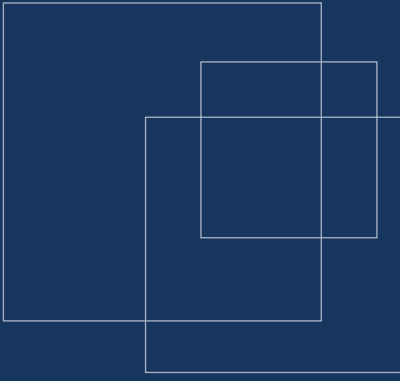




International
Labour
Organization



Assessment of Awareness-Raising Interventions to Prevent Irregular Migration

**The Ministry of Labour and Social Affairs
(MoLSA) and the International Labour
Organization (ILO) Country Office for Djibouti,
Ethiopia, Sudan, South Sudan & Somalia**

Assessment of Awareness-Raising Interventions to Prevent Irregular Migration

FINAL REPORT

Submitted to International Labour Organization – Ethiopia
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Foreword

The number of international migrants worldwide has continued to grow rapidly in recent years, reaching 277 million in 2017, where 164 million are migrant workers. Accordingly, there is a growing evidence that outward and inward migration has increased significantly in Ethiopia in recent years. A number of push and pull factors are at interplay for outward migration. The unemployment rate of 17.5 coupled with poverty, family and peer pressure, and low public awareness on the positive and negative aspects of migration has contributed to a strong culture of migration within local communities. Moreover, advancement of information and communication technology, social networks, better living standards and demand for labour in major destination countries are some of the major pulling factors.

Despite the substantial benefits and the developmental impact of labour migration on destination and origin countries, Ethiopian migrant workers face a number of challenges and become victims of abuses and exploitation during their journey, in destination country and upon their return especially when migrating irregularly or being trafficked or smuggled. Owing to the increasing incidences of irregular migration and abuses faced by Ethiopian migrants in transit and destination countries, the Government of Ethiopia (GoE), temporarily banned migration of domestic workers to the Middle East between October 2013 to October 2018. During which time, the Government developed and adopted Proclamation No. 909/2015 on Prevention and Suppression of Trafficking in Persons and the Ethiopia's Overseas Employment Proclamation No. 923/2016 in 2015 and 2016 respectively.

Further to these policy level interventions, government actors, international organizations and various civil society actors working in the area of migration were also engaged in the implementation of numerous awareness raising initiatives to prevent irregular migration and bring about perception, attitudinal and behavioural change. There is however lack of comprehensive and reliable evidence on the impact of these different awareness raising interventions and the absence of coordination and collaboration among stakeholders' resulted in the duplication of efforts. To this end, the ILO decided to undertake an assessment on "Awareness Raising Interventions to Prevent Irregular Migration in Ethiopia".

The assessment was able to appreciate the use of various communication strategies including mass media, training, community conversation and infotainment programmes to reach broad audience as well as target vulnerable social groups. The assessment further highlighted that the engagements mainly focused only on the prevention of irregular migration and not enough on the promotion of alternative livelihood opportunities for potential migrants. Lastly, the assessment recommended that there is a need to promote available economic opportunities within the country, so that potential migrants does not consider migration as the only option for decent livelihood. It is my intention that this assessment will provide insight on different awareness raising mechanisms and help sustain and scale up different initiatives on irregular migration while considering the use of appropriate and comprehensive communication strategies and encourage innovativeness.

I would like to congratulate the Government of Ethiopia, especially the Ministry of Labour and Social Affairs for its engagement and ownership in combatting irregular migration and improving the governance of labour migration as the Chair of the prevention working group established under the National Anti-Human Trafficking Taskforce. I would also like to further commend MOLSA on its works on prevention of irregular migration by facilitating regular migration, creating public awareness, and advocating and supporting local employment creation. Finally, I would like to thank the European Union who is funding the ILO project “Support to the Reintegration of Returnees in Ethiopia, 2015-2018” under which this assessment was published.

George Okutho

Director

ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan and South Sudan
and Special Representative to the African Union (AU)
and the UN Economic Commission for Africa (ECA)

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Addis Ababa, November 2016

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Executive summary

Ethiopia is the country of origin of a significant number of labour migrants travelling to the Middle East through both regular and irregular channels. A wide range of government actors including MoLSA, international organizations including the ILO, and civil society organizations have designed and implemented interventions to prevent irregular migration by bringing about changes in perceptions, attitudes and behaviours. However, the dearth of comprehensive and reliable substantiation has pushed the ILO, in partnership with MoLSA, to commission this assessment, with the aim to address the gap for a better national response to irregular migration.

The aim of this study is to assess awareness-raising initiatives conducted in Ethiopia related to preventing irregular migration. The findings will be useful to:

- Identify and develop policy solutions to support stakeholders and constituents by emphasizing accountability and outcomes by building a knowledge base;
- Provide technical support to constituents for national impact evaluation; and,
- Learn from major programmes and testing the effectiveness of specific innovations.

The methodological approach takes a sector-wide view of the national response to irregular migration and utilizes both primary and secondary sources of information through a range of data collection techniques. The findings of the assessment draw upon secondary data as well as information provided by returnees, potential migrants, community members and representatives of key institutional actors. The assessment covers eight migration hotspot areas in four regional states and two city administrations across the country.

According to this assessment, the awareness-raising activities conducted by the institutional actors to combat irregular migration are relevant to the international commitments of the Government of Ethiopia (GoE), the United Nations Development Assistance Framework (UNDAF) for Ethiopia, the national laws and policies, as well as the needs of the targeted groups and communities.

The study also shows that the awareness-raising interventions have been effective in reaching a broad audience with appropriate information. Nonetheless, the utilization of appropriate media and messaging approaches targeted to specific groups of beneficiaries still presents opportunities for improvement.

In relation to efficiency, the evidence reveals good allocation of the necessary resources (human, financial and time resources) by the government and other stakeholders. Moreover, though coordination and complementarity present some concerns, the assessed interventions utilized existing government and community structures and sought to avoid duplication.

While the absence of accurate, comprehensive and reliable baseline data is a serious shortcoming for impact evaluation, there is ample evidence which demonstrates the contributions of awareness-raising interventions in combating irregular migration. Yet, some caution is advisable on the potential of push and pull factors to counteract the results of these efforts. The assessment also found encouraging evidence of improved sustainability of such measures and results in the form of takeover and replication by government and non-government actors.

Drawing upon these findings and lessons from the experiences of existing interventions, the assessment offers the following major recommendations for key government and non-government actors:

- Sustain and scale up awareness raising on irregular migration giving paramount attention to the choice of appropriate communication strategies, and explore the space for innovation keeping in mind the specificities of the audience;
- Adopt a comprehensive strategy for the prevention of irregular migration. More specifically, integrate awareness-raising interventions within a broader framework of interventions incorporating capacity building, economic empowerment, law enforcement, among others;
- Strengthen efforts to enhance coordination among existing projects and across the national response to irregular migration;
- Give adequate attention to the tasks of setting baselines, identifying benchmarks, and measuring progress on a regular and continuous basis;
- Adopt a system to mobilize resources from various sources to strengthen migration management and governance.

