The following quote describes this further:

"There is some general reporting, but it is not a success. In my view, (we) still need to do more. People are still mixing up key terms and misunderstanding the status of migrants. You see very few media reports on the rights of migrants...this is still a source of concern. If you compare with cases of GBV...also cases of defilement...they seem to receive more attention from the media than cases of migrants being violated. Media is not migrant-sensitive so (are) not persuaded by the immigration status of the victim. And yet, this is a key aspect of their vulnerability", (KII_national government official)

Nine interview respondents answered the question regarding possible strategies for minimising the risk of trafficking and exploitation. Of these, seven proposed sensitisation and education or awareness-raising programmes as a potential strategy. All seven respondents also indicated that such programmes should target communities in general, but allow for a specific focus on families / parents / caregivers, children of school-going age and community leaders. Other strategies for minimising the risk of trafficking and exploitation, noted during the evaluation, include the following:⁷⁰

- Community empowerment initiatives – including economic empowerment – to reduce levels of vulnerability and thus potential participation in trafficking and exploitative practices;
- Capacity building of frontline staff to equip them to deal with cases of trafficking and exploitation;
- Having sufficient translation services and support on hand to facilitate communication with potential VOT and to enable detection of fraudulent documentation;
- Improved monitoring and oversight of organisations that work directly with children;
- Improved community collaboration and communication with government stakeholders; for example, social workers, to allow for effective identification and address of trafficking cases; and
- Patrols to curb traffickers.

8.6.3 UNJP's contribution to changes in levels of stigma and discrimination

In terms of the UNJP's contribution towards changes in levels of stigma and discrimination, it might be argued that the campaign has contributed towards improved knowledge of stigma and discrimination amongst the learners and teachers that were targeted by campaign activities. For example, all of the children and youth that participated in the evaluation demonstrated a good level of understanding of the meaning of these terms and how stigma and discrimination may manifest in their schools and in their communities.

Furthermore, the workshops and capacity building activities referred to under Activity 2.5.6 were noted as being highly effective in providing participants with the necessary skills to undertake anti-stigma and discrimination activities in the targeted schools and communities. Key skills obtained include communication and listening skills, facilitation and public speaking skills, acting / theatre skills, presentation skills, and leadership skills. Children and youth who participated in this evaluation also indicated that - as a direct result of the training - they felt more confident to speak and perform in public and to engage in discussions about stigma, discrimination and the respect of human rights. These assertions are supported by the number of child and youth respondents who reported that they had followed

⁷⁰ These are noted in order of frequency of mention.



up on their action plans and/or conducted anti-stigma and discrimination activities within their schools and communities.⁷¹ Numerous examples of such activities were offered,⁷² including:

- Writing and reading of poetry
- Presentations and/or the performance of dramas / sketches and discussions during class visits, school assemblies and break times
- Creation of posters for classrooms
- The composition and singing of songs

It was also noted that children and youth involved in the campaign were invited to conduct step-outs⁷³ and to perform in neighbouring communities and schools, as well as in the campaign festivals hosted in Lusaka and Mayukwayukwa. This, coupled with the inclusion and capacitation of local theatre groups, ensured that messaging regarding stigma and discrimination was conveyed beyond the targeted schools.

Feedback obtained from respondents indicates that the UNJP has also contributed to a level of change among service providers in terms of discrimination towards VOT and exploitation and other vulnerable groups. District government officials in all of the sites covered during data collection – and school staff located in the two host communities included in the evaluation – all reported personal changes in terms of their levels of understanding and empathy, as well as their observation of changes amongst their colleagues. The following quotes offer examples of the feedback received:

"Officers now know how to handle the migrant children and give them the necessary protection like any other citizen", (KII_district government official_Chirundu)

"There has been a change even amongst the teachers. They used to say 'These refugee children...' (but) now their language has changed. There is more integration – a sense of we are one", (KII_school staff_Mayukwayukwa)

In terms of the extent to which the UNJP has contributed towards changes in levels of stigma and discrimination in host communities, responses were mixed. Of the 20 interviews and FGDs where this question was answered, seven respondents or focus groups agreed that there had been a change in levels of stigma and discrimination. However, six respondents or focus groups indicated that this change was minimal or preliminary, while three respondents indicated that they were not sure. Four respondents felt that stigma and discrimination were still rife. Of interest is that five provincial and district level government officials⁷⁴ noted that there had been an increase in the level of reporting of suspected trafficking cases and of exploitation of migrants by community members. The following quote offers an interesting example of this:

"We had a case where this Zambian hired two Malawians and they were not being paid and whenever they demanded what was due to them the Zambian would threaten them and say that he would report them to immigration or police. So after they shared their stories with the community, they were advised by the community to report that man to immigration. That happened and the Zambian was charged so you can see that the community was aware that what this Zambian was doing was illegal", (KII_provincial government official_Chipata)

⁷¹ With the exception of some participants in one of the Lusaka-based FGDs, all of the child and youth respondents indicated that they had conducted follow-up activities in their respective schools and communities.

⁷² Some post-training monitoring of school-based activities has reportedly been conducted in the Lusaka and North Western Provinces and it was confirmed that most of the schools involved had started implementing their work plans. However, it was noted by MGE respondents in Lusaka Province that the capacity to monitor post-training activities and outcomes was constrained.

⁷³ Community dialogues

⁷⁴ These were located in Lusaka, Chipata and Chirundu.



Therefore, while changes in knowledge, attitudes and behaviour have reportedly taken place amongst those stakeholders that were directly targeted by the C4D package and anti-stigma and discrimination campaign, it appears as though widespread change at community level is still in its infancy. Follow-up campaigns may therefore be necessary, to reinforce the initial roll-out of anti-stigma messaging and to facilitate changes in knowledge, awareness, attitudes and ultimately the behaviour of community members.

8.7 Approaches identified as models that can be applied or scaled up

Respondents identified the following approaches which can be identified as models that can be applied or scaled up:

- The overall collaborative, partnership approach where all government departments including Immigration, Social Welfare, Correctional Services, Police and CSOs were responsible for overseeing the implementation of the UNJP as this maximises buy-in and support for the programme and strengthens sustainability;
- The tools including the Profiling form; NRM; Protection Guidelines; Trainer's Manual; and Training Participant Handbook;
- The collaborative approach used for development of the tools which drew on expertise and knowledge of each department and strengthened buy-in and likelihood of being implemented;
- The NRM and having a clear, simple flow-chart for the NRM making it user-friendly – this is a good practice which can be exported to other countries;
- The capacity building approach, particularly the use of TOT approach to increase the reach of information;
- The creation of cross-border platforms for government officials which encourages dialogue, rapport and joint problem solving across borders;
- The school-based campaign model, where learners and staff are targeted directly with campaign messaging, plus are equipped to disseminate key campaign messages through a participatory process.

8.8 Key point summary

- All of the activities for key result areas 2.1, 2.2 and 2.3 have been achieved.
- An assessment report detailing migration flows and vulnerabilities of children and persons of concern was produced and disseminated in 2014 and has been used to influence prevention strategies, policy changes and training activities.
- Whilst national government officials have been exposed to the report, their provincial and district counterparts have not seen it.
- The NZIMS system for data collection on cross-border movements was upgraded and is being utilized by six borders and entry points and a number of correctional facilities following the training of 79 immigration officials, 25 prison officials and 6 technical officers.
- Although the system has improved the effectiveness and efficiency of data collection and is producing good reports, not all borders are using the system and there are an insufficient number of officials who have been trained.
- The protection tools for vulnerable migrants were produced and distributed and frontline officials have been trained on the content and use of the tools.
- Even though the target numbers for training was exceeded, insufficient numbers of officials were reached raising concerns that the tools will not be systematically applied.
- The regional consultation to share the assessment and referral procedures took place with 72 delegates from nine states and four cross-dialogue meetings were facilitated.



- These provided a much needed platform for dialogue around challenges, solutions and best practices in the region and across borders.
- The construction of the eight interview spaces along border areas have improved the quality of assessments and referrals by creating a safe, child friendly space in the busy environment.
- There has been a steady increase in the number of vulnerable children and persons of concern for individualised protection services during the project reporting period.
- Gaps in services include shelter, translation, schooling and recreational facilities for migrant children.
- The introduction of NZIMS and the protection guidelines together with training has contributed to improved capacity of officials to collect and share data and improve assessment and referral procedures for vulnerable migrant children and persons of concern.
- There has been an increase in referrals to IOM, improved overall care of migrants and fewer numbers of migrant children in detention which are all evidence of overall increased protection of vulnerable children and persons of concern.
- Project successes for **Result Area 2.4** include the completion of a communication assessment, which underpinned the development of a communication strategy and training package on safe migration, asylum processes and the dangers of human trafficking and exploitation.
- Another project strength in terms of Result Area 2.4 was the adoption of a district-level TOT approach to enable widespread dissemination of the communication package and sustainability of the communication strategy.
- Including the media in the capacity building initiatives is another project strength in that messaging via district stakeholders might be reinforced by broader / community-wide message dissemination.
- However, funding constraints have limited the roll-out and thus effectiveness of this result area's activities. Therefore, further capacity building at district level and migrant-sensitive media coverage have been constrained.
- The majority of the activities planned for **Result Area 2.5** have been successfully implemented.
- However, the final production of a package of campaign materials was delayed and the incorporation of anti-stigma and discrimination messages into the Zambian school curriculum has had to be postponed to a later date due to recent curriculum reforms.
- Key project strengths relevant to this result area include the provision of participatory and practical training on the reduction of stigma and discrimination to learners and school staff.
- This training has equipped learners and staff to address stigma and discrimination-related issues within schools as well as the surrounding communities.
- Gaps include the limited level of project-led post-training support and mentoring.

9 Presentation of findings for impact of the UNJP

This section presents the findings for the impact of the UNJP. The report on achievement of indicators is contained in annexure 5 of the report.



9.1 Overall Objective/Impact: Mitigate the vulnerability and increase the protection for children and other target populations at a high risk of trafficking and exploitation due to migration

9.2 Changes in capacity of government and implementing partners

The qualitative data from this evaluation found that government officials and implementing partners have experienced changes in capacity as a result of the UNJP interventions. The four caregivers at shelters in Lusaka, Chirundu and Chipata all confirm that in the past they did not have clarity on how to identify, and respond to child VOT and exploitation and this has now improved. This is a direct result of the training and new skills acquired through the UNJP:

"There is an improved way on how to conduct referrals and also the attention given to the child", (KII_Non-state_Lusaka)

"Staff has acquired extra skills in identifying vulnerable children and also responding to protection issues", (KII_Non-state_Chirundu)

All of the interviewed provincial and district government officials from immigration, social welfare, and correctional services also report improved capacity in this regard and in particular an improved ability to identify vulnerable migrants and refer them to appropriate services.⁷⁵ This is attributed to both the capacity building activities and the cross border meetings:

"Yes we have improved our capacity. And this has been possible due to trainings we have received and also meetings we have been attending such as the cross border meetings where we share experiences on how to overcome some challenges we may encounter", (KII_District government official_Chirundu)

One respondent mentioned that they are undertaking regular prevention activities in the surrounding communities:

"In terms of prevention we have gone as far as schools to conduct sensitization meetings. And we also conduct seasonal sensitization in different communities", (KII_Provincial Government official_Chirundu)

It was frequently mentioned, however, that providing appropriate response services to migrant children remains a challenge when operating in a resource-constrained context where, for example, there is shortage of shelter services and limited access to social workers.

9.3 Changes in legal and policy provisions for protection of vulnerable migrant children and other target populations

The review of the laws has already contributed to a great extent to the provisions for protection of vulnerable migrant children and other target populations. As the GRZ have signed the various international conventions protecting the migrant children but Zambian laws require domestication before they become law, these law reforms are necessary. For example, the provision of not incarcerating children has been rooted in the amended bills and will go a long way in protecting the children. Despite the legislation still have to be amended in Parliament the DOI's SOP has captured these points and are already being implemented.

9.4 Interaction of programme results areas to effect change

In terms of protecting migrant children from human trafficking and other exploitation it is considered by the three UN agencies that the more comprehensive the design is, the better. The combination of the long process of law reform coupled with short term capacity building of front line officers, upgrading of N-ZIMS, refurbishment of offices, cross-

⁷⁵ This includes 13 out of 13 provincial and district government official respondents and members of the DJOC focus group discussion in Chirundu



border meetings, hosting an international conference, awareness raising of the migrant population of the dangers in migration and awareness/anti-discrimination and stigma campaign of the migrant and Zambian population are all part of ensuring better protection of migrant children. What has been unique with the UNJP has been its collaborative approach between the main stakeholders in various areas.

There was a general feeling amongst four out of five government respondents that they have made significant strides in terms of protecting migrant children. However, until access to shelters has improved, it will be difficult to provide an alternative to the prisons for migrant children. It was furthermore raised by two respondents that they would like to follow up on the recommendations that came out of the Children on the Move Conference. FGD participants from DJOC said that the UNJP has increased their general alertness to potential human trafficking and other vulnerable migrants and that they are more aware of how to deal with those cases.

9.5 Organisational and institutional changes

Organisations involved as project partners reported a number of changes as a direct result of their involvement in the UNJP. For example, a respondent from one of the implementing partners noted that their partnership with UNICEF had made a substantial contribution towards their internal capacity for financial and programme management. In addition, it was reported that the organisation's involvement in the anti-stigma and discrimination campaign had raised its profile, thus leading to other funding and collaboration opportunities. The following quote illustrates:

"(It has) raised our profile being involved in this campaign and working with UNICEF...receiving support from the UN, this wins us credibility – that is why this year we have two big donors; the EU and Irish Aid. (They) can see that we have worked well with the UN and received good recommendations." (KII_non-state_Lusaka)

9.6 Changes amongst those targeted by the anti-stigma and discrimination campaign

This section offers an overview of the key changes reported by those targeted by the anti-stigma and discrimination campaign. Changes will be discussed at three levels; namely, individual, school and community.

- **Changes at individual level**

As previously noted, changes in knowledge of stigma and discrimination were noted by Zambian and migrant learners as well as by staff in the targeted schools. As a result of these changes in knowledge and awareness, shifts in attitudes towards refugees were also noted. The following quotes offer examples of the input obtained in the course of primary data collection:

"I learnt about building relationships...learning to talk together instead of being separate." (FGD_child beneficiaries_Mayukwayukwa)

"I used to say 'These Congolese are fighters', but now I understand what they have been through. Imagine, our head boy saw his own father being killed and then his sister died in Meheba! The main thing is more understanding...This has changed my attitude towards migrant children", (KII_school staff_Lusaka)

A Lusaka-based school teacher also noted higher levels of self-esteem and improved performance amongst refugee learners following the campaign.