Abbreviations

AA	Addis Ababa
AAU	Addis Ababa University
BoLSA	Bureau of Labour and Social Affairs
BoWCYA	Bureau of Women, Children and Youth Affairs
CC	Community Conversation
CSOs	Civil Society Organizations
DAG	Development Assistance Group
DWCP	Decent Work Country Programme, ILO
EC	Ethiopian Calendar
EBC	Ethiopian Broadcasting Corporation
EU	European Union
FBC	Fana Broadcasting Corporate
FDRE	Federal Democratic Republic of Ethiopia
FGDs	Focus Group Discussions
GCC	Gulf Cooperation Council
GoE	Government of Ethiopia
IEC	Information, Education and Communication
ILO	International Labour Organization
IOM	International Organization for Migrations
LFM	Logical Framework Matrix
MoFA	Ministry of Foreign Affairs
MoJ	Ministry of Justice
MoLSA	Ministry of Labour and Social Affairs
MoWCA	Ministry of Women's and Children's Affairs
MoWCYA	Ministry of Women, Children and Youth Affairs (former)
MWDs	Migrant Domestic Workers
NGOs	Non-Government Organizations
NTF	National Anti-Trafficking and Smuggling Task Force
OECD	Organization for Economic Cooperation and Development
SNNP	Southern Nations, Nationalities and Peoples
ToRs	Terms of Reference
ToT	Training of Trainer
UN	United Nations
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDAF	United Nations Development Assistance Framework
WISE	Organization for Women in Self-Employment

1. Background and justifications

Migration is a complex phenomenon related to the mobility of people between different places within a country or across national borders. The number of international migrants reached 244 million in 2015 (UN Department of Economic and Social Affairs, 2016, p. 1). Out of these, 150 million are labour migrants according to the ILO global estimates of migrant workers (International Labour Organization, 2015). The phenomenon of international migration, which has become an essential feature of today's world, is increasingly shaping the socioeconomic and political situation of the world. It also plays an important role in defining international relations and cooperation on security, development, and poverty reduction (International Organization for Migration, 2015).

International migration is defined as regular if the movement of people follows formal processes recognized and registered by the authorities. In contrast, irregular migration is the unauthorized, undocumented and illicit movement of people that illegally cross international borders, very often by using the services of smugglers (International Labour Organization, 2006). Regular migration is largely beneficial to both society and the individual. However, irregular migration brings with it serious dangers for migrants, including a wide range of abuses and human rights violations. The inherent linkage between irregular migration and the criminal practices of human smuggling and trafficking in persons (TIP) makes migrants more vulnerable to exploitation and ill treatment.

Smuggling occurs when someone arranges or facilitates the illicit movement of people to cross borders upon receiving payments (International Labour Organization, Social Protection Sector, 2005). Smuggled migrants are extremely vulnerable because they undertake perilous voyages under the direction of criminal groups, to which they pay large amounts of money in the hope of finding employment in the destination country (Intergovernmental Authority on Development, 2012, p. 31).

TIP is distinguishable from smuggling because it involves the use of deception, force or other forms of coercion as a means to triggering the movement of people, and exploitation is its fundamental purpose. To use the words of the IGAD, TIP implies "the victim being deprived of her/his will and forced into slavery-like conditions or involuntary servitude" (Intergovernmental Authority on Development, 2012, p. 32). Migration is an important national issue in Ethiopia, which is a source, transit and destination country for a large number of migrants (Carter & Rohwerder, 2016). Notably, irregular migration dynamics are at the forefront of the migration debate shaping the country's international relations, political agenda and development priorities (Sahan Research and Intergovernmental Authority on Development, 2016).

The GoE has recently issued the National Plan of Action to Combat TIP (2015/6–2020/1) as the core strategy of the Federal Democratic Republic of Ethiopia (FDRE) document to address

irregular migration along with TIP and human smuggling. This Plan of Action identifies four major irregular migration routes from Ethiopia. These include the northern route through Sudan and Egypt, usually used to reach Israel, and occasionally Europe; the eastern route to Yemen and Saudi Arabia through Djibouti and Somalia; the southern route through Kenya, used to reach South Africa; and the western route through Sudan, to reach Libya and Europe (Ministry of Labour and Social Affairs, 2015, pp. 9-11). Various studies have confirmed that a large number of Ethiopians have migrated through these routes (Regional Mixed Migration Secretariat, 2014) (Mixed Migration Hub, 2015).

The various forms of abuse, exploitation and human rights violations suffered by Ethiopian migrants are widely documented. The reported abuses include, among others, detention by law enforcement and armed groups in transit countries; abduction for ransom; disappearance; torture and other forms of physical abuse; sexual abuse including rape and gang rape; slavery and forced labour (MoFA and MoLSA, 2010). The available evidence, also provided by international media reports, indicates that a large number of Ethiopian migrants have lost their lives due to the actions of smugglers, traffickers and other criminals, or due to the harsh conditions of the irregular and precarious migration routes crossing the desert and the sea.

The channel of regular migration mainly connects Ethiopia to the countries of the Middle East (International Centre for Migration Policy Development, 2008). According to MoLSA, more than 500,000 regularly registered migrants travelled to the Gulf countries during a time span of five years between 2008/9 and 2012/13 (International Organization for Migration, 2014). Out of this ensemble, 95 percent were female with low level of education and training, largely (96 percent) engaged as migrant domestic workers (MDWs). On the contrary, evidence shows that the number of irregular migrants living in the Gulf States and working as domestic workers number more than twice as many (International Labour Organization, 2011). As a confirmation of this picture, the United State TIP Report of 2013 estimated that the nearly 200,000 regular migrants to the Middle East in 2012 represent only 30 percent of all migrants (United States Department of Labor, 2015).

The migration agenda of Ethiopia aims to combat irregular migration, as well as to protect regular labour migrants, in particular MDWs in the Middle East countries. According to a recent study, this category of migrant workers face various forms of abuse and exploitation including “sexual abuse, deduction of salaries, ceasing of contracts, blocking of contacts, denial of leisure times, restricted home compound (premise), restricted access to food” (HRCO, 2014, p. 5).

The Ethiopian government, in collaboration with development partners, has undertaken a range of policy and legislative measures to improve labour migration management and curb irregular migration along with human trafficking and smuggling. These measures include:

- Ratification of international human rights instruments and ILO Conventions including the Protocol to Prevent, Suppress and Punish TIP Especially Women and Children (Palermo Protocol);

- The Ethiopia's Overseas Employment Proclamation, 2016 (No. 923), which reviews the law on overseas employment services and aims to enhance the role of the government in labour migration management, in the control of private employment agencies, as well as in the protection of migrant workers;
- Adoption of the Proclamation to combat Human Trafficking and Smuggling, 2015 (No. 909) to harmonize national laws with international human rights including the Palermo Protocol;
- Participation in key continental and regional collaboration measures. These include the UNHCR and African Union joint Migration Policy Framework for Africa, the IGAD-Regional Migration Policy Framework, whose objectives are to facilitate the development of a comprehensive migration policy and implementation framework at the national level; and the EU-Horn of Africa Migration Route Initiative (Khartoum Process), which aims to take measures to link migration with development plans and strategies, addressing the root causes of irregular migration and instability;
- Establishment of national coordination mechanisms and action plans to coordinate the national response to control and tackle irregular migration, human trafficking and smuggling. These include the establishment of the National Council in 2012 and the National Anti-Trafficking and Smuggling Taskforce (NTF) in 2015, along with the adoption of a national plan of action to combat human trafficking and smuggling of migrants.

The GoE, in collaboration with other key institutional stakeholders, has also implemented a number of programmes in response to the problems associated with irregular migration. It is in this framework that the ILO and the MoLSA have been working in partnership with many government and non-government organizations to combat this phenomenon and promote safe and fair migration through prevention, protection and prosecution initiatives. Awareness raising represents the main strategy adopted in the interventions targeted at vulnerable communities and groups.

By making relevant information available and accessible, most of these awareness-raising initiatives wish to bring about changes in the attitudes, behaviours and practices underlying the irregular migration of youth to prevent their exposure to human trafficking and smuggling. These interventions also aim to increase the involvement of the community in the prevention and response to irregular migration and TIP.

However, policymakers face a lack of reliable evidence and measures of the impact of these interventions on the magnitude of irregular migration and TIP. The dearth of information is particularly acute regarding the awareness-raising initiatives implemented by government agencies and different partners. According to some reports, existing initiatives tend to be project-based and fragmented, and short-lived campaigns mainly associated with topical incidents involving extreme forms of abuse and exploitation (Aberra, 2013, p. 45). In this context, the ILO in partnership with MoLSA has commissioned this impact assessment, with the aim of measuring the performance, effectiveness and impact of awareness-raising initiatives undertaken in Ethiopia.

2. Description of interventions

The scope of this assessment encompasses a broad range of awareness-raising actions carried out by the GoE and key stakeholders on regular and irregular migration during the past three years (2013–2015). Awareness-raising measures are seldom designed as standalone interventions. On the contrary, they are often implemented alongside capacity building, economic empowerment and victim protection measures as components of broader projects and programmes. To account for this structure, the scope of this study has been delimited in order to balance comprehensiveness, focus and manageability.

To this end, in the early stages of the process the research team conducted a rapid inventory of interventions falling within the set thematic scope and time frame. This process envisaged interviews with institutional stakeholders including MoLSA, the ILO, the International Organization for Migrations (IOM), as well as members of the NTF and other institutional actors implementing relevant interventions. Besides this, the inventory included analyses of information and documentation on relevant projects and programmes gathered through interviews with key informants and web-based research. Following this, the team produced a shortlist of interventions to be evaluated for the purpose of this study. Ultimately, in consultation with and upon approval from the NTF, MoLSA, and the ILO, the team selected a final list of interventions to be included in the impact assessment.

In choosing the final version of the shortlist, the team focused on the core governmental and non-governmental institutions active in combating irregular migration, and the major projects and programmes with significant awareness-raising components. The team also considered the interventions supported and/or implemented by MoLSA and regional Bureaus of Labour and Social Affairs (BoLSAs), the United Nations Entity for Gender Equality and Empowerment of Women (UN Women), ILO and the IOM. In addition, the team incorporated into the list specific awareness-raising interventions that employed a range of strategies to target community members, potential migrants and returnees.

For the purpose of this study, awareness-raising activities have been categorized into six broad categories based on the core strategies employed. The following table provides a summary of these categories, and information on selected activities and institutions involved as implementers and partners.

Table 1: Categories of awareness raising activities

No	Categories	Selected Activities	Implementers and Partners
1	Training/Workshop/Consultative Meeting and Panel Discussions	Skill training for returnees and potential migrants, Training of Trainers (ToT) for facilitators of Community Conversations (CC), Training of CC facilitators	UN Women, ILO, IOM, MoLSA, BoLSAs, Wise, AGAR, Geneva Global, Catholic Secretariat, AAU, EBC
2	CC/Forum theatre	CC at kebele level and panel discussions carried out/ broadcasted	UN Women, IOM, BoLSAs
3	Media Coverage (News, Programme, Documentary, etc.)	News, Nikate Hig, Ilifnesh weekly radio programme	EBC, FBC, FM radios, ILO, UN Women, AA BoLSA
4	Social Events/Campaigns (Candle Night, Great Run, etc.)	Candle Night on Migrants Day, Great Run in Tigray and Kombolcha	IOM, BoLSAs, Catholic Secretariat
5	Entertainment (Music, Drama, Movies, Adverts or Spots, etc.)	Lomi Tera Tera, Mutach, Chilot, Dana Drama, Enkopa	ILO, IOM, UN Women, AA BoLSAs,
6	Dissemination of Information Package (Magazines, Broachers, Leaflets, Banners, etc.)	The Migrant, Let me narrate my story, New Life, Banners of social events/workshops, informative Leaflets	UN Women, ILO, IOM, MoLSA, BoLSAs, WISE, Catholic Secretariat

The team also attempted to create a comparative profile of the various interventions. However, these efforts were undermined by the lack of uniform reporting standards and procedures across interventions.

3. Purpose and objectives

The overall objective of this study is to assess awareness-raising initiatives undertaken by the GoE and other key stakeholders to deter irregular migration. The assessment should also provide comprehensive recommendations on the best ways to promote safe and fair migration as an indirect strategy to combat human trafficking.

The specific objectives of the impact assessment are:

- To provide a comprehensive analysis of the awareness-raising interventions implemented by the GoE and relevant stakeholders;
- To analyze relevant data in order to identify good or bad practices and to understand the settings, implementation and evaluation of such practices;
- To review the measures undertaken by other key stakeholders, in order to capture good practices that can be replicated elsewhere;
- To identify lessons learned as well as mistakes to avoid in future interventions;
- To provide analysis of needs and ensure that awareness-raising actions are appropriate to the targeted audience; and
- To provide recommendations on the best ways to effectively reach the target audience and obtain good results.

The study will inform the GoE, in particular MoLSA, and all other key stakeholders about the effectiveness of their awareness-raising initiatives as a preventive measure to irregular migration.