- **Changes at school level**

Learners and staff reported that, prior to the campaign, there was a variety of discriminatory practices prevalent within the schools; for example, teasing, name calling, labelling or stereotyping, and exclusion of those from other countries from certain school activities. However, following the campaign roll-out, as well as the shifts in knowledge and



attitudes noted above, the prevalence of such practices is reported to have declined.⁷⁶ All of the Zambian and migrant children, in addition to the school staff, who participated in this evaluation reported improved levels of acceptance, interaction and collaboration between learners of different nationalities. The quotes below offer examples in support of this:

"Sometimes I forget I am a foreigner, especially at school. It has made me be very open – instead of them thinking 'he is not from our country, I feel accepted", (FGD_child beneficiaries_Mayukwayukwa)

"I never used to like other people, especially from Congo, but being a participant in the training has helped me to look at them as equals. We used to say bad things about them and always made them feel bad...but now all that has changed and I am able to have friends among them...we play together and share a lot of things, including desks in the classroom." (KII_child beneficiaries_Mayukwayukwa)

Teachers and learners also noted a higher level of acceptance and empathy amongst staff towards migrant and refugee children, as well as a reduction in discriminatory practices and behaviour, as outlined below:

"The teachers are more aware. They realise how they were oppressing before, for example by only using the local language. They would even make jokes in Lozi and all those who understood would laugh. Of course, many were left out. But now there is a big change", (KII_child beneficiaries_Mayukwayukwa)

- **Changes at community level**

Input obtained in the course of this evaluation indicates that there are high levels of segregation within refugee settlements. Examples offered include separate churches for different nationalities; the support of local businesses and vendors according to nationality and ethnic groupings; and competition between those of different nationalities for resources. Based on input obtained from school staff, learners and two community leaders in Mayukwayukwa, it appears as though the UNJP has made a substantial contribution towards community integration within that settlement. Of interest, however, is that this integration was reported primarily between refugees of different nationalities. The quotes below elaborate:

"There used to be discrimination between us, but things have changed. I mix now with Congolese friends – I am Angolan. We go and have meals at their house, they come to mine", (FGD_child beneficiaries_Mayukwayukwa)

"There was a lot of grouping and isolation. Most community people were aligned according to nationality and ethnic group; but after the campaign there is an improvement as people are able to mix much more than before", (KII_non-state_Mayukwayukwa)

In terms of barriers to change, respondents in Lusaka and Mayukwayukwa noted the lack of direct involvement of - and communication with - parents and other family members in the anti-stigma and discrimination campaign.⁷⁷ As a result, it was felt that the learners had lacked parental support. The following quote explains:

"Out there in the community...the parents would not support the ideas and they would say 'These children should go back home'", (KII_school staff_Lusaka)

Other barriers to change at a community level include the fairly limited reach of the campaign's roll-out; it appears to have centred primarily on schools and their surrounds. Selection of key sites appears to have been based on practical considerations of proximity, as opposed to adopting a phased roll-out across sites. This led to some incidents of aggression and intimidation as previously noted.

⁷⁶ This was noted by teachers and learners in Lusaka and Mayukwayukwa.

⁷⁷ Other than their possible involvement in campaign activities rolled out at community level.



Respondents also noted that, while a highly participatory approach had been utilised with learners and teaching staff, communities themselves had not been engaged in campaign planning or implementation. Respondents felt that this had hindered community buy-in and has possibly contributed towards the reportedly limited level of campaign impact on community members. However, it may also be argued that the short (and recent) campaign timeframes and the lack of repeated messaging may also have contributed towards this.

Finally, it should be noted that structural barriers to change exist. For example, the current practice of placing refugees into camps, coupled with refugees' limited access to economic and tertiary education opportunities, creates a level of differentiation and division between them and local citizens. This highlights the importance of legal review in any project that aims to address stigma, discrimination and exploitation of refugee communities.

9.7 Unintended changes

An unintended positive consequence of the law review process under objective 1 is that the process highlighted a number of gaps in legislation, policies and implementation which still need to be addressed to improve protection of vulnerable migrant children.

With regards to objective 2, a few unintended consequences were highlighted. Respondents in the border areas felt that the improved relations with their cross-border counterparts (Zimbabwe and Malawi) is an unintended positive consequence of the cross-border dialogue meetings as the following statement reflects:

"There has been an increased relationship between our counterparts from Zimbabwe immigration on how we deal with issues of travellers in general. We consult each other and most cases harmonise the solutions", (KII_District government official_Chirunudu)

There has been a lot of international interest in the NRM and SOPs developed by the UNJP and this is that a positive unintended consequence. Government officials have been invited to make presentations at conferences in Toronto and Bangkok, which has given them international exposure, recognition, and an opportunity to reflect on the tools. Furthermore, the TWG responsible for developing the tools is considered an 'expert group', which has strengthened cooperation between government departments.

Children and youth in one of the FGDs⁷⁸ reported an unintended, negative consequence of the anti-stigma and discrimination campaign; namely that they had lost friends as a result of their engagement in the anti-stigma activities. This was ascribed to resistance to a change in attitude towards migrant communities amongst some young people. Another unintended, negative consequence was noted by a school staff member in Mayukwayukwa, who reported that the selection and involvement of certain staff members in the campaign had caused a level of dissension among the school staff themselves. This, in turn, led to those who had not been directly targeted for campaign participation refusing to engage in anti-stigma activities in the school. The following quote demonstrates:

"There were some who became jealous; for example, when we went to a training they heard that we got an allowance. Now when we called them to plan our anti-stigma activities, they refused saying 'After all you chewed your money alone, you can do it alone!'", (KII_school staff_Mayukwayukwa)

Finally, UN agencies feel that a positive overall consequence of the UNJP is that there is now even closer joint collaboration between the three agencies.

⁷⁸ Held in Lusaka



9.8 Key point summary

- Government officials and implementing partners have experienced changes in capacity to identify, prevent, protect and respond to cases of child VOT and exploitation as a result of the training and new skills acquired through the UNJP.
- Changes reported by project partners have been highly positive. These include improved financial and programme management capacity, plus exposure to further opportunities and funding streams.
- Changes in knowledge, attitude and practice reported by participants in the anti-stigma and discrimination campaign appear to be mainly at individual and school level.
- Reduction in stigma and discrimination at community level is perceived as being in its preliminary or early stages and – where reported – appears to have come about predominantly *within* refugee communities as opposed to between refugee and local community members.
- Unintended positive outcomes of the UNJP include improved cross-border relations and ongoing international interest in the protection tools which are being replicated in neighbouring countries.
- The combination of the long process of law reform coupled with short term activities of the project are all part of the wheel of ensuring better protection of migrant children.
- What has been unique with the UNJP has been its collaborative approach between the main stakeholders and the elements of child protection.

10 Presentation of findings for effectiveness of institutional arrangements, coordination, monitoring and evaluation

10.1 Institutional arrangements and coordination

This section describes and analyses the coordination structures at national and as sub-national level as well as how the UNJP has contributed to enhanced coordination. A short description of the monitoring and evaluation mechanisms is furthermore provided.

10.1.1 National coordination structures

This project was jointly implemented by UNICEF, IOM and UNHCR in coordination with the relevant government departments. UNICEF was the project administrative agent responsible for the overall financial management, the distribution of funds to the implementing partners and for reporting to the EU, while the IOM was the housing agent for the project secretariat and served as a referral and information clearing house for the implementing partners. The three UN agencies have signed a memorandum of understanding which guided the partnership of the agencies. A project task force was established to oversee the implementation of the project consisting of the three UN agencies, the relevant government ministries and the CSOs. Although it was meant to meet quarterly, it ended up meeting only once a year.

The core national coordinating structures consisted of the Steering Committee, the Coordinators' Committee (CC) and the TWGs. The Steering Committee was made up of senior programme managers from each of the UN agencies, who met once a month or every two months, while the CC consisted of the coordinators from the three UN agencies. The CC usually met once a week as well as they met prior to the Steering Committee meetings. Both structures focused on coordination and monitoring of the implementation and address any challenges that would emerge.



TWGs were established with core ministries and CSOs for each of the key results areas of law reform, tools development and training and the C4D. The TWG for law reform was chaired by ZLDC, while the TWG for tools development and training was chaired by the DOI. The C4D TWG was chaired by the MCDSW.

Both the Steering Committee and the CC structures worked very well and benefited from good communication and prior scheduling of meetings.

"I have sat on several UN Joint Programmes and this is the best I sat on as it was constructive, collaborative and transparent. It worked well", (KII_UN agency).

The respondents all agreed that the strengths of the TWGs were the capacity of its members and the good working relationships that were established. It was mentioned by two of the UN agencies respondents that the coordinating function of the CCs was time consuming and often conflicting with other responsibilities. Other challenges raised for the national coordinating structures included lack of terms of reference for the TWGs which often left them without guidance, difficulties in convening the TWGs due to other commitments of the members. It was mentioned a few times that the lack of a TWG for the anti-stigma and discrimination campaigns could be the reason why these activities were delayed. Some respondents indicated that they would have liked more involvement of all three UN agencies in the campaign roll out.

When the respondents were asked, 'to what extent has the joint approach of the three UN agencies contributed to achievements?', there was agreement that the project had benefited from the 'one voice of the UN agencies' and from building on the strength and speciality of each of the UN agencies.

10.1.2 Sub-national coordination structures

The main sub-national coordinating structures for mixed migration are the Provincial Joint Operating Committee (PJOC) and the DJOC.

The core functions of the DJOC are to maintain peace and order, provide security through scrutinising and assessing various security concerns, maintain cordial and peaceful relationships with neighbouring countries and ensure that the borders maintain legal operation activities. The DJOC is charged with the responsibility of screening the asylum seekers before relocating them to the refugee settlements. The DJOC is chaired by the army and consists of the DOI and Zambia Police. They meet once a month. One of the respondents described the role of the DJOC:

"There is coordination through the DJOC which is the decision making structure in the district. One of the purpose of coordination was to ensure that stakeholders know the roles that they play in all this and ensure that stakeholders are able to make referral, and if one stakeholder has challenges then a joint solution is arrived at", (KII_District government official)

Some of the strengths identified as a result of the capacity building of the DJOC are that there are less waste of resources or duplication of efforts, key departments have been identified as leads, and roles and responsibilities have been identified. In general, there is better networking, better attitude towards migrants and better coordination. One enabling factor is that the NRM and the other tools were shared with the different stakeholders:

"DJOC is constituted around the security issues so when we went to train them they identified other stakeholders like social workers and NGOs. Prior to our intervention, immigration used to refer children to police but now they refer them to social workers", (National Stakeholder Workshop).

It was mentioned by six out of seven respondents that coordination has improved at the district level as a result of the UNJP, and that there is better referral between the various stakeholders:

"The coordination has improved – sometimes you find that you just communicate between immigration and ourselves but now Zambia police, immigration, ourselves are communicating. They will get in touch with us and we all work together, (KII_District government official).



Some of the initial challenges pertained to different perceptions of migrants:

"The police would regard them as suspects, while an NGO would regard them as someone as deprived of rights", (KII_Provincial government official).

The balance between the knowledge and information sharing and protection of the migrants on one hand versus the security management role of the DJOC on the other hand was a constant challenge. It was addressed by developing comprehensive training tools with reference to the international conventions that the GRZ is a signatory to.

"To bring especially law enforcement officers together and train them on matters of protection was a little strange for them as they are trained to arrest migrants and not to protect them. It is difficult to change their mindset and we needed to come up with elaborated training tools and brought out all international instruments that Zambia is signatory to, in order to show them that this is the will of your government", (KII_National government official).

One respondent raised a concern that some migrants abuse the system now that they are not taken to a prison. They stated that migrants run away from the shelters, which are operated by social workers and not law enforcement agents.

Besides the DJOC, it appears that for the C4D TWG there were some task forces for each of the three targeted provinces. These provincial task forces included the teachers, the COR, UNHCR, MCDSW and the Zambia Police.

10.1.3 Contribution of UNJP to improved coordination, systems and services

Respondents agreed that the various TWGs have brought government officials together. Additionally, they said that there is less silo-thinking, as they collaborate and are able to identify and refer cases to the right officials. It was raised that because they have attended training together they all 'speak the same language' and it is therefore easier to refer cases to each other. While the national structures like the Steering Committee, CC and the TWGs were all established as part of the project, the PJOC and the DJOCs were already in existence; however, they became more efficient as a result of the UNJP.

"We have direct contacts, I can pick up a phone and call a colleague at the police or partners to seek assistance in shelter for instance", (KII_Provincial government official).

The UN agencies have seen an increase in caseload as frontline officers now know how to refer cases correctly. For example, the IOM used to have 25 cases per month, but now they have hundreds. Another example of better cooperation is the joint effort displayed when some migrant children ended up in prison:

"A group of children ended up in prison and the officials got hold of MCDSW and they got in touch with HRC and then they all knew who to call upon to respond to the children. This is a good start, as people know who to work with to push an agenda and there is more coordinated effort to ensure children are protected and repatriated", (KII_UN agency representative).

10.2 Monitoring and evaluation

At the start of the project, the Steering Committee developed a comprehensive Monitoring and Evaluation (M&E) plan to continuously monitor project progress, impact and sustainability. The M&E plan: a) tracks progress of project implementation; b) provides information for decision-making; c) prioritises allocation of resources for project activities; and, d) gathers information for the evaluation of the project's impact.⁷⁹ The M&E plan linked activities to the project's outcomes, outputs, results and objectives and ensured that project activities successfully promote the realisation of the basic rights of vulnerable children and other persons of concern, in a gender-sensitive manner and

⁷⁹ See project proposal, the action.



follows a human-rights based approach. The M&E plan has been used for identifying any need for project revisions. In the initial phase of the implementation of the project, additional indicators were developed as they were found necessary to track progress.

The evaluation team found that the project has not had a clear baseline and hence it has been difficult to ascertain the changes. Despite conducting general assessments prior to developing (e.g., the C4D and the anti-stigma and discrimination campaign) there was no pre-and-post event assessment per event and per individual for any activities, including training and campaigning. Assessments would have been useful to gauge the impact of the project. Other challenges pertaining to the Logframe and the M&E plan include that the impact indicators repeat the outcome indicators, the impact indicators are not directly related to the overall objective, some indicators are not measurable, and there is non-alignment of the Logframe and M&E plan in some instances.

Furthermore, there was a sense of confusion around the M&E responsibilities by the lead ministry for the anti-stigma and discrimination campaign.

"Funding sometimes came straight from here to the provinces. That worked well in terms of accountability and reduced the red tape for us and the time it would take to relay the funding onwards, but it may also have been a negative in terms of retirements as UNICEF would ask us for feedback on the use of the funding but it had gone straight to the provinces. We would then have to follow up on details in which you were not involved in the beginning", (KII_National government official).

Additionally, implementing partners found that there was no guidance in terms of M&E. They also felt that it took a long time to receive feedback related to M&E.

10.3 Key point summary

- At national level, the project successfully established coordinating structures like the Steering Committee, the CC, the C4D, and the TWGs for law reform, tool development and training;
- The national structures worked well, due to the capacity of its members and the good relationships built;
- The challenges were however extensive. These included time spent by the coordinators on the project, lack of terms of references for the TWGs and lack of a TWG for the anti-stigma and discrimination campaign;
- At the sub-national level, the project supported the pre-existing PJOCs and DJOCs by making them more efficient;
- Overall, the project has reduced silo-working by officials and has increased collaboration between relevant parties;
- The logframe and the M&E plan have some flaws in that the impact indicators repeat the outcome indicators, the impact indicators are not directly related to the overall objective, some indicators are not measurable, and there is non-alignment of the Logframe and M&E plan in some instances;
- Despite having a comprehensive M&E plan, the lack of baseline data and pre-and-post event assessment per event and individuals makes it difficult to measure impact of the project;
- Furthermore, there has been some confusion on the M&E responsibilities pertaining to the anti-stigma and discrimination campaign.

This section describes and analyses the coordination structures at national and as sub-national level as well as how the UNJP has contributed to enhanced coordination. A short description of the monitoring and evaluation mechanisms is furthermore provided.



11 Presentation of findings for efficiency

11.1 Allocative Efficiency

Allocative efficiency concerns whether available resources have been allocated to their best possible use within a programme as opposed to some alternative allocation. This would include measures of financial efficiency, which usually measures how well the money invested in a programme or intervention produces the desired output or revenues for the agency or firm making the investment. Below we consider some key aspects of allocative efficiency.

- **Is the allocated budget being fully spent?**

On this count, the available documentation suggests that the full budget has been spent. In fact, the Donor Financial Reports show that by 2015, the project budget had been exceeded by US\$390 009.40. This over-spend, however, occurred in 2015, with substantial transfers and grants being made to counterparts. In both 2013 and 2014, the available budget was not fully spent with the unspent allocation being significantly higher in 2012-2013, constituting 19.5% of total funds received compared to 4.8% underspending of cumulative funds received in 2014. This suggests a cautious approach to spending in the early years of the project and may also reflect delays in implementation as reflected in the Interim Reports.