4. Methodology

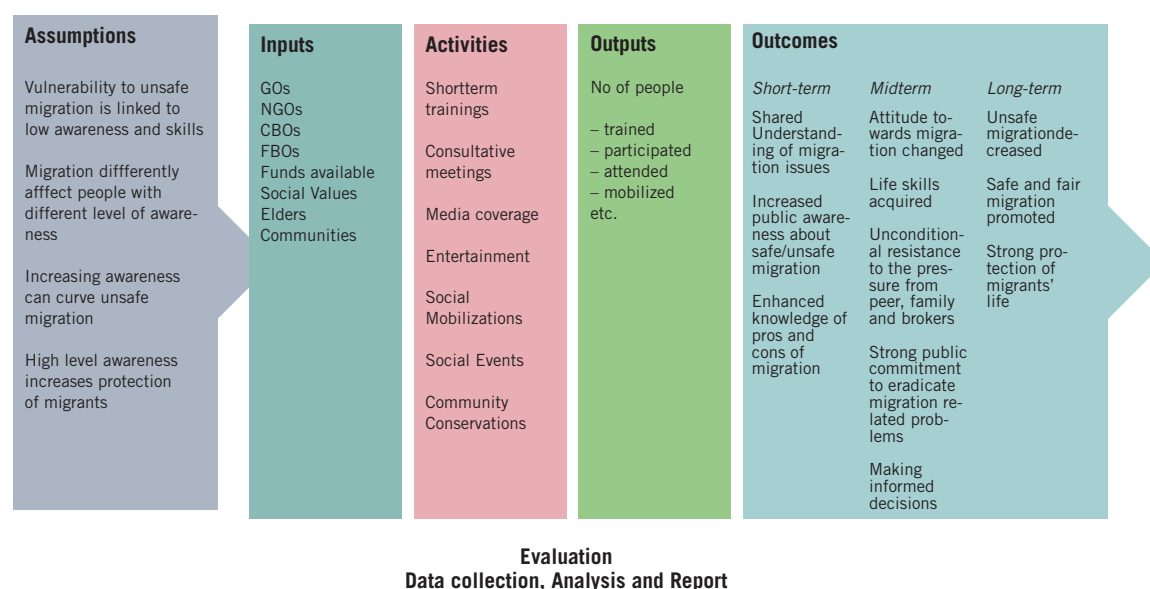
4.1. Overall approach and framework

This assessment employs the widely accepted Development Assistance Group (DAG) evaluation criteria of the Organization for Economic Cooperation and Development (OECD). These criteria include relevance, effectiveness, efficiency, impact and sustainability. Specific questions were developed to assess each criterion and guide the collection and analysis of data.

Since the study covers a wide range of awareness-raising activities, projects and programmes with corresponding intervention logics and theories of change, the assessment team opted for the development of a generic logic model. In the preparation of this framework, the team drew upon the literature on such interventions in the context of irregular migration, project documents and the views of key informants active in this field.

The following figure shows the methodological approach to evaluation adopted in this study.

Figure 1: Logic model for awareness-raising programmes on irregular migration



The above logic model (or theory of change) includes components depicting the results (i.e. outputs and outcomes) useful for informing the specific evaluation questions and indicators for the impact assessment. The following table presents a summary of the key issues assessed under each criteria.

Table 2: Assessment issues under each criterion

Criteria	Assessment Issues
Relevance	– Relevance to the international commitments of the GoE – Relevance to the UNDAF for Ethiopia – Relevance to the national policies, laws and programmes on irregular migration – Relevance to the needs and interests of target groups
Effectiveness	– Achievement of planned objectives of interventions – Effectiveness of communication strategies – Effectiveness in increasing awareness among the targeted groups
Efficiency	– Adequacy of resources available for awareness raising on irregular migration – The cost-effectiveness of resource utilization – Level of coordination among awareness-raising interventions
Impact	– Changes in attitudes regarding irregular migration and safe migration among the community and potential migrants – Changes in the decision to migrate among potential migrants – Increased engagement of communities and institutions in response to irregular migration
Sustainability	– Contributions of the interventions to the development of legal and policy frameworks for the response to irregular migration – Evidence of takeover and replication of activities to combat irregular migration

4.2. Data sources and collection methods

4.2.1. Primary sources

The direct and indirect beneficiaries represented the major source of primary data for this assessment. The first category included returnees and potential migrants, while the members of their family were counted as indirect beneficiaries. The assessment used two different tools for data collection, namely survey questionnaires and in-depth interviews.

The purpose of the survey questionnaires was to collect quantifiable information from a broad group of returnees and potential migrants in the selected research sites. To this regard, the assessment team attempted to include returnees and potential migrants who have directly participated in the awareness-raising activities falling within the scope of the study. The survey questionnaires incorporated questions on the demographic profile of respondents (e.g. sex, age, and level of education), the type of awareness-raising activities in which they have participated (training, conversation/discussion, TV/radio programmes, entertainment, dissemination of printed information package, and social events); and their overall evaluation of the programmes in which they were engaged. Their responses were measured using a five-point scale consisting of 36 items based on the six criteria predetermined for this impact evaluation (six items for each criterion).

The purpose of the in-depth interviews with the beneficiaries was to gather qualitative data from the same group of informants – returnees, potential migrants and their families. The focus of these interviews was on the experiences, views and perspectives of respondents concerning the relevance, effectiveness, efficiency and impact of the initiatives. More specifically, the questions covered the following issues:

- the significance of the programmes under evaluation;
- the results of the awareness-raising programmes in terms of increased awareness as well as changes in attitudes, perceptions and behaviours;
- the effectiveness of awareness-raising strategies; the presence of factors with a negative impact on the results;
- possible recommendations for improving existing and future programmes.

Besides the beneficiaries, the assessment team obtained primary data from other key stakeholders representing government agencies and non-state actors. The former category included public media and the relevant government bodies engaged in coordination, implementation and monitoring of anti-trafficking interventions at all administrative levels (from the federal to the *woreda* level). Among non-state actors, this study addressed donors, UN agencies, regional organizations, as well as Non-Government Organizations (NGOs), all active in combating irregular migration, trafficking and smuggling. The data was collected through key informant interviews and Focus Group Discussions (FGDs). The focus of the interviews and discussion sessions was on the profile of the prevention programmes under implementation, the results achieved to date, the perceptions on their adequacy, the key strengths and weaknesses, and possible recommendations for improvement.

The following table presents a summary of the categories of primary sources, corresponding data collection methods, and the number of respondents in each category.

Table 3: Profile of respondents and corresponding data collection methods

	Categories	Participants	Survey		FGDs	Total
Beneficiaries	Direct beneficiaries	Returnees	429	18	0	447
		Potential migrants	440	18	0	458
	Indirect beneficiaries	Families of returnees and potential migrants	0	32	32	64
Stakeholders	Government offices and media	Ministerial offices leading anti-trafficking interventions	0	4	0	4
		Other ministerial offices	0	1	0	1
		Media	0	4	0	4
		Woreda-level government offices	0	32	32	64
	UN agencies and NGOs	UN agencies and regional organizations	0	5	0	5
		Local NGOs and CSOs	0	7	0	7
	Total		869	121	64	1054

4.2.2. Geographic scope of primary data sources

The geographic coverage of the assessment was selected through a consultative process informed by the evidence on irregular migration prevalence and the geographic distribution of awareness-raising interventions. Accordingly, the team identified eight localities (*woredas*) as research sites by selecting two each from Amhara and Oromia regions, one each from Tigray and Southern Nations, Nationalities and Peoples (SNNP) regions, and one each from the Addis Ababa and Dire Dawa city administrations.