- **Does the budget allocation reflect stated programme objectives and goals?**

The project has two specific objectives against which budget allocation/expenditure should be assessed, namely:

- 1) Upgrading of Zambian laws pertaining to vulnerable children and persons of concern, and establishment of mechanisms for their enforcement
- 2) Contribute to institutional development and capacity building of service providers and the judiciary to identify, prevent, protect and respond to cases of unaccompanied minors, child VOT and asylum-seekers which result from migration.

The chart below reflects the allocation of accumulated expenditure for 2012-2015. These figures are based on the 2015 Dash Donor Statement of Account. Over this period, nearly three quarters (73%) of the accumulated expenditure went to transfers and grants to service providers. This is in line with the stated programme goals and objectives to contribute significantly towards institutional development and capacity building of service providers in this domain. In other words, significant resources have been allocated to allow implementing partners to do the work required. The next largest budget item was for staff and other personnel costs, amounting to 11% of total expenditure. Infrastructure costs (in the form of furniture and other service costs) appear to have been kept relatively low.

Source: 2015 Dash Donor Statement of Account



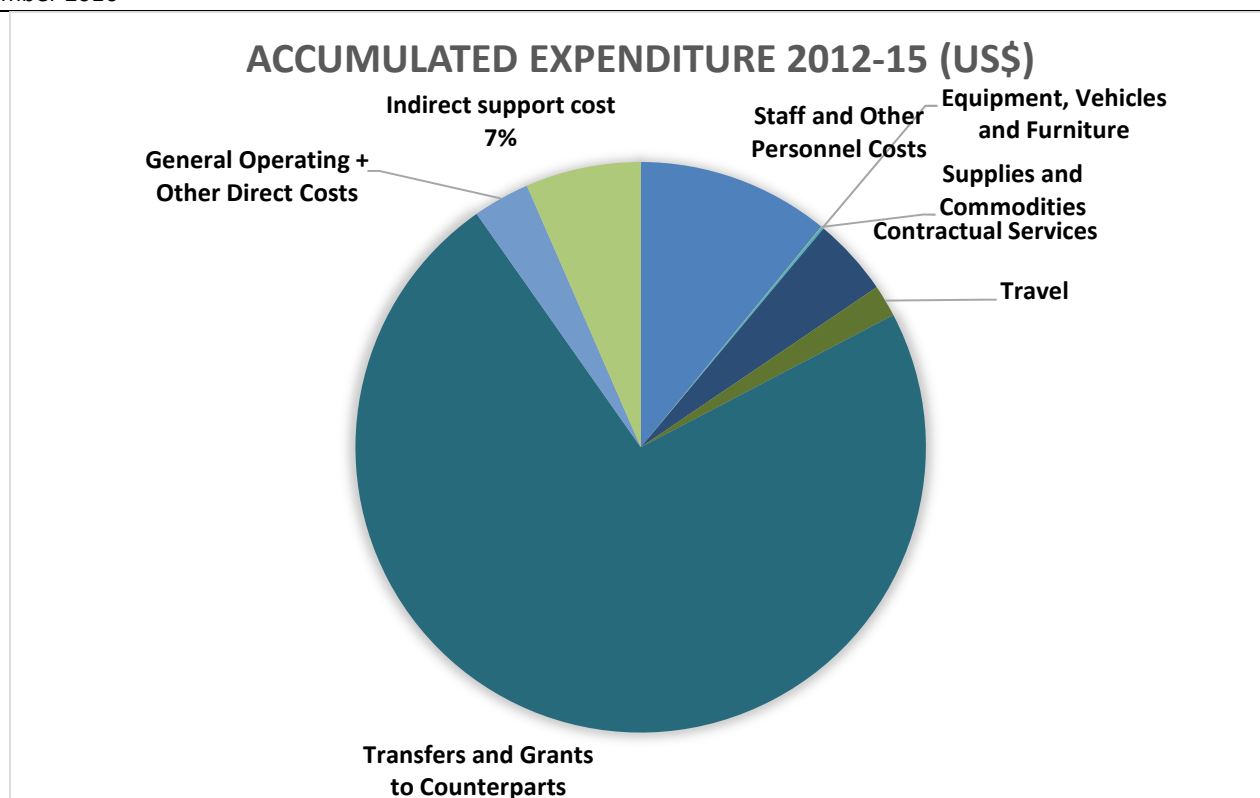


Figure 1 Accumulated expenditure 2012-2015

Moreover, if one considers allocated expenditure by result category, it's clear that significant portions of the budget have been allocated to activities that do allow for the identification, prevention, protection and responsiveness towards vulnerable individuals. The figure below (based on the Project Logical Framework document) presents expenditures by result category and demonstrates that a significant share of the budget went towards activities that sought to reduce stigmatisation of and discrimination towards vulnerable individuals, improve understanding and information access amongst vulnerable individuals/groups, and the development of best assessment or referral procedures for vulnerable children.

In contrast, relatively little of the budget was allocated to objective 1, namely the legislative review. However, since the costs associated with these activities tend to be once-off, this is not surprising nor any need for concern. Importantly, a significant share of the budget has been allocated to the development and refinement of a single data collection system, a key component for the ongoing success and sustainability of the project.

In sum, the budget allocations reflect the project priorities appropriately.

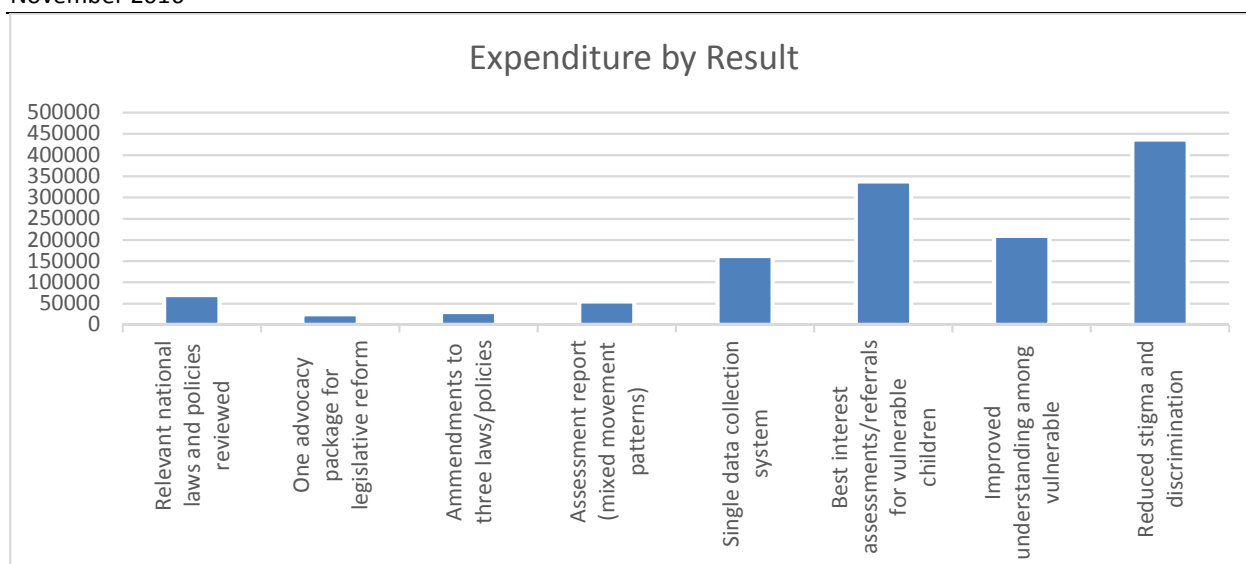


Figure 2 Expenditure by result area

11.2 Productive Efficiency

Productive efficiency typically measures how well the money invested in a programme or intervention produces benefits to society. This is usually more difficult to measure, especially in programmes such as this one where many of the benefits delivered are intangible. Below, we consider aspects of productive efficiency.

- **What is the value of the assets or benefits created by the project, be it physical assets or human capital investments?**

There is little doubt that the project has yielded substantial benefits. Evaluating many of these, however, is difficult, given their intangible nature.

Benefits include legislative reform, which will contribute towards the implementation of a legislative framework supportive of vulnerable individuals – a critical intervention, but one that cannot be easily priced. Similarly, the benefits arising from the refurbished referral/assessment centres extends beyond the money spent on refurbishment, to the psychological benefits it confers to those who seek help at these sites. Finally, the delivery of high quality training in best practice is also difficult to price properly, since it transforms the way that services are delivered, creating more caring, better informed and skilled service providers, who in turn, become an asset to those seeking help. Simply put, the project activities have delivered benefits in the form of both physical and human capital investments, all of which will continue to yield benefits well into the future, with the result that their true value will almost certainly exceed their cost of provision.

- **How do cost-benefit ratios compare across implementing partners?**

UNICEF, IOM and UNHCR constitute the three UN implementing agencies. The project partners co-operate through weekly meetings and work closely with government partners for the implementation of project activities. The strength of these partnerships, complemented by the work of non-governmental service providers, has been critical for the successful implementation of project so far.

It is difficult to assess cost-benefit ratios across implementing partners, since budgetary breakdowns and reporting do not specifically attribute project benefits to particular agencies. In our requests for materials, we corresponded with Maud Fortuyn who confirmed the following in writing: “As a non-profit entity, we do not have profit and loss accounts and we do not produce statements of income and expenditure at the project / grant level. We trust the donor



statements and the consolidated statement are sufficient.” Moreover, even if such statements were forthcoming, it would still be difficult to assess benefits properly, since many of the benefits arising out of this project are intangible (as discussed above).

We are able, however, to look at operating cost budget share by implementing agency. This is based on the 2015 Dash Donor Statement of Account, and reflects operating costs. It is evident that IOM accounts for the largest share of budgeted costs in terms of travel and human resources. In contrast, budget allocation in terms of equipment and supplies, and local office needs, is far more equitably distributed.

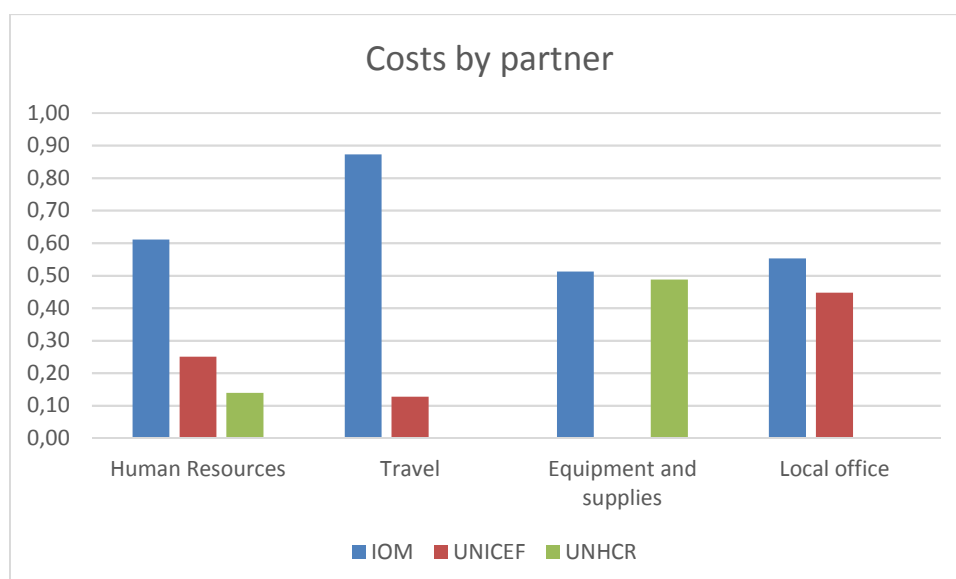


Figure 3 Costs by partner

- **Do programme activities contribute to improved social and economic well-being of participants and their communities?**

As outlined earlier, the project has been very successful in exceeding its targets for the number of vulnerable children provided with assistance, both in terms of initial screenings as well as ex-post assistance. Certainly, this will have impacted upon the social and emotional well-being of these individuals and their immediate families and, as the programme continues to grow and greater numbers of individuals receive the help they need, one would expect to see improved well-being at a community level.

It is not possible, given the available documentation, to properly assess the extent to which the programme has improved the economic well-being of these vulnerable individuals.

11.3 Sufficiency of project timeframes and funding

All of the respondents involved in primary data collection who answered the question regarding sufficiency of project timeframes⁸⁰ felt that the time allocated for project roll-out was insufficient. However, it should be noted that delays during initial project phases; for example, during the law review process and the formulation of the communication strategy, contributed towards time constraints for work related to these result areas in the latter half of the project.

Feedback regarding the sufficiency of funding was mixed. Four of the ten respondents who answered this question felt that project budget allocations were sufficient to enable delivery on all planned activities. The remaining six,

⁸⁰ Eleven respondents answered this question and all of them indicated that the project timeframes had been insufficient. The respondents included district and provincial government officials as well as non-state actors.

however, felt that funding had been insufficient and reported that budget constraints had necessitated the adjustment of project-related targets and, in some cases, the cancellation of planned activities. In addition, lengthy initial budget negotiations and delays with funding disbursements to government and non-government project partners were noted as constraints on implementation. Despite this, both government and non-government project partners felt that project outputs had - in general - been achieved.

11.4 Extent of UNJP reducing transaction costs for government

Reduction of transaction costs typically means that it is easier for government to deliver on its mandate to identify, protect and respond to cases of child VOT and exploitation. In this regard, the project has made a substantial contribution.

- The legislative review process has required significant collaboration amongst state institutions through the working group to provide technical and financial support to the ZLDC. Thus, the project has set the platform for inter-ministerial collaboration, making future engagements and co-operation easier. The challenge is to further strengthen these relationships and not let them stagnate.
- The project has evidenced good collaboration by the three UNJP agencies (IOM, UNHCR, UNICEF), particularly in the assessment report detailing mixed movements and vulnerabilities of children. In addition, CSOs and community groups participated in the public hearings around legislative reform, which certainly helped create further awareness and public engagement. To the extent that this sort of civic engagement and partner agency collaboration can be further harnessed in this arena, and perhaps even facilitate public-private partnerships, this will further reduce transaction costs for government in delivering on their mandate.
- The implementation of a single data collection system cannot be underestimated in reducing transaction costs. Having up to date, easily accessible data is key in assisting vulnerable individuals, and widespread training means that multiple government departments and agencies should be able to use and access the data for their purposes. All of this should assist them in doing their jobs more effectively.

11.5 Key point summary

- The full project budget was spent with some overspending reported for 2015.
- Underspending was noted for the initial phases of the project, which indicates a cautious approach to spending, plus reflects initial implementation delays.
- The project budget allocation appropriately reflects the project objectives and desired outcomes.
- Project timeframes were regarded by respondents as being insufficient. However, this may be the result of the previously mentioned initial implementation delays.
- Responses regarding the sufficiency of budget allocations were mixed. However, project partners reported achieving planned outputs.
- The project has yielded substantial benefits, including a substantial contribution to the reduction of transaction costs for government.

12 Presentation of findings for sustainability and scalability

This section of the report offers a summary of the findings relating to sustainability and scalability of the UNJP.



12.1 Key enablers of project sustainability

While no exit strategy was formulated for the project, the following key enablers of project sustainability were noted in the course of this evaluation.

Project approach

The collaborative approach adopted by the UNJP was noted by evaluation participants as a key contributor to the sustainability of project outcomes for the following three reasons:

- a) This approach has enabled the establishment of coordination structures, such as TWGs, task forces and action teams, many of which will continue to function beyond the lifetime of the project. Given the multi-sectoral nature of many of these structures, respondents noted that they have facilitated and enhanced inter-governmental relations as well as government and civil society collaboration.
- b) In addition, the collaborative approach has enabled sharing of expertise and experience, which has heightened the effectiveness of project interventions, whilst simultaneously encouraging cross-institutional understanding and support. It is argued that this has established a sound foundation for further collaboration in the future, which will also contribute towards project sustainability.
- c) Finally, the collaborative approach has facilitated government buy-in and ownership of the project and its results. This was enhanced by the mechanism of government leadership in the undertaking of key project activities.

Supporting this argument are the various examples of government ownership of the project. These include future mainstreaming of anti-stigma and discrimination messaging into the school curriculum by the MGE, which will help to sustain knowledge and understanding of issues relating to vulnerable children and persons of concern. Stakeholders in the same ministry reported a review of guidance and counselling activities to ensure that they are migrant-sensitive and thus will address the needs of migrant / refugee children and their families. Stakeholders in the MCDSW reported the mainstreaming of care and support provision to vulnerable persons into their services, while the Zambia Police have reportedly incorporated a human trafficking component into the police training curriculum.

Project outputs

As noted above, in section 11 of this report, the project outputs themselves are key enablers of project sustainability. For example, the progress made in the legislative review bodes well for the sustainability of the project in that a framework for legislative and policy reform has been set in place.

Similarly, the development of tools, such as the NRM, and SOPs are contributors to project sustainability as these will continue to be used by service providers going forward. Database upgrades and the construction/refurbishment of assessment and referral spaces are also project outputs that will contribute towards sustainable project outcomes. While government respondents included in primary data collection did express some concern regarding the adequacy of resources to carry database project activities forward⁸¹, existing government budget allocations are expected to cover maintenance and running costs, which seems reasonable and financially manageable. It is anticipated that the government will be also be able to advance plan the costs related to replicating this action to other geographical areas. This will need to be closely monitored going forward to ensure that the database upgrade does, in fact, continue.

Training

⁸¹ This included concerns regarding budget for the procurement of the necessary hardware/ICT requirements for data collection system expansion across border posts and prisons.



The project's approach to training is also a key contributor to sustainability. For example, IT staff have received intensive, specialised IT TOTs (TOT) to ensure there is capacity within the department to use and maintain the upgraded database system. Similarly, a TOT approach was used for broader dissemination of the C4D strategy. Involving key personnel from relevant government departments in the delivery of training ensures that knowledge transfer can continue beyond the life of the project.

Training has also been delivered on best practice in assessment, referral and protection services with the idea that this (in conjunction with the use of the tools noted above) will sustain good practice beyond the life of the project. Again, in this domain, regular monitoring and possibly mentoring of trained trainers is required and plans should be made for refresher courses at periodic intervals to cater for staff mobility, new appointments and to ensure that knowledge is continuously updated.

Also worth mentioning here is the participatory process performance or PPP technique utilised by Barefeet Theatre for capacity building of peer educators and local theatre or performing groups. The PPP model enables the development of messages and performances via a participatory process that commences with the discussion and clarification of key concepts and issues. In this way, skills are embedded within a broader understanding of the issues being addressed, which – it might be argued – will ensure that those capacitated utilise and sustain the newly acquired skills.

12.2 Key barriers to project sustainability

The most frequently noted barrier to project sustainability is access to necessary funding. However, as noted above, careful planning and budgeting should enable replication of systems, such as the database, and structures, such as assessment and referral spaces, to those areas where these are most urgently required.

Barriers to sustainable outcomes of the anti-stigma and discrimination campaign include structural barriers, the short campaign timeframes, the fairly localised reach, and the 'once-off' nature of awareness raising activities. However, once again, careful planning and the strategic selection of future sites for campaign interventions could offset this.

12.3 Project scalability

In every respect, it would appear that the project activities are easily scalable. Core infrastructure (such as the single data collection system and provision of referral and assessment spaces) is now in place to support rapid and sustained expansion of project activities. This has been a key achievement of the project to date. Training activities have achieved scale, meaning that ongoing training activities can be easily facilitated and sustained, and that the capacity to continuously improve human resources and skills required in border assessment centres is available. Finally, incorporating content concerning stigma and discrimination into the educational curriculum or into teaching and learning activities is being considered. Should this proceed, it will provide a cost-effective way to scale campaign project activities.

12.4 Key point summary

- No exit strategy was formulated for the UNJP.
- However, key features of the project will contribute towards sustainability of achieved outcomes.
- These include the collaborative project approach, project outputs – such as the legislative review; the developed tools; database upgrades and the construction/refurbishment of



assessment and referral spaces – and the training methods utilized for capacity building or TOTs.

- Furthermore, it appears as though project activities will be easily scalable.

13 Conclusion

This evaluation has found that the UNJP was built on relevant lessons learned and recommendations from a previous project and included a human rights and a gender based approach. Whilst it was designed by the IOM, UNICEF and UNHCR with limited consultation by other stakeholders, nearly all respondents felt that the UNJP was relevant to the needs of migrant children and persons of concern.

Under objective 1 the law review process produced at least three reports with recommendations for law reviews and two advocacy events were conducted. However, the slow law reform process, concurrent constitutional process and the presidential election has meant that the two bills are yet to be submitted to Parliament.

Most of the activities under objective 2 have been achieved with some targets being exceeded. An assessment report on migration flows was produced and disseminated; the NZIMS system was upgraded and officials were trained in the system; protection tools for vulnerable migrants were developed and shared at regional and cross border meetings; and eight interview spaces have been upgraded or constructed along the busy border areas. Furthermore, a communication strategy and training package on safe migration, asylum processes and the dangers of human trafficking and exploitation was produced and shared with district level stakeholders; campaign messages were formulated with youth and teachers; and a wide variety of awareness raising and training activities were rolled out in three targeted provinces. Whilst the capacity building of school staff and peer educators was highly effective and well-received, the project and funding delays impacted negatively on the time available for school- and community-based activities and on the finalisation and production of campaign materials.

This evaluation has found that the UNJP activities have contributed to improved capacity of district, provincial and national immigration and correctional services officials to collect and share data within and across departments; and improved assessment and referral procedures for vulnerable migrant children and persons of concern. This has resulted in a steady increase in the number of vulnerable children and persons of concern being referred for individualised protection services. Furthermore, the awareness raising activities have contributed to higher level of understanding amongst targeted service providers, learners and teachers on the dangers of trafficking and safe migration practices; although impact at community level has been less substantial.

Overall, the interaction of these programme results have made a significant contribution towards mitigating the vulnerability and increased protection of children and other target populations at a high risk of trafficking and exploitation due to migration.

Despite the absence of a project exit strategy, these outcomes will be sustainable due to a number of key features of the UNJP. These include the collaborative project approach; and the project outputs such as the legislative review, tools, database upgrades, and refurbishment of assessment and referral spaces. In addition, the training methods and approaches utilised for knowledge dissemination and capacity building will also make a sound contribution towards sustainability of outcomes. However, there are some challenges influencing sustainable change including access to funding, structural barriers to higher levels of tolerance and integration of refugees, and the short, localised and 'once-off' nature of the anti-stigma and discrimination campaign. However, careful planning and budgeting as well as the proposed government methods for mainstreaming of key anti-stigma messages into the school curriculum may help to offset these challenges to some extent.

The outcomes reported above have been supported by the UNJP institutional arrangements, M&E and coordination. The SC developed a comprehensive M&E plan although the lack of baseline data and pre-and post-event assessments



has led to difficulties in ascertaining the changes as a result of the project. Furthermore, there has been some confusion around the M&E responsibilities of the lead ministry and the implementing partner of the anti-stigma and discrimination campaign.

The project successfully established national coordinating structures and TWGs; and at sub-national level the project supported the already established coordinating structures of the PJOCs and the DJOCs. The national structures worked well due to the capacity of its members and the good working relationships established but faced some challenges such as a lack of terms of reference for the TWGs and a lack of a TWG and joint efforts for the anti-stigma and discrimination campaign. At sub-national level the structures enhanced coordination, networking and referral abilities despite constantly facing the challenge of balancing their security management role with the provision of protection for migrant children. Overall, the project has contributed to less silo-working and better collaboration between relevant parties as a result of increased knowledge of referral mechanisms.

Finally, the results of the efficiency analysis show that the full project budget was spent. They also show that the project budget allocation reflects the project objectives and desired outcomes appropriately. Project timeframes were generally insufficient and responses were mixed regarding the sufficiency of funding. Despite this, project targets were generally met and, in many instances, exceeded. Additionally, the UNJP has laid the basis for ongoing inter-ministerial and inter-agency collaboration. This collaboration, together with the introduction of the single data collection system, holds the promise of significantly reducing transaction costs for government.

14 Good practices and lessons learnt

14.1 Project design

- Key stakeholders at national and sub-national level should take part of the design of the project;
- Taking advantage of each UN agency's respective subject expertise is a good model for the design;
- Ensuring access to shelters should form part of similar projects.

14.2 Objective 1

- A legal reform provides a solid foundation for a project on protection of migrant children;
- A collaborative approach ensures more buy-in from the stakeholders;
- The establishment of a representative TWG with skilled members and led by an experience ZLDC is a good model to apply with similar projects;
- Consultation in the provinces is a good model for upstream work as it brings more richness and new dimensions to the issues;

14.3 Objective 2

With reference to Result Area 2.1 to 2.3 specifically, the following key lessons have been learnt:

- Initial assessments such as the cross-border assessment should be undertaken prior to project roll out so that it can inform the design of the UNJP.
- The highly inclusive process of developing the protection tools (NRM and SOPs) ensures buy-in from all departments and increases the likelihood that tools will be relevant and user-friendly.
- Piloting the protection tools at the busiest border point is a good practice to allow for insight into practical application and impact on operations.



- The inclusion of a range of stakeholder groups in training of the protection tools is a good approach; it contributes to the sharing of knowledge and cross-sector learning.
- Training on protection tools should not be targeted at frontline officials only; training should also include higher-level officers responsible for decision making. This will increase traction and implementation of the protection tools in the workplace.
- The widespread sharing of the NRM and SOPs at international forums, regional and cross-border meetings is a good practice. This practice can lead to neighboring states following similar procedures, which contributes to improved cross-border coordination.
- The lack of harmonised child protection and migration legislation in the region is a barrier to implementing decisions and recommendations for the protection of vulnerable migrant children and persons of concern.
- The training of both front-line officials in data management and technical assistants in trouble-shooting and supporting the system roll-out is a good practice for ensuring sustainability of system use.
- When rolling out national-level training, it should not be assumed that trainees will share their new knowledge with colleagues. Training should therefore be coupled with mentoring and follow-up to facilitate knowledge-sharing.

With reference to Result Area 2.4 and 2.5, the following key lessons have emerged in the course of this study:

- The adoption of a TOTs / training of peer educators approach in each of the abovementioned results areas is a sound sustainability measure.
- Furthermore, the inclusion of teaching staff in the anti-stigma and discrimination campaign ensures that support and guidance is provided to learners. Additionally, given the annual exit of learners from the school system, this inclusion ensures a measure of sustainability for the campaign.
- While the communication assessment provided sound evidence for the formulation of the two communication strategies, the lack of a thorough analysis of the media landscape in Zambia has limited the potentially powerful role of the media in the project's communication strategies.

With reference to Result Area 2.5 specifically, the following key lessons have been learnt:

- Government is a key stakeholder in terms of facilitating access to target audiences and providing the necessary expertise and project implementation support. For this reason, it is important to ensure that they are involved from project inception phase in order to facilitate buy-in, increased ownership of the project, and to prevent implementation delays.
- The utilisation of a participatory approach ensures that campaign conceptualisation and message development is relevant to the needs of the target group/s. It is also a key strength because it facilitates pre-communication campaign buy-in and support. Therefore, it is important to include the wider community in these processes, as well.

14.4 Efficiency and sustainability

- Clear scheduling of project activities and the timely finalisation of preliminary budget negotiations are key to ensuring timeous project implementation.
- Furthermore, the involvement of all relevant stakeholders from project inception is vital in ensuring that buy-in and consensus can be timeously obtained. This limits subsequent activity delays.
- While the preliminary phases of the project are characterised by cautious underspending, feedback from respondents regarding funding disbursement delays indicates that bottlenecks may have also played a role. For future projects, it is recommended that the necessary systems are in place for regular and timely budget transfers to implementers prior to the project's roll-out.



- Key lessons learnt in the course of the implementation of this project include the use of the TOT approach for continuation of capacity building and knowledge transfer beyond the lifespan of the project. However, to facilitate these activities, support, mentoring and monitoring systems have to be set in place. Furthermore, it is advised that future TOTs be rolled out at provincial and district/frontline levels in order to ensure that it is not only implementers, but also policy makers, who are being capacitated. This will also ensure that a higher number of trained trainers are available to cascade training initiatives in the event of going to scale.
- Another key lesson learnt is that the formation of multi-sectoral oversight and management structures are a key part of sustainability measures. If possible, however, this should be taken one step further through the creation of focal points for mixed migration in each of the participating departments / organisations, who can serve on the structures as well as ensure that migration issues are incorporated or mainstreamed into the general functioning of the participating department or organisation.

14.5 Institutional arrangements, coordination and M&E

- The establishment of TWGs is useful to ensure collaboration between the relevant stakeholders from government and CSOs;
- The training of members of existing structures like the PJOCs and DJOCs can lead to attitude changes toward migrants and better cooperation between stakeholders.

15 Recommendations

The UNJP was terminated in June 2016; however, the following set of recommendations are made with the intention of informing any future programme planning for protecting migrant children from trafficking and exploitation both in Zambia and regionally. They are directed at future programme planners from government, UN agencies, and implementing partners.

15.1 Recommendations for objective 1

- When conducting similar projects, it is recommended to commence by conducting a review of the domestic legislation. The review should assess whether laws and policies are aligned with international conventions, standards and commitments on migration, including its dynamic nature. Based on the findings of this legislative review, recommendations should be drafted and advocated for.
- Buy-in for the law reform from government officials should be obtained at the project's outset.

15.2 Recommendations for objective 2

Recommendations relevant to Result area 2.1 to 2.3 are noted below:

- When assessment reports are produced, such as the one on mixed-migration flows, they should be distributed not only to national officials, but also to district-level officials who work with vulnerable migrants and persons of concern. Accordingly, it is important to include additional budget for the distribution of printed copies of such reports and not just electronic copies.
- Provincial-level stakeholders should be included in capacity building activities to support oversight and monitoring of activities at district level. Since it is often difficult to mobilise senior officials at this level, it is suggested that existing meetings or workshops could be tapped into for such training.
- The implementation of data collection systems such as the NZIMS system should be monitored and evaluated during roll out so that sufficient evidence can be used to request scaling up of the system to cover all border points and correctional services.



- In future, the training on the protection tools should be integrated into the curriculum of frontline service providers, including social workers, immigration officers, police officers, prison officials and the judiciary.⁸² The training could also be integrated into other training activities undertaken by UN agencies, such as the UNICEF orientation of magistrates on child protection.
- Any future training activities on the protection tools and NZIMS should be coupled with mentoring and follow-up to ensure that the new knowledge is shared with colleagues in the workplace.
- Cross-border dialogue meetings should include a training component. They should also be included in government budgets so that they can be held on a regular basis, as they play a critical role in strengthening linkages and coordination across borders.
- The UN agencies and implementing partners should enhance advocacy for government to address gaps in services for vulnerable migrant children and persons of concern including access to social workers at the border and translation services.
- In order to address the gaps in shelter services for migrant children, particularly the shortage of shelters for boys, the work undertaken by UNICEF to support the MCDSW in this regard should be continued. This includes the assessment of 182 Child Care Facilities in the country (CCF); development of Minimum Standards for CCF; and the redirecting of energies towards providing support to children in need of short term care such as abused, migrant and trafficked children.

Recommendations relevant to Result Area 2.4 are noted below:

- Strategies to enable ongoing support of trained trainers and to facilitate further training roll-out need to be set in place during the project planning phase of future interventions. This must be accompanied by the necessary budget allocation to ensure that the TOT sustainability measure can be implemented effectively following project cessation. Where possible, the project must advocate for government to provide the budget for support and further training roll-out.
- Media representatives need to be involved in communication strategy and package development to ensure that any possible constraints on their ability to formulate and disseminate migrant-sensitive messages can be timeously addressed. It is also recommended that a decentralised approach to this process be adopted. This will ensure that all media practitioners, including those catering for urban audiences, as well as smaller or rural community contexts, will be able to participate.