Table 4: Geographic distribution of survey respondents by region/city administration and woreda

Region/City	Woreda	Returnees	Potential Migrants	Total
Amhara	Kemissie	60	61	121
	Dessie	60	56	116
Federal City Administration	Addis Ababa	57	32	89
	Dire Dawa	39	60	99
Oromia	Assela	58	58	116
	Jimma	62	61	123
SNNP	Hosaena	60	60	120
Tigray	Atsbi Wonberta	33	52	85
Total		429	440	869

4.2.3. Profile of survey respondents

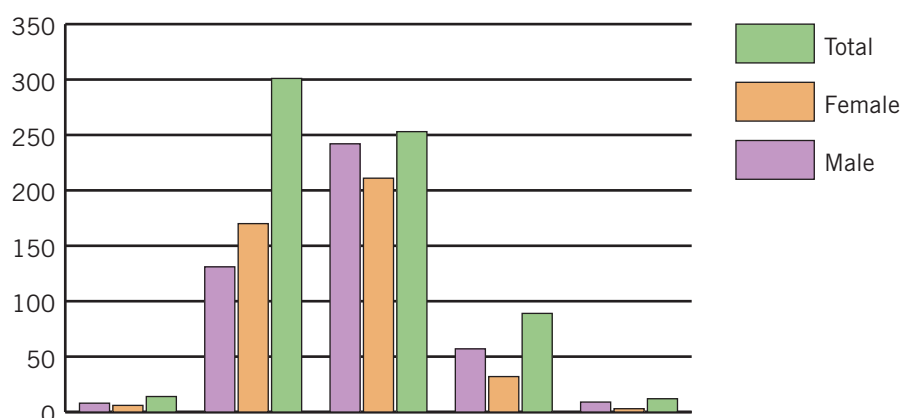
The total number of respondents who participated in the survey was 869 (429 returnees and 440 potential migrants). Out of these, 446 were male (51.3 percent) and 423 (48.7 percent) were female. The age of the respondents ranged from 15 to 50.

Table 5: Age profile of survey respondents by category and sex

Age Group	Returnees			Potential Migrants			All		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
15-17	3	2	5	5	4	9	8	6	14
18-24	55	78	133	76	92	168	131	170	301
25-34	114	132	246	128	79	207	242	211	453
35-44	24	16	40	33	16	49	57	32	89
45-50	4	1	5	5	2	7	9	3	12
Total	200	229	429	247	193	440	447	422	869

The majority of respondents of both sexes were in the age groups 18-24 and 25-34, with 301 (34.6 percent) and 453 (52.1 percent) respectively. The lowest and highest age groups accounted for a relatively small number of both males and females in each category, with only 14 (2.1 percent) in the 15-17 age group and 12 (1.9 percent) in the 45-50 age group.

Figure 2: Age distribution of survey respondents



The majority of respondents had attended secondary level education (grade 9-12), followed by participants who had completed the upper primary education cycle (grade 5-8).

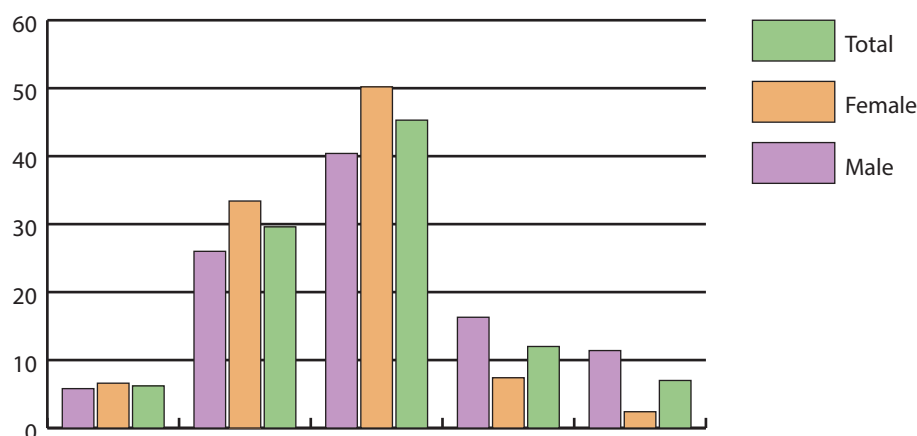
Table 6: Educational profile of survey respondents by category and sex

Education	Returnees			Potential Migrants			All		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Grade 4 and below	15	12	27	11	16	27	26	28	54
Grade 5-8	52	77	129	64	64	128	116	141	257
Grade 9-12	88	119	207	92	93	185	180	212	392
College/TVET Diploma	25	14	39	48	17	65	73	31	104
Degree	20	7	27	31	3	34	51	10	61
Total	200	229	429	246	193	439	446	422	868

Note: One male potential migrant did not respond to the query about educational status

The assessment aimed to include a comparable proportion of respondents across sexes (male and female) and categories (returnees and potential migrants) to investigate their educational status. However, the percentage of female respondents, which was slightly higher at the lower levels, decreased relative to their male counterparts at the diploma and degree levels. The following chart provides a clearer view of the situation.

Figure 3: Educational attainment by sex for survey respondents



Respondents had participated in a number of awareness-raising interventions including mass media programmes, events, and face-to-face interaction. The following table provides a summary of the responses provided by returnees and potential migrants on the types of interventions in which they participated.

Table 7 Participation of respondents in awareness raising interventions

Interventions	Number	Percentage
Training (pre-departure and skills)	373	42.9%
CCs	239	27.5%
Panel discussion	135	15.5%
Music	84	9.7%
News	591	68.0%
TV program	320	36.8%
Art	108	12.4%
IEC	64	7.4%
Events	44	5.1%

Note: The total number of respondents was 869

The survey results showed that most (68 percent) of respondents had participated in news programmes, more than one in three respondents (36.8 percent) in TV programmes, while around two in five respondents (42.9 percent) had received pre-departure or skills training. On the other hand, more than one in four respondents declared that they had been involved in CCs (27.5 percent) on irregular migration and related issues.

4.2.4. Secondary sources

The assessment also benefited from a review of secondary sources of information. These include literature on the phenomena of irregular and regular migration, migrant smuggling and TIP, official documents and data related to migration, relevant laws and policies of the GoE, and documents pertinent to the interventions under review.

In particular, the assessment emphasized documentary analysis of the baseline surveys, plans, reports and minutes of review meetings of the selected organizations and key stakeholders with projects and programmes for the prevention of irregular migration and to combat smuggling and trafficking. The plans and reports were also compared in terms of stated objectives, inputs, implementation process, outputs and outcomes.

The assessment team used the information gathered on comparable issues from different groups of respondents and through different data collection tools, as well as information from secondary sources for the purpose of triangulation. This was intended to enhance the robustness of the assessment and to present a breakdown of the perspectives of key stakeholders.

5. Findings

In the following sections, the findings of the assessment are presented according to each of the five Criteria for Evaluating Development Assistance of the OECD (OECD-DAC), which was adopted as a framework.

5.1. Relevance

In evaluating relevance, the assessment focused on the alignment of awareness-raising interventions with key elements of the context in which the intervention was implemented. These elements are, on one hand, the international commitments of the GoE; the UNDAF for Ethiopia; national policies, laws and programmes in response to irregular migration, and on the other hand, the needs and interests of target groups.

The following paragraphs show the key findings of the assessment in these areas of intervention.

Awareness-raising interventions are largely aligned with the international commitments of the GoE

The awareness-raising activities undertaken by the GoE and key stakeholders within the selected projects and initiatives are aligned with the commitments of the Government under the ratified relevant international agreements. More specifically, the objectives of the interventions are in line with the provisions of the UN Convention on Transactional Organized Crime and the Protocols Thereto (2000). These activities contributed in particular towards fulfilling the obligations undertaken by the GoE under article 31(5) of the UN Convention, Article 9(2) of the UN Protocol to Prevent, Suppress and Punish TIP (2000), and Article 15(1) of the UN Protocol against Smuggling of Migrants (2000). Among other commitments, these provisions require Member States to:

- endeavour to promote public awareness regarding the existence, causes, and gravity of, and threats posed by transnational organized crime in general, and trafficking and smuggling of people in particular;
- emphasize the need for awareness-raising initiatives aimed at improving public understanding on trafficking and smuggling, on the protection of the victims, and on the prosecution of perpetrators, as well as providing advice or warning to those who are at greater risk of falling victim to trafficking;
- educate potential victims regarding the danger of trafficking, and train officials in the mechanisms of protecting the victims and prosecuting the perpetrators.

Awareness-raising activities are consistent with the UNDAF for Ethiopia (2012-2015)

The awareness-raising activities implemented by the GoE and other stakeholders on regular and irregular migration are in line with the UNDAF for Ethiopia (2012-2015). This framework identifies four strategic pillars, focusing on action needed for social protection, human rights,

protection of women, youth and children, and equal access to opportunities and social services. The nexus between migration and development is one of the cross-cutting issues that has been given special attention in the UNDAF. For the attainment of these goals, intervention strategies were promoted to enhance public dialogue and raise public awareness on right-based approach to development. Moreover, interventions for awareness creation were proposed as key actions to achieve the nine specific measurable outcomes contained in the ILO Decent Work Country Program (DWCP, 2014-2015), which emphasized social protection, poverty reduction and promotion of decent employment.

Awareness-raising activities are consistent with the national policies, laws, and programmes

The awareness-raising activities covered by this impact assessment are aligned with the national policy and legal framework of Ethiopia. These include: provisions for freedom of movement, protection of citizens and equal opportunities for all, all matters of priority for the Government. The FDRE Constitution prohibits trafficking in human beings for any purpose (article 18/2). This principle is reflected in the national laws, including criminal law, regulations on overseas employment and provisions against TIP and migrant smuggling.

Ethiopia's Overseas Employment Proclamation, 2016 (No. 923) explicitly assigns to the MoLSA – or the appropriate authority – the responsibility to undertake “regular pre-employment and pre-departure awareness raising” to prospect migrants, and “conduct national awareness-raising activities to the public at large by using mass media” (article 8). Similarly, the Prevention and Suppression of TIP and Smuggling of Migrants Proclamation, 2015 (No. 909) mandates the Ministry of Justice (MoJ) to coordinate the design and implementation of awareness-raising programmes to be broadcasted “to the public at large through mass media and other communication means” (article 41/1). Moreover, FDRE's National Plan of Action to Combat TIP (2015/16-2020/21) puts forward a series of prevention measures, including the following:

Output 1.2 –The Ethiopian public, including vulnerable groups, are better aware and empowered to avoid TIP and smuggling.

Output 1.4 – Children, youth and parents are aware of the high and frequent risks of TIP and smuggling, are empowered to resist peer and family pressures to migrate, are aware of local solutions and opportunities, and are encouraged to stay in school.

Similarly, the operational guidelines for the National Task Force (2016) envisage the establishment of a working group on prevention, whose responsibilities would include the awareness raising of the public on the grave consequences to which the crimes of TIP and smuggling are subjected, and the creation of community mobilization forums and other initiatives.

Awareness-raising activities are highly relevant to the needs and interests of target groups

The available evidence suggests that the awareness-raising activities aimed at combating irregular labour migration, TIP and smuggling are relevant to the needs and interests of the target groups. This positive conclusion can be drawn from both primary and secondary sources of information.

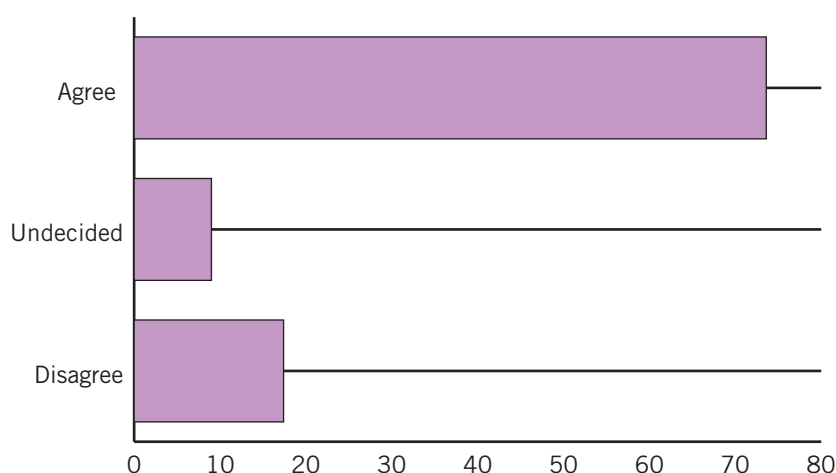
Several studies conducted on migration-related issues in Ethiopia have shown that a lack of awareness among citizens on migration, trafficking and smuggling is one of the factors contributing the most to the prevalence of irregular migration and its effects. For instance, a paper presented to the National Council for Anti Trafficking in 2010, identified the lack of public awareness on migration-related issues as the second most critical push factor of international migration, just behind unemployment (MoFA and MoLSA, 2010).

Similarly, findings of an assessment of the situations and needs of the returnees from Saudi Arabia, carried out in collaboration with ILO and MoLSA (2014), indicate that the lack of awareness among potential migrants, families and community members is one of the major causes of irregular migration, often costing the lives of many. The participants in this assessment identified awareness-creation training for the returnees and their community as critical means to foster attitudinal changes, enhance sustainable livelihoods and ultimately to reduce irregular migration. The *Assessment of the situation and need of Ethiopian returnees from KSA* (IOM, 2014) reached similar conclusions, as well as other studies conducted on the issues of irregular migration and MDWs from Ethiopia (Abebaw, 2013); (Emebet, 2002); (International Labour Organization, 2011); (Regional Mixed Migration Secretariat, 2014) (Yeshiwas, 2014) ICMPD, 2008; (Shukria, 2015). All of these studies noted above strongly underline the importance of awareness-raising activities for migrants, returnees, potential migrants, as well as their families and communities, to curb irregular migration along with trafficking and smuggling phenomena.

The information gathered for this assessment is also of primary importance for establishing the relevance of awareness-raising initiatives in relation to the needs of beneficiaries. The data collected from the review of project documents, through interviews with key informants, returnees and potential migrants, and FGDs with *woreda*-level government offices and families of beneficiaries indicated that the programmes have actively sought to identify and address the needs of beneficiaries.