Recommendations relevant to Result Area 2.5 are noted below:

- Follow-up mentoring and support should be provided following capacity building for awareness-raising campaigns, particularly when the topic is sensitive, controversial, and involves highly vulnerable groups.
- In addition, it is proposed that a risk assessment and a risk management plan be compiled for future campaigns that deal with sensitive and controversial subjects.
- When learners are a key communication campaign target group, it is recommended that capacity building interventions be repeated at regular intervals. This will allow future projects to address challenges relating to staff turnover and/or transfers as well the transitional nature of school learners. This is also important in ensuring that the necessary support can be provided on a continuous basis to those schools implementing campaign activities.
- Another sustainability measure is the establishment of clubs for school leavers who may wish to continue their involvement in campaign activities. These club members could also serve as a valuable mentoring resource for newly capacitated and recruited learners.

⁸² This has good synergy with an associated project where IOM has been working with relevant departments i.e., Department of Immigration Zambia Police, Prison Services and Department of Social Welfare to integrate Mixed Migration into their existing curricular. The standard curricular for the above three departments was developed and endorsed by training officers from the three institutions.



- Local and refugee community leaders should be brought on board when planning and implementing future anti-stigma and discrimination activities.
- When working directly with learners, it is important to also involve parents/caregivers as a specific target group. This is required to ensure that there is adequate support for the youth in their execution of campaign activities.

15.3 Recommendations for institutional arrangements, coordination and M&E

- For future projects like this, a TWG for anti-stigma and discrimination campaigns should be established;
- M&E responsibilities should be clearly outlined in a memorandum of understanding;
- Where possible, a baseline study should be conducted in order to ascertain impact;
- Prior to the commencement of the implementation, various tools should be developed. They should include pre-and post-event assessment forms so that changes in knowledge, attitude and behaviour can be measured.

15.4 Recommendations for sustainability

- It is recommended that mixed migration and anti-stigma related issues be incorporated into the school curriculum. This should be accompanied by the training of counsellors and teachers to ensure that they are well-capacitated to deliver the content.
- Finally, it is recommended that mixed-migration and anti-stigma related issues be incorporated into the curricula at higher education / tertiary education institutions. This will enable the development of a body of expertise on this global and vitally important phenomenon.



Annexure 1: Detailed methodology and sample

The evaluation used a participatory qualitative methodology, combining document review, workshops, focus groups and semi-structured interviews. The evaluation process undertaken is outlined step-by-step below.

Document review

The evaluation team reviewed all project documents related to the UNJP. The main objectives of this exercise were to: familiarise the Southern Hemisphere team with the project; help develop appropriate questions; and triangulate data during analysis. The relevant documents were identified at the planning workshop and are listed in annexure 9 of this report.

Planning workshop and review of programme results framework

As part of our participatory process, Southern Hemisphere conducted the preparatory planning and inception meeting on 26 July 2016 which was attended by UN partners and relevant stakeholders. At this workshop the participants undertook a high level progress review of the project using the project logframe.

Key Informant Interviews

Three KIIs with the coordinators and Steering Committee members from UNICEF, UNHCR and IOM were undertaken as part of the planning phase of the evaluation. The purpose was to orientate the evaluation team to the project so as to understand how the project was designed and conceptualised; and to gain high-level insight into the programme and its implementation.

Design of data collection instruments

Based on the documents reviewed and KIIs, the consultants developed 15 evaluation instruments. The instruments were also informed by the questions identified by the stakeholders in the planning workshop. The instruments are attached to annexure 4 of this report.

1. KII implementing UN agencies – IOM, UNICEF, UNHCR
2. KII national government officials
3. National stakeholder workshop schedule
4. KII provincial and district government officials – border communities
5. KII provincial and district government officials – host communities
6. KII caregivers at shelters
7. FGD DJOC
8. KII implementing partners – Barefeet Theatre
9. KII parents and caregivers of vulnerable children
10. KII children who are beneficiaries of protective services
11. KII children who are beneficiaries of stigma and discrimination activities
12. FGD children who are beneficiaries of services
13. FGD children who are beneficiaries of stigma and discrimination activities



14. SSI Community leaders (including refugee leaders)

15. SSI School staff

All instruments were finalised following input and approval from the Steering Committee members. The key informant interview schedule and focus group schedule for vulnerable children was translated into Amharic. The consent and assent forms pertaining to the same stakeholder group were also translated into these languages.

Inception report

An inception report was produced and finalised following input from the Steering Committee.

Research ethics and ethical clearance

Due to the nature of the sample's makeup (vulnerable migrant children) and the sensitive topics covered, ethical clearance was obtained for this evaluation from Eres Converge (see annexure 10 for ethical clearance letter). All UNICEF ethical guidelines regarding issues of confidentiality and not exposing the child to danger were respected throughout. The following research ethics were adhered to by the study:

- All beneficiary participants in the evaluation are fully informed of the evaluation process and are knowledgeable of their right to participate or withdraw from the study at any point.
- The confidentiality of information collected will be maintained.
- Where applicable, all minors (under the age of 18 years) have received signed consent from an adult guardian assigned to their care (e.g., parent, social worker, shelter employee).
- Individuals involved in cases will not be identifiable directly or indirectly.
- Facilitators and fieldworkers are equipped with the right skills and background to facilitate workshops with community members and minors.
- The study process is empowering for participants (e.g. questions are asked in a way that is pitched at the right level, interviewers are appreciative of information provided by participants, participants benefit from reflecting on the program and/or their lives).
- Back up counselling support should be made available by the client and offered to all beneficiaries who may require further support after the interviews/FGDs.

Fieldwork: Qualitative data collection

The fieldwork was conducted by three senior consultants from Southern Hemisphere and a team of local fieldworkers from 3C Regional Consulting. One of the FGDs included vulnerable children from Ethiopia and was supported by a translator who spoke in Amharic. The fieldworkers were trained on the instruments prior to going into field and fieldwork took place from at national, provincial and district level from 12 to 16 September. Some follow-up interviews took place from 19 to 23 September.

Data collection

Interviews with key informants at national, provincial, district and community levels

KIIs were held at national, provincial and district level with key informants from UN agencies, government and non-state actors who are responsible for the design, oversight, and implementation of the programme. Key themes explored were the insight into the programme's effectiveness, efficiency, relevance, sustainability and lessons learnt including good practices of joint programming. Assessment of the cross-cutting issues (gender and human rights based approach) were also explored.



KIIs were also held with members of beneficiary groups (vulnerable children and persons of concern) and community leaders to gain insight into the relevance, impact and sustainability of the programme.

Focus Groups at the national, district and community levels

FGDs were held with the key coordinating structures at national and district which included a multi-stakeholder group at national level and the DJOCs at district level. The purpose here was to obtain insight into the effectiveness of the programme implementation including the level of coordination between key stakeholders and identification of lessons learnt and best practice examples.

Focus groups were also held with vulnerable children to gain insight into the key changes brought about as a result of the programme – both intended and unintended.

The data from the focus group was used to triangulate the information obtained during the KIIs.

Qualitative sample

Sample of border areas and host communities

The evaluation team collected data in two out of the four border areas and two of the three host communities which have been targeted by the programme intervention. These were finalized at the planning meeting and included:

- Chipata (bordering Malawi), Eastern Province
- Chirundu (bordering Zimbabwe), Lusaka Province

The following host communities were visited as they were the target of the stigma and discrimination activities:

- Mayukwayukwa in Kaoma, Western province
- Urban based refugees in Lusaka, Lusaka Province

Sample size

Based on inputs at the planning meeting a purposive sample was selected. A total of 53 KIIs and 6 focus groups were conducted for the evaluation. UNICEF, IOM and UNHCR provided a contact list to the consulting team of key contact persons including telephone numbers, and email addresses. UNICEF, IOM and UNHCR also assisted with gaining access to vulnerable children and a venue for the focus groups at district and community level. IOM mobilised the beneficiary group in Lusaka who derived from border intervention, while vulnerable children were mobilised by Barefeet Theatre in Lusaka and by Guidance teachers in Kaoma.

The tables below capture the total number of interviews and FGDs that were planned and the actual number conducted at national and for each of the sites.

Table 5 National workshops and Interviews - planned and actual

Levels	Stakeholder Group	Method	Explanation	Planned number of interview or focus groups	Actual number of interviews or focus groups
National	UN agencies	KIIs	Coordinators from IOM, UNHCR, UNICEF	3	4 An additional interview was conducted with a



					stakeholder from UNICEF
	Government	KIIs	Government officials who are part of the programme including: <ul style="list-style-type: none"> • MCDSW (SW) • Zambia Police, • Office of the Commission of Refugees • Zambia Law Development Commission • Department of Immigration (MOHA) • Zambia Correctional Services • Ministry of General Education 	7	7
	Multi-Stakeholder group	Workshop	Members of the Steering Committee, Project Task Force and TWG and people participating in evaluation planning workshop (include the HRC)	1	1
Total number of interviews, focus groups and workshops:				11	12

Table 6 Border community: Chipata – planned and actual

Levels	Stakeholder Group	Method	Explanation	Planned number of interview or focus groups	Actual number of interview or focus groups
Provincial	Government	KIIs	Government officials from: <ul style="list-style-type: none"> • MCDSW (SW) • Department of Immigration 	4	3



			<ul style="list-style-type: none"> • Zambia Police • Correctional/prison services 		
District	Government	KIIs	Government officials from: <ul style="list-style-type: none"> • District social welfare officer • Immigration officers working at the border • Zambia Police officer working at the border 	3	2
	Non-state actors	KIIs	Caregiver/director of NGO running shelters located at district level Media practitioner	2	2
	DJOC	Focus group	Coordination structure at local level	1	1
Total number of interviews and focus groups:				10	8

Table 7 Border community: Chirundu – planned and actual

Levels	Stakeholder Group	Method	Explanation	Planned number of interview or focus groups	Actual number of interview or focus groups
Provincial	Government	KIIs	Government officials from: <ul style="list-style-type: none"> • MCDSW (SW) • Department of Immigration • Zambia Police • Correctional/prison services 	4	4
District	Government	KIIs	Government officials from:	3	3



			<ul style="list-style-type: none"> District social welfare officer Immigration officers working at the border Zambia Police officers working at the border 		
	Non-state actors	KIIs	Caregivers/directors of NGOs running shelters located at district level	2	1
	DJOC	Focus group	Coordination structure at local level	1	1
Total number of interviews and focus groups:				10	9

Table 8 Interviews for border areas but carried out in Lusaka – planned and actual

Levels	Stakeholder Group	Method	Explanation	Planned number of interview or focus groups	Actual number of interview or focus groups
Community level	UN Agency	KIIs	IOM focal point	1	1
	Beneficiary groups	KIIs	Caregivers at shelter of vulnerable children	2	2
		KIIs (telephonic)	Vulnerable children (age 16 years and older)	3 (those who have been repatriated)	3 2 telephonic, 1 face to face (1 male, 2 female)
		Focus groups	Vulnerable children (age 16 years and older)	1 (from shelter in Lusaka)	1 (10 participants, all male)
Total number of interviews and focus groups:				7	7



Table 9 Host community: Lusaka - planned and actual

Levels	Stakeholder Group	Method	Explanation	Planned number of interview or focus groups	Actual number of interview or focus groups
Provincial level	Government	KIIs	Ministry of General Education	1	1
District level	Government	KIIs	District government officials: <ul style="list-style-type: none"> Social worker from the MCDSW Official from district department of education / head teacher 	2	2
	Implementing NGO	KIIs	Barefeet Theatre	2	2
	Media	KIIs	Media personnel trained	1	0
	Beneficiary groups	KIIs	Vulnerable children (age 16 years and older)	4	2
		Focus groups	Vulnerable children (age 16 years and older)	2	2 4 participants (3 female, 1 male) 10 participants (5 male, 5 female)
	School teachers/Guidance counsellors	KIIs	School teachers/Guidance counsellors	1	1
	Community leaders	KIIs	Leaders in the community including: <ul style="list-style-type: none"> Traditional leaders around the settlement 	2	1



			<ul style="list-style-type: none"> Refugee Community Leaders 		
Total number of interviews and focus groups:				15	11

Table 10 Host community: Mayukwayukwa - planned and actual

Levels	Stakeholder Group	Method	Explanation	Planned number of interview or focus groups	Actual number of interview or focus groups
Provincial level	Government	KIIs	Ministry of General Education	1	1
District level	Government	KIIs	District government officials: <ul style="list-style-type: none"> Social worker from the MCDSW Official from district department of education 	2	3 Includes additional interview with Police (VSU)
Community level	Beneficiary groups	KIIs	Vulnerable children (age 16 years and older)	4	4 (1 male, 3 female)
		Focus groups	Vulnerable children (age 16 years and older)	2	2 8 participants (5 male, 3 female) 10 participants (5 male, 5 female)
	School teachers/Guidance counsellors	KIIs	School teachers/Guidance counsellors	1	1
	Community leaders	KIIs	Leaders in the community including: <ul style="list-style-type: none"> Traditional leaders around the settlement 	2	2



			<ul style="list-style-type: none"> Refugee Community Leaders 		
Total number of interviews and focus groups:				12	13

Summary of interviews not completed

Host community: Lusaka

- Community leader: No suitable local leader was identified for Lusaka.
- Vulnerable children: Only 2 of the planned 4 interviews with children could be undertaken as the pupils were on holiday during fieldwork period.
- Media personnel: Despite numerous attempts, the identified media practitioner either did not arrive or could not be reached at the time of the scheduled interview.

Border area: Chirundu

- All of the interviews were successfully conducted in Chirundu, with the exception of an interview with a second caregiver / director of a shelter. Unfortunately, no such shelter could be identified.

Border area: Chipata

- The contact names and details of suitable Zambia police officials were not provided.
- An interview with a second caregiver / director of a shelter was not conducted as no additional shelter could be identified.

Data capturing, quality control and analysis

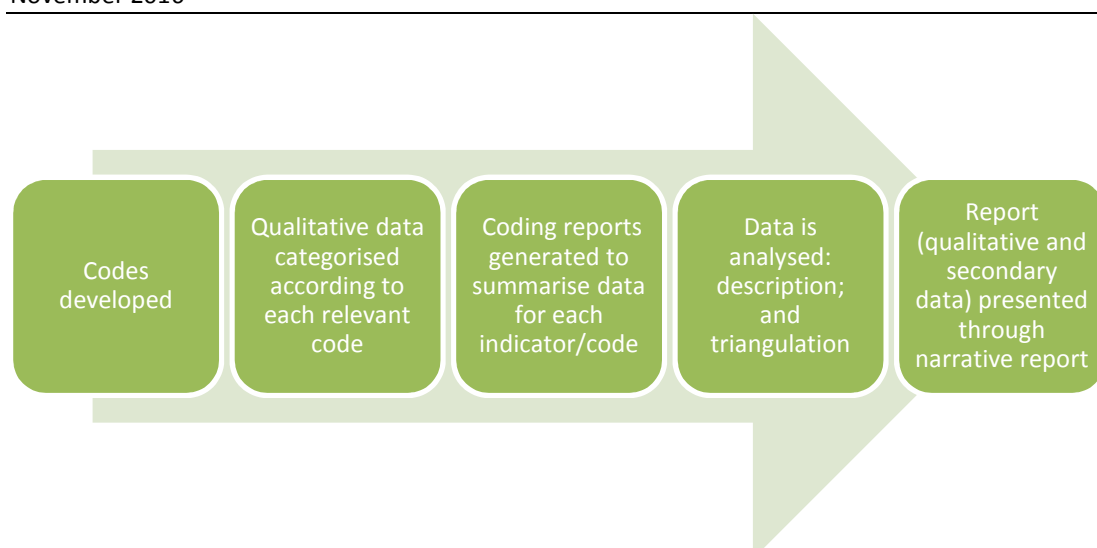
Qualitative data analysis

The FGDs and interviews were captured in Microsoft Word. Local language interviews were translated into English.