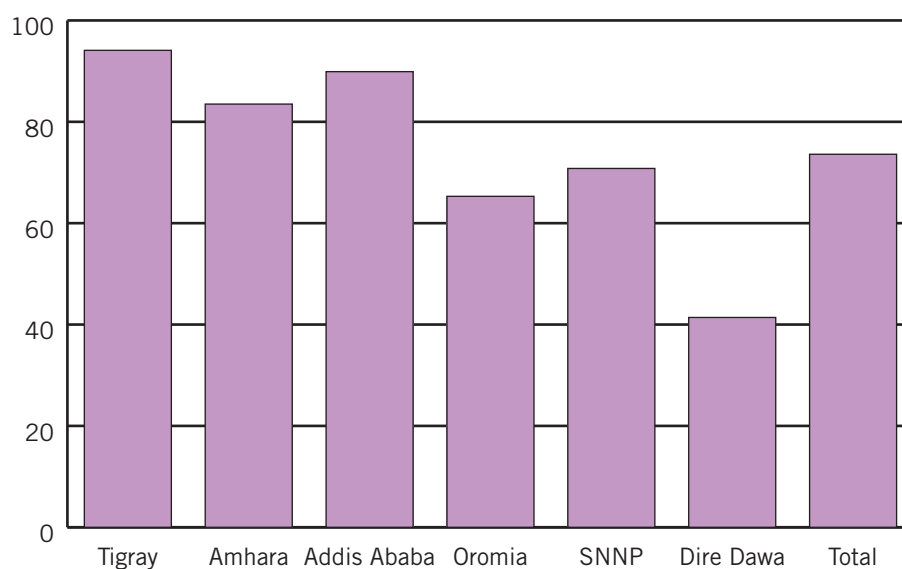
The returnees and potential migrants responding to the questionnaires were asked to rate the relevance of the interventions in which they have participated in relation to their needs and the needs of their communities. The following figure provides a summary of their responses in terms of agreement or disagreement with the statement “the interventions were meaningful to the target communities and beneficiaries.”

Figure 4: Meaningfulness of interventions to communities & beneficiaries



The figure shows that nearly three-quarters of respondents (73.7 percent) believe that the interventions have been relevant to their needs. The remaining quarter of the respondents (26.4 percent) were either undecided or did not believe that the interventions were relevant. Variation appears when disaggregating data by region, as the following figure indicates.

Figure 5: Meaningfulness of interventions to communities/beneficiaries by region



The proportion of respondents who indicated that the interventions in which they took part were relevant to them or their communities are at the lowest in the Dire Dawa Region, where only two in five responded positively (41.4 percent). On the other end, the highest figures are found for the Tigray region, with more than nine in ten respondents (94.1 percent) assessing the relevance of interventions to the needs of communities and target groups, closely followed by the Addis Ababa Region (89.9 percent).

5.2. Effectiveness

In this assessment, the effectiveness of interventions was considered from three perspectives, namely: achievement of planned objectives, effectiveness of communication strategies and effectiveness in increasing awareness among the target groups.

Awareness-raising activities were effective in achieving planned objectives, particularly in terms of size of the audience reached

Government agencies, international organizations, NGOs, and various civil society organizations (CSOs), including religious institutions, have been engaged in the effort to prevent irregular migration through awareness-creation interventions. These measures were often implemented within collaborative arrangements involving actors across different sectors.

A broad range of national and regional structures responsible for the key sectors and their regional counterparts were involved in implementing relevant initiatives, together with mass-media institutions, including public and private outlets. Similarly, UN agencies and international organizations supported and implemented projects focusing on the components of irregular migration. The local civil society also played an important role. Many of the interventions aimed to combat irregular migration and promote safe migration were implemented as parts of broader efforts also targeting human trafficking, smuggling of migrants and related issues.

Table 8: Key institutions implementing awareness-raising interventions

Sector/Profile	Key Institutions	Remarks
<i>Government bodies</i>	MoLSA, BoLSAs, MoWCA, BoWCAs, MoYS, MoFA, MoJ, MSED	The social affairs structure with MoLSA at the apex represents the core institutions mandated to combat irregular migration
<i>UN agencies</i>	UN Women, ILO, IOM	These institutions took a lead role in providing funding and other support to implementing institutions
<i>International and local NGOs</i>	Geneva Global, Catholic Secretariat, WISE, AGAR, CETU, Employees' Federation, Girl Effect, Inter-Faith Development Forum	INGOs, local NGOs/CBOs, FBOs, and labour unions often took an implementing role
<i>Media outlets</i>	EBC, Fana Corporate, FM Radio Stations, Ethiopian Press Organization, Ethiopian News Agency	Mass media outlets were the key channels through which the other institutions disseminated their messages

In 2014/15, the NTF conducted a supervisory visit around the country to assess the implementation of its community-based anti-trafficking mobilization strategy. In the final statement of its assessment, the NTF provides an overview of the effectiveness of awareness-raising initiatives implemented by the Government and other key stakeholders:

Since the end of 2012 when the national anti-trafficking mobilization strategy was initiated, the work of broadening awareness and bringing attitudinal change about the source of the problem of trafficking and its solutions has been accomplished by organizing various face-to-face public communication forums where millions of people have been reached. We conducted information campaigns that fuelled the struggle successfully not only in these forums, but also in religious institutions, schools, squares, and other places where the public gathered. In addition, informative news, programs, documentaries and articles indicating the extent of the problem and suggesting credible solutions at the national level have been disseminated in both electronic and print media and contributed a lot for the fight.

In the absence of comprehensive information on planned and implemented activities for each specific intervention, it is difficult to give a precise evaluation of the results. Yet, the available information suggests an encouraging performance in this respect. The reported implementation rate for awareness-raising activities under two EU supported projects, namely the Development of a Tripartite Framework for the Support and Protection of Ethiopian Women MDW to the Gulf Cooperation Council (GCC) States, Lebanon and Sudan (01/01/2013–31/01/2016), and Support to the Reintegration of Returnees in Ethiopia (01/01/2015–31/12/2017), suggests that positive progress has been made in this direction. Under the first project, 14 activities (39 percent) were partially implemented, whereas 22 (61 percent) were fully completed. The data reveals that the accomplishment rate of the above-mentioned activities exceeds 80 percent of the total. The midterm evaluation of the project for the Development of a Tripartite Framework displays an even more positive accomplishment rate (94 percent of the total).

A useful indicator of the effectiveness of awareness-raising initiatives is the number of people reached through the various actions put in place. While the impact assessment faced some challenges in accessing comprehensive and comparable data for certain geographic areas and strategies, the available evidence from primary and secondary sources suggests that the interventions have been successful in this regard.

Overall, the awareness-raising activities, projects, and programmes implemented during the last three years have reached a significant portion of the Ethiopian population. The following table provides an overview of the outreach of these interventions based on consolidated reports provided by the GoE, the MoLSA, and the BoLSAs, as well as the regional government offices and other stakeholders, submitted to the NTF.