In order to ensure rigor in the analysis, NVIVO 9 software was used to analyse the qualitative data. NVIVO 9 is data analysis software which assists handling very rich information. The software removes many of the manual tasks associated with analysis like classifying, sorting and arranging information, so the researcher has more time to explore trends, build and test theories and ultimately arrive at answers to study questions. The diagram below summarises the process that was used in the analysis of qualitative data.

Figure 4 Analysis of qualitative data





Efficiency analysis

The efficiency analysis was undertaken by Professor Justine Burns and focused on two categories: allocative efficiency and productive efficiency. See section 11 for presentation of findings on efficiency.

Production of draft and final report including presentation of findings to key stakeholders

Production of draft report

A draft evaluation report has been prepared based on the qualitative data and findings from the study. It will be submitted to Steering Committee for validation and to provide feedback.

Feedback and recommendations workshop including presentation of findings to key stakeholders

As part of our participatory process, a feedback and recommendations workshop will be held with key stakeholders of the UNJP. During the session, the initial findings will be presented including a PowerPoint summarising the evaluation process and its findings, in particular results related to the extent of attainment of the UNJP's specific objectives and expected results. These findings will be explored, discussed and validated. The purpose of the workshop will be to encourage discussion around the lessons learnt and recommendations for future programming.

Final report

A final report will be developed incorporating suggestions and comments from UNJP stakeholders based on the feedback and recommendations workshop.

Production of standalone report

The evaluation team will develop a standalone report with speaking points. The content will be suitable for use by any non-members of the consult team asked to share information concerning the evaluation's process, ethical guidelines, and findings beyond the tenure of Southern Hemisphere.



Annexure 2: List of persons interviewed and sites

National level data collection: Lusaka	Stakeholder group
UN agencies	IOM (face-to-face interviews were conducted with 2 respondents)
	UNHCR (face-to-face interview was conducted with 1 respondent)
	UNICEF (one face-to-face interview and one telephonic interview was conducted with 2 respondents)
National government	Interviews were conducted with the following national government stakeholders: <ul style="list-style-type: none"> • MCDSW • Office of the Commissioner of Refugees • ZLDC • Immigration • Correctional Services • MGE • Police
Multi-stakeholder workshop	This workshop was hosted in Lusaka and included representatives from the UN agencies as well as government.
Border community data collection: Chipata	Stakeholder group
Provincial government	Interviews were conducted with the following government stakeholders: <ul style="list-style-type: none"> • MCDSW • Immigration • Correctional Services
District government	Interviews were conducted with the following government stakeholders: <ul style="list-style-type: none"> • District SW • Immigration officer (at border)
District non-state	Interviews were conducted with the following stakeholders: <ul style="list-style-type: none"> • Director/caregiver at shelter • Media practitioner
DJOC	
Border community data collection: Chirundu	Stakeholder group
Provincial government	Interviews were conducted with the following government stakeholders: <ul style="list-style-type: none"> • MCDSW • Immigration • Police • Correctional Services
District government	Interviews were conducted with the following government stakeholders:



	<ul style="list-style-type: none"> • District SW • Immigration officer (at border) • Police officer (at border)
District non-state	Director/caregiver at shelter
DJOC	
Border area data collection: conducted in Lusaka	Stakeholder group
District non-state	Two caregivers at two different shelters located in Lusaka were interviewed face-to-face.
Beneficiaries of services	Three beneficiaries of services were interviewed: one face-to-face in Lusaka and two via telephone. These interviews were arranged and supervised by IOM.
	A focus group discussion was conducted with children and youth at a Lusaka-based shelter. This discussion was arranged and supervised by IOM.
Host community data collection: Lusaka	Stakeholder group
Provincial government	MGE
District government	SW from MCDSW
District non-state	Two respondents from an implementing NGO were interviewed individually.
	One head teacher was interviewed.
Community	<ul style="list-style-type: none"> • Two learners who had been involved in the anti-stigma and discrimination campaign were interviewed individually. • Two FGDs were held in Lusaka. Both included children – migrant and Zambian – who had been involved in the anti-stigma and discrimination campaign. • One school teacher / guidance counsellor was interviewed. • A joint interview was conducted with two refugee community leaders based in Lusaka.
Host community data collection: Mayukwayukwa	Stakeholder group
Provincial	MGE
District	Interviews were conducted with the following government stakeholders: <ul style="list-style-type: none"> • SW from MCDSW • MoE • Police (VSU)
Community	Three face-to-face interviews were conducted with children and youth who were involved in the anti-stigma and discrimination



	campaign. One of these interviews was a joint interview; that is, two respondents were involved.
	Two FGDs were held with children and youth who were involved in the anti-stigma and discrimination campaign. The participants included both migrant and Zambian children.
	Two school teachers were interviewed in a joint interview.
	Two face-to-face interviews were conducted with community leaders – one respondent was Zambian and the other a refugee community leader.

Annexure 3: Key evaluation questions

Evaluation Criteria	Key evaluative question	Relevant questions
Relevance	How well has the Country Project been designed/ implemented to address the needs of the beneficiaries?	<ul style="list-style-type: none"> In what ways has the project responded to national and local priorities in meeting the challenges of mixed migration, particularly protecting children on the move from trafficking and exploitation? In what ways has the project responded to the needs of the population of concern? How well does the project support and fit with the UN approach to joint programming and the move towards the 'One UN'?
Effectiveness	Was the Country Project implemented as planned, was this sufficient to bring about the anticipated changes and what were the strengths and weaknesses of implementation?	<ul style="list-style-type: none"> To what extent have the expected outputs and outcomes of the UNJP on migrant children been achieved or are likely to be achieved? To what extent has the UNJP on migrant children contributed towards achieving the two result areas? What approaches can be identified as models that can be applied/scaled up? What good examples of programming have created policies, advocacy opportunities, and partnerships that effectively promote improved coordination, systems and services to effectively manage the mixed migration challenge? To what extent has the 'joint' approach of the three partner agencies (UNHCR, IOM, and UNICEF) contributed to achievements?
Efficiency	Could Country Project implementers have spent less, in terms of time and resources, and still achieved the same, or better, results?	<ul style="list-style-type: none"> Are resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the key results? To what extent has the project been cost effective and reduced transaction costs for Government?
Impact	What changes have been brought about as a result of the programme implementation? (intended and unintended changes)	<ul style="list-style-type: none"> To what extent has the project contributed to an improved response to the protection of vulnerable migrants, especially children? To what extent has the project built capacity of partners to monitor and respond to the challenges faced by the various categories of vulnerable migrants, such as asylum seekers, refugees, stateless persons and separated/or unaccompanied children? Were there any unintended (either positive or negative) outcomes of the UNJP on migrant children? If yes, what were they?
Sustainability	Will the changes last beyond the	<ul style="list-style-type: none"> What have been the good practices that will enable results to be sustained?



	Country Programme's implementation and what can be done to improve sustainability?	<ul style="list-style-type: none"> What evidence (if any) shows effectiveness of the project in ensuring the institutionalization and sustainability of the management of vulnerable migrant children and other persons of concern? To what extent has the 'joint approach' contributed to sustainability of partner and UN capacity?
Cross-cutting questions	Have gender and a human rights based approach been integrated into the programme design?	<ul style="list-style-type: none"> To what extent has the project integrated gender into the design and implementation of its interventions? To what extent has the project integrated a human rights based approach into the design and implementation of its interventions?
Lessons learnt and recommendations	What can be learnt from implementation thus far and what, if any, changes should be made to improve implementation?	<ul style="list-style-type: none"> What good practices can be learned from the project that can inform the planning of any follow-up interventions/programmes? What lessons have been learnt that can be applied to similar future UN joint programmes? Bearing in mind lessons learnt, what should be done differently in the next phase of the Joint Programme?

Annexure 4: Instruments

See separate Zip folder

Annexure 5: Report on achievement of indicators

Result area 1.1: Relevant national laws and policies reviewed in light of international standards and best practices for the protection of vulnerable children and persons of concern

Achievement of indicators

- Indicator 1: Evidence of review of national laws and policies

There is evidence that a review of the national laws have taken place as the Report on the Review of Laws Relating to the Protection of Vulnerable Migrants from Trafficking and Exploitation has been produced⁸³.

- Indicator 2: Number of stakeholder consultation meetings held (M&E plan)

An initial national stakeholder consultation took place with the law reform TWG members. Stakeholder consultations took part in four provinces (Central, Southern, Copperbelt and Eastern Provinces). Stakeholders that participated in the Central Province consultations were drawn from Lusaka, Central and parts of Luapula provinces. Copperbelt stakeholder consultations were attended by participants drawn from Copperbelt, Northern and parts of North Western provinces. Southern Province stakeholder consultations were attended by participants drawn from Southern and parts of North Western provinces. While Eastern province consultations were attended by participants drawn from Eastern and parts of Muchinga provinces. Once the draft report was produced validation workshops and 'evidence based observation missions' took place in selected border and transit districts. Hence, a total of nine consultation meetings were carried out.

- Indicator 3: Number of reports highlighting recommendations for law reviews (M&E plan)

At least three reports were produced highlighting recommendations for law reviews.

⁸³ Zambia Law Development Commission (2016) "Report on the Review of Laws Relating to the Protection of Vulnerable Migrants from Trafficking and Exploitation".



Result area 1.2: One advocacy package for legislative reform developed and disseminated

Achievement of indicators

- Indicator 1: Level of awareness among key stakeholders of the legislative reform process

The general awareness level of the legislative reform was considered high amongst the government officials and CSOs who either took part in the TWG or the consultation, or who were targeted by the advocacy events.

- Indicator: Number of key stakeholders participating in the development and dissemination of advocacy package

Relevant key government departments and CSOs took part in the development of an advocacy strategy such as ZLDC, HARID, National Secretariat on Human Trafficking, DOI, MOJ, COR, Children in Need Network (CHIN), African Action for Humanitarian Assistance, IOM, UNHCR and UNICEF. A workshop was held with the objective of developing an advocacy package. As a starting point, an advocacy strategy was developed.

- Indicator: Existence of the advocacy package

Though a comprehensive advocacy package was not developed, the legislative review conducted and the subsequent report produced were used as part of an 'advocacy package' for engaging with key relevant stakeholders.

- Indicator: Number of advocacy events conducted to mobilise support among key government officials

A total of three advocacy events were conducted to mobilise support among key government officials.

Result area 1.3: Amendments to three laws or policies drafted based on the review process

Achievement of indicators

- Indicator: Evidence of completed drafts on three amended laws or policies

As the two bills are still with the MOJ and have yet to be submitted to Parliament the drafts are not completed.

Specific objective 1: Relevant Zambian laws pertaining to vulnerable children and other target populations reviewed

Achievement of indicators

- Indicator: Number of relevant national laws / policies reviewed that include provisions for the comprehensive protection of vulnerable children and other target populations

The TWG reviewed the Immigration and Deportation Act as well as the Anti-Human Trafficking Act. Initially they also wanted to review the Prisons' Act but they were only able to focus on two pieces of legislation due to time constraints.

Result area 2.1: One assessment report produced detailing migration flows and vulnerabilities of children and persons of concern

Achievement of indicators

- Indicator: Existence of assessment report detailing migration flows and vulnerabilities of children and persons of concern



The report entitled: *"An assessment of North-South Corridor Borders and Migrant Host Communities in Zambia - Thematic Programme on Migration and Asylum, Final Report"* was produced in March 2014.

- Indicator in (M&E Plan): Proportion of front line staff (stakeholders) with knowledge on mixed migration patterns (M&E Plan)

There is no evidence for this indicator.

- Indicator in (M&E Plan): Extent to which prevention strategies and activities and policy changes are influenced by research information and recommendations (scale: not at all, somewhat, to a great extent and absolutely)

Two national government officials confirm that the research information and recommendations from the report have influenced prevention strategies and policy changes to a great extent. Another official indicated that the report has been used to inform training needs of border officials.

Result area 2.2: System in place for improved data collection and analysis on cross-border movements

Achievement of indicators

- Indicator: Number of borders using improved systems for data collection and analysis

A total of three borders are using the N-ZIMS system: Mwami Border (Eastern Province), Kasumbalesa Border (Copperbelt Province) and Mpulungu. Additional entry points include: Mfuwe airport and the Chirundu and Kariba borders. Zambia Correctional Services indicates that there are a few correctional facilities using the system including Lusaka, Kamfimsa, Kabwe and Lusaka Central.

- Indicator: Number of electronic reports generated and shared from the border, region and to Headquarters

There is no data on the number of electronic reports generated because reporting is an ongoing process including monthly and periodic incident reports. These reports are constantly being shared from border to region and Headquarters.

Result area 2.3: Best interest assessments, referrals and assistance provided to vulnerable children and persons of concern at the busiest border areas on the north/ south corridor

Achievement of indicators

- Indicator 1: Existence of functioning national guidelines on assessment, referral and assistance to vulnerable children and persons of concern

The following protection tools for vulnerable migrants have been finalised and are in use: Profiling form; NRM; Protection Guidelines; Trainer's Manual; and Training Participant Handbook.⁸⁴

- Indicator 2: Proportion of stakeholders included in the programme who are able to demonstrate knowledge on conducting best interest assessments referrals and assistance (M&E Plan)

There is no quantitative data on this indicator although there is qualitative evidence from this evaluation that the government officials and NGO staff targeted by the UNJP training on the national guidelines have shown shifts in knowledge and attitudes around assessment and referral procedures for vulnerable children and persons of concern.

⁸⁴ UNICEF (2015) page 15



- Indicator 3: Number of interview spaces available in border areas appropriate for protection sensitive interviews

Interview spaces were set up in five border areas and in three regional offices.

Result area 2.4: Improved understanding among vulnerable children and persons of concern on safe migration, asylum processes and dangers of trafficking/exploitation

Achievement of indicators

- Indicator: Number of people who can discuss at least two strategies for minimizing risk of vulnerable children and persons of concern being trafficked or exploited (in logframe)

No quantitative data collection took place during this evaluation. Therefore, reporting accurately on the number of people who can discuss strategies for minimising the risk of vulnerable children and persons of concern being trafficked or exploited is not possible. In addition, there is no indication in the project documentation regarding which strategies would be considered credible and thus appropriate for reporting against this indicator.

Qualitative findings relevant to this indicator are further discussed in section 8.6.3 of the report.

Result area 2.5: Stigma and discrimination towards vulnerable children and persons of concern reduced in three host communities and four border areas

Achievement of indicators

- Indicator 1: Number of vulnerable children and persons of concern reporting reduced levels of stigma and discrimination

Due to the qualitative nature of this study and the lack of a baseline, the number of vulnerable children and persons of concern reporting reduced levels of stigma and discrimination cannot be determined. In addition, feedback obtained in the course of this evaluation was mixed with some respondents noting that stigma and discrimination were still rife, while others felt that there were signs that stigmatisation of and discrimination towards vulnerable children and persons of concern was declining. Children in one of the two FGDs hosted in Mayukwayukwa, one child interview respondent in Mayukwayukwa and one school staff member in Lusaka reported that there had been a reduction in the reporting of stigmatisation in their respective schools.

Findings related to this indicator are further discussed under sections 8.6.4 and 9.6 of this report.

- Indicator 2: Changes in perceptions by host communities and people living in border areas related to vulnerable children and person of concern

The scope of this study did not allow for extensive data collection on perceptions of vulnerable children and persons of concern amongst border area communities. Similar to the findings noted for Indicator 1 above, respondents involved in this evaluation were unsure if – and to what extent – there had been a change in perceptions amongst host community members. However, improved levels of community integration and cooperation between people of different nationalities within the Mayukwayukwa refugee settlement were reported.

Findings related to this indicator are further discussed under sections 8.6.4 and 9.6 of this report.

Specific objective 2: Contribute to institutional development and capacity building of service providers and the judiciary to identify, prevent, protect and respond to cases of unaccompanied minors, child VOT and asylum-seekers which result from migration.



Achievement of indicators

Indicators contained in project logframe:

- Indicator 1: Changes in data collection capacity to enable identification of children at risk or child VOT and exploitation

The evaluation findings reveal that the introduction of NZIMS together with training on the system has contributed to improved capacity of district, provincial and national immigration and correctional services officials to change the way they collect data and share data within and across departments. A number of strengths with the NZIMS system have been highlighted in section 8.2.2 which point to improved effectiveness and efficiency of data collection and analysis on cross border movements.

- Indicator 2: Existence and use of national guidelines on assessment, referral and assistance to vulnerable children and persons of concern

The following protection tools for vulnerable migrants have been finalised and are in use: Profiling form; NRM; Protection Guidelines; Trainer's Manual; and Training Participant Handbook.⁸⁵ All of the shelter caregivers and the provincial and district government officials from all departments (Immigration, Social Welfare, Police, Correctional Services) who have access to the NRM and SOPs confirmed that they are using these tools on a regular basis.

- Indicator 3: Changes in level of understanding among local communities on dangers of trafficking

In the absence of a baseline study, reporting on changes in the level of understanding of the dangers of trafficking is not possible. However, evaluation participants were asked for their views regarding the level to which the UNJP might have contributed towards such changes amongst community members. These are discussed in section 8.6.3 of the report.

- Indicator 4: Changes in levels of stigma and discrimination among host communities towards child VOT and exploitation and others of concern

Once again, in the absence of a baseline study, accurate reporting on changes in levels of stigma and discrimination towards VOT and other vulnerable groups is not possible. In terms of the extent to which the UNJP has contributed towards such changes in host communities, respondents were either unsure or felt that there was some change happening, but that this was still very much in its infancy. Further discussion regarding these issues is included in section 8.6.4 of this report.

Indicators contained in M&E Plan:

- Number of vulnerable children and other target populations identified as needing protection services

It has been difficult to obtain the exact number of vulnerable children and other target populations needing protection services from the provincial and district officials. Data from IOM reveals that by February 2015 a total of 226 beneficiaries had received individualised assessments and 172 had been provided with protective assistance.

- Proportion of vulnerable children and other target populations referred to protective services

There is no reliable data available on the total number of individuals identified, receiving appropriate services and referred to service provision.

⁸⁵ UNICEF (2015) page 15



- Proportion of vulnerable children and other target populations provided with appropriate protection services.⁸⁶

There is no reliable data available on the total number of individuals identified, receiving appropriate services and referred to service provision.

Overall Objective/Impact: Mitigate the vulnerability and increase the protection for children and other target populations at a high risk of trafficking and exploitation due to migration

Achievement of indicators

Indicator contained in project logframe:

- Level of changes in the capacity of government, partners and communities to identify, prevent, protect and respond to cases of child VOT and exploitation

The evaluation findings reveal that the introduction of the tools combined with the training have clarified roles and responsibilities; improved networking and coordination amongst stakeholders; and resulted in more effective and efficient identification, referrals and service delivery for the protection of migrant children and persons of concern (see section 8.6.2).

Indicators contained in M&E plan:

- Proportion of⁸⁷ officers targeted through the programme able to appropriately identify irregular migrants with protection needs.

Although a total of 13 trainers and 144 front line officials were trained in content and use of the assessment and referral procedure guideline, there is no reliable data available on the proportion of officers targeted through the programme who are able to appropriately identify irregular migrants with protection needs.

- Relevant national laws/policies reviewed to include provisions for the protection of vulnerable migrant children and other target populations

The TWG reviewed the Immigration and Deportation Act as well as the Anti-Human Trafficking Act. Initially they also wanted to review the Prisons' Act but they were only able to focus on two pieces of legislation due to time constraints.

⁸⁶ Denominator will consist of the total number of individuals identified. The numerator will be the number of individuals identified, receiving appropriate services and referred to service provision.

⁸⁷ Stakeholders include government institutions and CSOs



Annexure 6: Activities implemented as part of Kick out Stigma and Discrimination Campaign

Table 11 Overview of activities implemented as part of the Kick Out Stigma and Discrimination Campaign of the UNJP

Province	Activities	Details
Lusaka Province: Six key activities were planned and rolled out in three zones; namely Chibolya, Lilanda and Emmasdale, by the Ministry of General Education in Lusaka Province ⁸⁸ . These are listed alongside with the exception of the planned community radio station programme broadcasts. This activity could not be conducted due to delays in obtaining the necessary authorisation. It was also reported that there was insufficient budget to pay for the broadcasts.	Orientation workshop for guidance and counselling teachers	The orientation workshop was facilitated by Barefeet Theatre as well as representatives of UNICEF and the MGE. Thirty six teachers and head teachers from 18 schools in the three targeted zones attended and were orientated. Following this, action plans for the implementation of the campaign in the represented schools were developed and head teachers pledged to provide the necessary support.
	Peer educator capacity building workshops	<p>Barefeet Theatre provided participatory capacity building in peer education to 521 learners (302 girls and 219 boys). Learners were guided through the development of presentations to be rolled out in their schools as well as the formulation of action plans. Guidance and counselling teachers (18) also attended in support of their pupils.</p> <p>In addition to the above, the 2nd Narrative Progress Report (page 26) notes that 12 refugee school children identified during the learner workshops on message development in Meheba, Lusaka and Mayukwayukwa were invited to participate in a peer educator workshop held in Lusaka in December 2014. Topics included strategies for community engagement; planning, monitoring and evaluation; and theatre for development. Following the workshop, the participants conducted a performance in Garden Township in Lusaka on 21 December 2014, which was attended by 200 residents.</p>
	Training of theatre groups on addressing stigma and discrimination	Twenty five selected learners were trained by Barefeet Theatre (9 girls and 16 boys) in drama, dance and poetry for community sensitisation activities.
	Community sensitisation and conversations	Community-based performances and discussions were conducted via collaboration between Barefeet Theatre and local theatre groups in three areas with a high refugee population; namely, Chawama, Zingalume and Mandevu. It is reported that more

⁸⁸ Presentation on *Review of Kick Stigma and Discrimination Out Campaign*; presented by Mrs Maliwa and Mr Lisulo (Kabwe District Resource Centre: 23-27 February 2016); *Implementation dates for the Kick Stigma and Discrimination Out Campaign for Lusaka Province* (no date indicated).



		than 5000 community members were reached with anti-stigma and discrimination messaging.
	Roadshows (Theme: Together as One)	Roadshows were facilitated by MGE stakeholders as well as Step Ahead Production in 6 townships; namely, Chawama, Kanyama, Zingalume, Lilanda, Chipata and Mandevu. Exercise books and branded T-shirts were distributed.
	Barefeet Youth and Art Festival	The Barefeet annual festival was hosted at the end of August 2015 in Lusaka. The theme, 'One Drum, Many Beats', was selected in consultation with the Barefeet Children's Council, with a focus on three categories of vulnerable children; namely, street children, migrant children, and children with disabilities ⁸⁹ .
North Western Province: Six key activities were planned for roll out over the period August – December 2015 in the North Western Province ⁹⁰ . These are noted alongside in the order in which they were implemented. Following the roll out of these activities, monitoring activities were conducted at 11 schools, including 7 schools in the settlement and 4 schools outside of Meheba.	Peer educators capacity building workshops	Seventy one peer educators (38 boys and 33 girls) were trained. The learners were selected from schools within the Meheba settlement and were accompanied by a head and guidance teacher from each of the participating schools. These teachers pledged their support and commitment to conducting follow up activities. Action plans for the implementation of the campaign in the represented schools were developed.
	Training of theatre groups on addressing stigma and discrimination	Sixty five learners were trained (41 boys and 24 girls). Once again, these learners were accompanied by a guidance teacher or the teacher in charge of performing arts and action plans to guide the implementation of the campaign in the represented schools were developed.
	Orientation workshop for head and guidance and counselling teachers	Forty five teachers attended the workshop (30 males and 15 females): including 6 head teachers and 6 teachers from community schools in Meheba. Education officers and an officer from the Department of Social Welfare were also in attendance.
	Sports tournament	The sports tournament was hosted on the 27 September 2015. Six schools participated in three sports categories; namely, football, netball and volley ball. Jerseys were allocated to the teams and trophies were presented to the winners.
	Performing Arts Festival	The <i>Together as One</i> festival was held on 10 October 2015. Six schools participated in three categories;

⁸⁹ Malesardi, F. 21 December 2015. *Quarterly Progress Report: Barefeet Festival*.

⁹⁰ *Presentation on Report on the Kick Out Stigma and Discrimination Campaign*; presented by the Ministry of General Education: North Western Province (no date indicated); *Implementation dates for the Kick Stigma and Discrimination Out Campaign for North Western Province* (no date indicated).



		namely, drama, poetry and choral music. Banners and placards were displayed. Trophies were presented to each of the winning teams.
	Community sensitisation and conversations in Meheba Refugee settlement for 4 days	This is noted in the document titled <i>Implementation dates for the Kick Stigma and Discrimination Out Campaign for North Western Province</i> (no date indicated) as being planned for roll out via collaboration between Barefeet Theatre and local theatre groups. There is no reporting on this activity in the submitted documentation.
Western Province: Seven key activities were planned for roll out in the Western Province ⁹¹ . These are noted and elaborated on in the columns alongside, together with a festival, which – although not indicated in the schedule – was conducted in November 2015.	Training of theatre groups on addressing stigma and discrimination	This three day training was held in Mayukwayukwa and attended by two theatre groups; one from Mayukwayukwa Central and one from Shibanga. The total number of participants was 20 (10 for each group) and the training was facilitated by Barefeet Theatre, UNICEF and MOESVTEE. Topics covered included theatre for development, monitoring and evaluation, community mapping and action planning. Training was followed by a public performance at the main Mayukwayukwa market. The theatre groups also compiled a schedule of 12 sensitisation activities to be conducted in Mayukwayukwa and surrounds ⁹² .
	Orientation workshop for head and guidance and counselling teachers	A total of 42 participants attended the workshop, including head teachers, guidance teachers, social workers, Guidance Committee members, and one representative from Zambia Police. Participants were drawn from Mayukwayukwa and Kaoma. The workshop was facilitated by Barefeet Theatre, UNICEF and MOESVTEE - and topics covered included background to the UNJP; understanding stigma and discrimination; human rights of migrant children; and work plan formulation. Teachers were instructed to manage and monitor the roll out of activities within their schools, while district and provincial offices were to coordinate, monitor and provide the necessary resources for implementation of the activities ⁹³ .
	Peer educators capacity building workshops	The peer educator workshop was held at Mayukwayukwa Primary School on the 25-26 July 2015. Forty learners (20 girls and 20 boys) attended the workshop, which was facilitated by Barefeet Theatre, UNICEF and MOESVTEE. Five guidance teachers (one from each of the participating schools) also attended the training. The peer educators compiled action plans on how they would implement

⁹¹ *Implementation dates for the Kick Stigma and Discrimination Out Campaign for Western Province* (no date indicated).

⁹² *Report on the Kick Stigma and Discrimination Out Campaign Activities* (22-29 July 2015), Ministry of Education, Science, Vocational Training and Early Education (MOESVTEE): Directorate of Teacher Education and Specialised Services.

⁹³ Ibid.



		awareness raising activities in their schools. These plans were shared with the guidance teachers to ensure that they could provide adequate support and leadership to the learners ⁹⁴ .
	Community sensitisation and conversations in Mayukwayukwa Refugee settlement for 4 days	<p>A number of reports note the following community sensitisation activities:</p> <ul style="list-style-type: none"> - Outings to Kububa Community School and Shibanga market (01 and 02 August 2015 respectively) were conducted where sketches were performed, followed by discussions on stigma and discrimination. - Namishakasha Primary School and Shibanga Clinic were visited on 08 and 12 August 2015 respectively. Dramas were performed to over 900 community members at these two sites. - A theatre group performance was held at Mangango Market on 12 September 2015, followed by community discussions (203 community members attended). - Outings to Lyamunale Primary School (14 August 2015) and Kapili Primary School (15 August 2015) were conducted where sketches were performed, followed by community discussions. - A drama outing to Mayukwayukwa Secondary School was conducted on 16 September 2015 (287 community members attended). - Sitaka, a neighbouring community to Mayukwayukwa, was visited on 19 September 2015. Theatre group performances were conducted and a football match was played. Attendance figures are noted as 1200. - A drama outing to Kashamba was undertaken on 23 September 2015 (350 community members, teachers and pupils attended). - A final performance was hosted in Nabowa on 26 September 2015.
	School debate competition on the topic of stigma and discrimination	A school debate competition was held at Mayukwayukwa Secondary School on 18 September 2015. The competition was attended by five schools in and around the settlement. Topics covered during the debates included <i>Discrimination and stigma hinder development</i> , <i>Stigma and discrimination exist in Mayukwayukwa</i> , and <i>All children have equal rights</i> ⁹⁵ .

⁹⁴ Report on the Kick Stigma and Discrimination Out Campaign Activities (22-29 July 2015), Ministry of Education, Science, Vocational Training and Early Education (MOESVTEE): Directorate of Teacher Education and Specialised Services.

⁹⁵ Debate competition report: Mayukwayukwa (no date indicated).



	Sports competition	Five settlement schools participated in a one day sports event, which was hosted by Mayukwayukwa Primary School on 07 October 2015. Sports activities included football, netball, basketball and volley ball and each school received team jerseys as well as sports equipment ⁹⁶ .
	Sensitisation programmes through radio (two community radio stations)	This is not reported on in any of the submitted documentation and it is therefore assumed that similar constraints were experienced to those noted in the presentation on <i>Review of Kick Stigma and Discrimination Out Campaign</i> ; presented by Mrs Maliwa and Mr Lisulo for Lusaka Province.
	Festival	The Kick Stigma and Discrimination Out Festival was hosted by Mayukwayukwa Primary School on 05 November 2015. Additional funding was requested and granted for the festival, which was hosted as the culmination event of the campaign activities rolled out in Mayukwayukwa settlement. It is reported that the festival was attended by 2000-3000 community members as well as all heads of government represented in the settlement and provincial and district MoGE officials. Prizes were distributed to two community theatre groups, as well as the winners of the debating and sports competitions ⁹⁷ .

Annexure 7: Overview and bio data of the evaluation team

The evaluation was conducted by a dynamic, multi-disciplinary team comprising people with sound experience in migration, human rights, law, human trafficking, child protection, and applied research. All team members have excellent writing skills and strong conceptual and analytical abilities. Furthermore, the project will be managed by two Co-Project Managers, who both have extensive evaluation and project management experience. Two expert advisors also joined the team.

The biodata of all of the evaluation team members is noted in the section that follows.

Nana Davies (Co-Project Manager and Senior Consultant)

Nana Davies is a planning, monitoring and evaluation specialist with 21 years of experience as a consultant in the social development field. Nana holds a Master's Degree in Law, specialising in human rights, from the University of Copenhagen, Denmark and the University of Rennes, France. As part of her Master's degree she furthermore studied International Refugee and Migration laws and she worked at the Danish Centre for Immigrating Women giving legal advice. In 1997 she was employed by the Centre for Socio-Legal Research, University of Cape Town to produce

⁹⁶ Kalimukwa Likando, D. (no date indicated). *Report on the wind-up sports activities hosted by Mayukwayukwa Primary on 'Kick Out Stigma and Discrimination in Mayukwayukwa'*.

⁹⁷ Malambo, G.C. (no date indicated) *Report on the Kick Stigma and Discrimination Out Festival held on 05 November 2015; Report on the UNICEF-sponsored concluding festival on Kick Stigma and Discrimination Out* (no date indicated).



international comparative analyses related to various research projects. She co-founded Nielsen and Klein Consulting, based in Cape Town, in 1998 and joined Southern Hemisphere as a Senior Consultant in 2004 where she is now a partner and managing member.

Nana has good knowledge of the field of child protection and international migration. She was the co-team leader on the evaluation of the United Nations Joint Programme on Human Trafficking in Zambia (a joint programme between UNICEF, ILO and IOM) and she was the team leader on a Review for UNICEF NYHQ of Community-based Childcare and Early Learning Models for the Most Vulnerable Young Children in Developing Countries. She is currently conducting fieldwork on the Scoping Project on Harnessing Migration for Inclusive Growth and Development in Southern Africa for DfID and she was one of the evaluators on the System Mapping of the Protection of UASC in South Africa for Save the Children.

Nana has a good understanding of Zambia and has experience working in the Zambian context. She is currently the co-team leader on the development of a Strategy to Strengthening Coordination Mechanisms for Social Protection in Zambia for UNICEF Zambia and MCDSW. She was also the co-team leader on the Study on the Coordination of Social Protection Policies in Zambia for the International Labour Organisation.

Finally, it should be mentioned that Nana has strong technical competence in research and evaluation as well as qualitative and quantitative research skills, coupled with extensive experience with FGDs and other qualitative methods.

Some of the relevant consultancy tasks that Nana has been involved in include:

- Co-team leader on evaluation of the United Nations Joint Programme on Human Trafficking in Zambia (UNJPHT);
- Team leader on the Review of Community-based Childcare and Early Learning Models for the Most Vulnerable Young Children in Developing Countries – case study in Cambodia (UNICEF NYHQ);
- Team leader on the Mapping of Early Childhood Development Services in Rwanda
- Fieldwork on the Scoping Project on Harnessing Migration for Inclusive Growth and Development in Southern Africa for DfID
- Evaluator on a data collection project (fieldwork in the Democratic Republic of Congo) on the impact of armed conflict on children with focus on displaced children and child soldiers, for UNICEF (NYHQ) funded by ECHO;
- A Regional Baseline Synthesis Report for Save the Children Sweden's Eastern and Central Africa Regional Office.
- System Mapping of the Protection of UASC in South Africa;
- Evaluation of Save the Children UK's Response to Children on the move in Musina;
- Co-team leader on the development of a strategy to strengthening coordination mechanisms for social protection in Zambia for UNICEF Zambia
- Co-team leader on Study on the Coordination of Social Protection Policies in Zambia (International Labour Organisation);
- Research and development of training manual on coordination of social protection (International Labour Organisation, Southern Africa)
- Analysis and report writing on the assessment of the effectiveness of the Social Protection System in reducing child poverty in Namibia (UNICEF, Namibia)



Cathy Chames (Co-Project Manager and Senior Consultant)

Cathy is a Senior Consultant and Managing Member of Southern Hemisphere. Cathy has a BSocSc (Social Work) and holds a Masters in Social Science (Social Development) awarded with distinction, both from the University of Cape Town. She practiced in the field of Social Work for 14 years before joining Southern Hemisphere Consultants in 2009. Cathy has experience in the fields of applied research; planning, monitoring and evaluation. Cathy has been involved in a number of programme evaluations and research studies in the migrant and refugee sectors. She led the team that conducted an evaluation of Save the Children UK's Children on the Move project and recently completed a Systems Mapping study for the protection of UASC for Save the Children South Africa in partnership with the Steering Committee for UASC led by DSD. Cathy has particular interest and experience in applying a systems approach as a conceptual framework for the design of research, programmes, evaluations and policy in the children's sector and she has recently co-authored an essay on this for the 2014 Child Gauge (Children's Institute, UCT). She has worked in the Southern and Central African region including South Africa, Botswana, Zambia, Uganda, Namibia and Rwanda and thus has a good understanding of government systems and processes in these countries. Some of other the projects she has managed and/or been involved in which are relevant to this task include:

- Co-team leader on the development of a strategy to strengthening coordination mechanisms for social protection in Zambia for UNICEF Zambia
- Co-team leader on the evaluation of the United Nation Joint Programme (a joint programme between UNICEF, ILO and IOM) on Human Trafficking in Zambia;
- Co-team leader Evaluation of the Implementation of the DFID-funded Safer South Africa Programme on Violence Against Women and Children; UNICEF South Africa
- Co team leader for Evaluation of the United Nation Joint Programme on Human Trafficking in Zambia; United Nations Joint Programme on Human Trafficking (UNJPHT)
- Team leader for Assessment of the effectiveness of the social protection system in reducing child poverty (community based analysis); UNICEF, Namibia
- Team leader for Evaluation of Save the Children UK's Response to the situation in Musina since 2008; Save the Children, UK
- Co-team leader on Study on the Coordination of Social Protection Policies in Zambia (International Labour Organisation);
- Co-team leader for Operations Research on the Functionality of Child Protection Systems in the North-Central, North-East and South West Sub-regions of Uganda; UNICEF (Uganda)
- Senior consultant on the Mapping of Early Childhood Development Services in Rwanda
- Team leader -A Regional Baseline Synthesis Report for Save the Children Sweden's Eastern and Central Africa Regional Office (Eastern and Central Africa)

Team leader - Baseline Study on National Child Protection Systems in South Africa, Swaziland and Zambia (2009 – 2010), Save the Children UK

Tracey Phillips (Project Coordinator and Senior Consultant)

Tracey Phillips is a graduate of the Cape Peninsula University of Technology, UNISA and the University of Cape Town. Her background includes a National Diploma, as well as a BTech Degree in Post-School/Adult Education; an Honours Degree in Gender and Development (African Gender Institute: UCT) and an MPhil in Development Studies (Sociology Department: UCT), which included a thesis submission on the development of quality assurance methods for naturalistic impact and outcome evaluations.



Tracey's work experience includes extensive project management and coordination. She has co-ordinated a number of projects both nationally and internationally, including the evaluation of the United Nations Joint Programme on Human Trafficking in Zambia, a system mapping of the protection of UASC in South Africa, and an ECD Mapping study conducted in Rwanda for UNICEF: Rwanda. She project managed the evaluation of the Refugee Programme for asylum seekers, refugees and undocumented migrants for the Foundation for Human Rights in South Africa.

Her skills set includes over six years of applied research; project planning, monitoring and evaluation; data coding and analysis; case study compilation; training and facilitation; and report writing. She has good communication skills and is fluent in English, with excellent writing skills in this language.

Tracey's relevant experience includes the following:

- Evaluation of the United Nations Joint Programme on Human Trafficking in Zambia (UN Joint Programme on Human Trafficking / UNJPHT);
- Fieldwork on the Harnessing Migration for Inclusive Growth and Development in Southern Africa (Dfid);
- Consultancy for Support to Strengthen and Operationalise the National Social Protection Coordination Mechanism in Zambia (UNICEF Zambia and the MCDSW);
- System Mapping of the Protection of UASC in South Africa (Save the Children South Africa);
- Evaluation of the Implementation of the Safer South Africa Programme on Violence Against Women and Children (UNICEF, South Africa);
- Mapping of Early Childhood Development Services (UNICEF, Rwanda);
- Research for the development of a training manual on the coordination of social protection (ILO, South Africa);
- Capacity building and impact evaluation of the Children are Precious Programme (Resources Aimed at the Prevention of Child Abuse and Neglect / RAPCAN, South Africa);
- Review of Community-based Childcare Centres and Early Learning Models supported by UNICEF, and major partners, as well as available well-documented and evaluated Community-based Childcare Centres in developing countries (UNICEF, New York);
- Mid-term review of South African Child Protection Surveillance Study (DFATD/DSD);
- Study on the Coordination of Social Protection Policies in Zambia (ILO, Zambia);
- Operations Research on the Functionality of Child Protection Systems in the Northern-central, North-east and South-west sub-regions of Uganda (UNICEF, Uganda);
- A Regional Baseline Synthesis Report (Save the Children Sweden's Eastern and Central Africa Regional Office); and
- The Evaluation of the Refugee Programme for asylum seekers, refugees and undocumented migrants (Foundation for Human Rights, South Africa)

Expert advisors

The following experts served in an advisory capacity throughout the evaluation.

Dr Justine Burns (Efficiency Analysis)

Dr Justine Burns is an Associate Professor in the School of Economics at UCT, and an associate of SALDRU (Southern African Labour and Development Research Unit) and RUBEN (Research Unit in behavioural and Neuroeconomics). She is a behavioural economist, with extensive experience in the field of experimental economics, applied labour, microeconomics, and impact evaluation. She does research on trust and social capital, discrimination, labour markets



and social networks, and intergenerational mobility. She has also published work on educational mobility, social assistance, and the impact of social networks on employment outcomes. More recently, she has completed a series of projects investigating the feasibility of a wage subsidy as a tool to promote employment in South Africa. She has been involved in a number of evaluation studies, including an evaluation of the school-feeding programme in the Western Cape (funded by J-Pal), an evaluation of an after-school Maths literacy programme in high schools in the Cape Metro, and an evaluation of a behaviour change training programme for social innovation (funded by DG Murray Trust). Other relevant experience includes:

- CSG Exclusion Error Study. Report commissioned by South African Social Security Agency and UNICEF. August 2014.
- Evaluating the Impact of Health Programmes", Paper prepared for African Economic Research Consortium Collaborative Workshop on Health, Income and Poverty Reduction. (March 2009) (with Malcolm Keswell and Rebecca Thornton),
- Addressing Youth Unemployment in South Africa: Policy Prospects and Problems, Report prepared for OECD, October 2009.
- Investigation into the Merits of Using Wage Subsidies as a Policy Instrument to Promote Employment in South Africa, commissioned by Department of Social Development, March 2009.
- Reducing youth unemployment via targeted interventions: where to intervene? Paper commissioned by Centre for Poverty, Employment and Growth, HSRC, July/August 2008.
- Getting incentives right: The role of wage and employment subsidies in reducing youth unemployment, Paper commissioned by Centre for Poverty, Employment and Growth, HSRC, July/August 2008.
- Analysis of Survey Data on the Impact of Social Security Grants, Department of Social Development, November 2007 (with Ingrid Woolard and Debbie Budlender)
- Project To Conduct Preliminary Work Towards The Design And Implementation Of An Impact Evaluation Of Early Childhood Development Centres, Department of Social Development, September 2007

Panadda Changmanee (Migration and human trafficking)

Panadda has over 20 years' experience in the humanitarian field in a number of countries and regions including South East Asia, Africa, Eastern Europe, Sweden, and the USA. She has worked in various sectors including formal and non-formal education, health, refugees and child rights. Over the last ten years her work has focused on the issue of migration and human trafficking in the Greater Mekong Sub-region.

She recently initiated and led the design of a long-term, sustainable solution project, which looks at the Thai fishing supply chain and follows a multi-pronged approach to fortifying it against exploitation and abuse, especially of Cambodian and Burmese migrants, including children working in the Thai fishing industry. The implementation began in early 2015 and Panadda is providing overall strategy and directing the country teams.

Between 2008 and 2010, she was recruited to lead Oxfam International's Anti-Human Trafficking in the Greater Mekong Sub-Region Programme. The project involved a cross-border programme in four countries – Cambodia, Lao PDR, Thailand, and Vietnam. From 2004-2007 she worked with the United Nations Inter-Agency Project on Human Trafficking in the Greater Mekong Sub-region (UNIAP) as the National Project Coordinator for Thailand. Her main role was to support the Royal Thai Government's initiative to ensure government policies and practices reflected the actual trafficking situation. Panadda also worked closely with the other national governments (Cambodia, Lao PDR, Myanmar, Thailand, and Vietnam) of the Greater Mekong Sub-region through the Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT) process. In 1999, she worked with the Ministry of Social Affairs, Vocational Training and Youth Rehabilitation (MOSAVY) in Cambodia on the Support Services for Trafficked Children and Women Program.



During this time she assisted the Ministry in setting up the coordination and reception centre in which to organize anti-human trafficking work in Cambodia. Additionally this involved linking the work done in Cambodia to destination countries for Cambodian women and children who were trafficked for begging, as well as sexual exploitation purposes, notably in Thailand and Vietnam.

Panadda is also the founder of private consultancy firm, established recently in Sweden, called PAN International Consulting. The firm specialises in anti-human trafficking work⁹⁸. Her specific experience on project evaluation and research related to combating human trafficking include the following:

- Evaluation of the Cambodian Reintegration Component of the "Return and Reintegration of Trafficked and other Vulnerable Women and Children among Selected Countries in Mekong Region" Project, IOM.
- Conducted two mid-term reviews of the Cross-Border Project Against Trafficking and Exploitation of Migrant and Vulnerable Children (XBP) in Lao PDR and Cambodia. This was the third phase of an anti-human trafficking project initiated by Save the Children UK (SCUK).
- Conducted mid-term reviews of the Oxfam International Anti-Human Trafficking in the Greater Mekong Sub-region Programme.
- Evaluation of Mekong Delta Regional Trafficking Strategy Phase 2 (MDRTS) in Cambodia, Lao PDR, Myanmar, Thailand and Vietnam, World Vision Australia.
- Developed research framework and monitored research project to assess the situation of Cambodian child begging on the street of Bangkok, Thailand.
- Conducted situational analysis of Child Sex Tourism (CST), to provide UNODC with overview of CST and related responses in Cambodia, Lao PDR, Thailand and Vietnam.

Qualitative Fieldworkers: 3C Regional Consultants

Mutale Chonta

Mutale has a background in youth work, counselling and training; and holds a Diploma in Counselling from University of Zambia. He worked at Youth Alive as a lead facilitator and then for four years at Kara Counselling, Zambia, as a counsellor trainer and supervisor, running courses and writing curricula and manuals on child counselling, couple counselling and counselling supervision. He was a Regional Trainer at the International HIV/ AIDS Alliance from 2006-2011 and has worked in over 20 African countries.

He specialises in the use of counselling techniques in participatory training and research.

Mutale has experience of working with refugees as a counsellor trainer and supervisor. He has been involved in several research studies including the UNICEF study on children and domestic work and the evaluation of the UN Joint Programme on Human Trafficking. He is experienced at using numerous and varied participatory techniques as a researcher.

Mutale speaks several Zambian languages and has a basic understanding of French.

Sue Clay

Sue has a background in HIV, counselling and management and working with hard to reach groups. She has worked in both London and Zambia on health and development programmes. Sue worked at Kara Counselling in Zambia, managing the counselling training centre and setting up the Monitoring, Evaluation and Research Unit. She was the Regional Co-ordinator for Stigma and Discrimination at the International HIV/AIDS Alliance from 2004-2011 – an Africa-wide training programme.

⁹⁸ Further information can be found at this link www.paninternational.se.



Sue was involved in designing and researching the UNICEF / ILO study on children and domestic work and the links with child trafficking, in 2011. She also worked with Southern Hemisphere on the evaluation of the UN Joint Programme on Human Trafficking in 2012.

Working with 3C Regional Consultants, Sue has undertaken several evaluation studies for different programmes, which always have a participatory nature, involving specially-developed tools, activities, group discussions and in-depth interviews. Sue is fluent in English and has a working knowledge of French.

Chipo Chiiya

Chipo has a background of working with vulnerable children and orphans in a variety of settings. He is specialised in working with hard to reach children and was an outreach co-ordinator at Fountain of Hope Street Children's Centre in Lusaka for 3 years before working as a Regional Trainer at the International HIV/AIDS Alliance from 2004-2011, where he trained trainers in over 22 African countries.

Chipo is currently studying for a Diploma in Project Management. He specialises in using music and drama in participatory training and research.

Chipo has extensive experience of developing participatory research tools for use in community settings with both children and adults. He has carried out fieldwork for a number of UN programmes, including the evaluation of the Joint Programme on Human Trafficking. He has excellent communication skills and speaks five of the major Zambian languages.

Annexure 8: Terms of reference

See separate PDF document attached

Annexure 9: Document list

See separate Word document attached

Annexure 10: Ethical clearance letter

See separate PDF document attached

Annexure 11: Summary for presentation with main findings

See separate PPT presentation attached