Table 9: Reach of awareness raising activities based on secondary sources

Region/City	Number Reached	Source of Information	Year (Ethiopian Calendar)	Remarks
<i>Amhara Region</i>	3 881 099	NTF	2006	
<i>Addis Ababa</i>	760 159	AA-BoLSA	2007	
<i>SNNP Region</i>	441 959	NTF	2006	
<i>All regions and city administrations</i>	9 078 197	NTF	2008	
<i>National</i>	20 000 000	AA-BoLSA	2008	TV drama series on EBC
<i>National</i>	20 500 000	MoLSA/GTP I	2003–2007	

Reports collected from additional stakeholders also indicate a significant level of performance. The following summary reports the major achievements of selected organizations for the fiscal year 2015/16, as compiled by the NTF in its annual report:

- The Ethiopian Press Organization addressed the issue of irregular migration in 13 editorials, 55 news items, and 34 articles published on its four newspapers, one magazine and webpages in various languages, including Arabic;
- The Ethiopian News Agency published 16 news items, four featured articles, one documentary film, two spots, and one montage on irregular migration, trafficking and smuggling;
- The Ministry of Women and Children Affairs (MoWCA) reached 500,000 people with information about child abuse and trafficking through community radio programmes; 50,000 people through broadcasting on regional media; a series of panel discussions for a total of 434 direct participants; it also produced a weekly radio program — Elfinesh— in collaboration with Fana Broadcasting Corporation;
- The Ministry of Youth and Sport (MoYS) reached 31,616 people (sports crews from all regions and spectators from the city and its surroundings) on the 5th Whole Ethiopian Games, inviting various guests and known artists as speakers; 28,500 people (again, sports crews, university students, youth and other members of the community) through the dissemination of 5,000 leaflets, by organizing an oral question and answer competition and other contests at the 14th National Traditional Sport Competition and 10th National Cultural Festival held in Debre Tabor town. An additional 10,000 youths were trained at the Addis Raey Training Centre through films, leaflets, poems, songs and speeches performed by known artists who are appreciated and credible;
- Religious institutions, such as Kale Hiwot Church and the Catholic Church, accessed to 5,000 attendants of religious programmes held at Chenchu, and provided training to 2,000 people with the assistance of experts from MoLSa/BoLSA. The Catholic Secretariat conducted 18 training workshops on migration in three *woredas* of the Oromia Region and in the South Wollo zone of the Amhara Region, involving 500

returnees and potential migrants, as well as an awareness-creation campaign in Kombolcha town (South Wollo, Amhara Region).

The ILO has also been a key stakeholder in undertaking awareness-raising activities tackling irregular migration, TIP and smuggling. The activities of the ILO in collaboration with MoLSA, the Ministry of Foreign Affairs (MoFA), the MoJ, IOM, UN Women, media, religious leaders and other stakeholders are summarized below:

- In partnership with the MoFA, in 2015 the ILO organized a cycle of workshops aimed at strengthening the capacity of Ethiopian migrant workers' associations through leadership, management, financial literacy and life-skills trainings held in various cities of the Arab states, such as Jeddah (9–10 April), Doha (27–28 May), Kuwait (2–3 June), Dubai (31 July–1 August) and Beirut (7–8 November).
- The ILO has effectively made use of the media to raise public awareness on its activities in addressing irregular migration and promoting safe migration options. The ILO trained MDWs both prior to their departure and upon return. To this purpose, it supported a seven day-long ToT course for 73 teachers and experts in regional, technical and vocational education and training (TVET) colleges, and six *woreda*-level BoLSA and Micro and Small Enterprises Development Agency (MSEDA) offices in Oromia regional state (30 November–6 December). It also organized a three-day workshop in Adama on the standardization of short-term training modules for returnees and potential migrants (6–8 April), in which 63 TVET teachers and heads, and 30 experts and heads of *woreda*-level BoLSAs participated. The training manuals have been translated into Amharic, Oromifa and Tigrigna languages to facilitate understanding.
- After other ToTs in Addis Ababa, Amhara (Dessie), Oromia (Adama), and Tigray (Adigrat), a cycle of entrepreneurial and motivational skill trainings was provided to the returnees in different places, such as Amhara (Shewa Robit, Ataye, Chefa Robit and Kemissie *woredas*), Oromia (Setama, Sigmo, Jeju and Shirka *woredas*), Tigray (Aheferom and Saetsi Tseda Emba *woredas*), and Addis Ababa city. An eye-opener motivational and entrepreneurial skills training was followed by a more detailed session covering psychological, social and vocational issues, which took place over the course of one month. In Addis Ababa, for instance, 1,497 trainees successfully completed their course of study – 19 courses were provided in total – and graduated in March 2014. Similar training was also provided for 1,500 returnees coming from the sub cities of Addis Ababa, enrolled in collaboration with the Organization for Women in Self-Employment (WISE).
- An initiative implemented by UN Women in 2013/14 reached a total of 25,367 individuals in Amhara and 18,672 individuals in Addis Ababa. The activities consisted in CCs taking place every two weeks in six venues across three zones of the Amhara region, five sub-cities, and five *woredas* of Addis Ababa.

In many cases, reported audience numbers exceeded the planned participation. For instance, as indicated in the 2013/14 annual report of the NTF, almost twice as many people as

planned were reached through awareness-raising activities in the Amhara region (3,881,099 as compared to the planned 1,555,968 people). A similar success was reported for the 2015/16 fiscal year, when 9,078,197 people were reached through awareness-raising activities across the country, far exceeding the 5,775,400 expected. Labour and Social Affairs bureaus also reported a high level of performance in terms of number of people reached, such as the Addis Ababa BoLSA, which reported the participation of 760,159 people against an expected 500,000 in its performance report for the year 2014/15.

Awareness-raising activities employed a broad range of innovative strategies, with prominent use of mass media

The use of the appropriate media and messages, customized for the target group of beneficiaries, is another important aspect in assessing the effectiveness of awareness-raising activities against irregular migration. The interventions covered in this assessment mainly made use of mass media outlets, including broadcasts and print media, to deliver their messages to a broader audience. A number of interventions used distinct strategies to reach a narrower audience. Among these activities, CCs, training workshops, panel discussions and distribution of information, education and communication (IEC) materials on specific issues prevailed. There were also cases of single interventions resorting to multiple strategies to make information accessible to the target beneficiaries.

This assessment identified some successful approaches employed in awareness-raising activities on irregular migration. In the case of mass media broadcasts targeting the public at large, the use of real stories and true-to-life scenarios, as well as the drama format, succeeded in capturing the attention of a large audience by passing on critical information. A case in point is constituted by the *Chilot*, *Dana*, and *Betoch* television drama series aired by the national broadcaster, i.e. the Ethiopian Broadcasting Corporation (EBC) in a joint effort with the MoLSA, the Addis Ababa BoLSA, and the ILO. According to the reports released from the Addis Ababa BoLSA, these popular programmes have reached more than twenty million Ethiopians across the country. Interview sessions with key informants have also confirmed the effectiveness of this strategy. Similarly, the engagement of media personalities, organized in collaboration with MoLSA/BoLSA, ILO, IOM, and UN Women, has helped in targeting the younger audience with more attractive awareness-raising information. Moreover, to address language barriers, television and radio programmes were broadcast in local languages. In this regard, the drama series *Chilot* broadcast in Affan Oromo with the help of the ILO is an exemplary work that can be taken as a good practice to be replicated by other stakeholders in the future.

Mass media outlets have also been important tools for the articulation of core issues in the context of irregular migration. Panel discussions disseminated through television and radio channels have been particularly effective in this respect. Reports of the Addis Ababa BoLSA indicated that panel discussions aired through the EBC with the support of the IOM have reached more than half a million people, thus promoting awareness creation and sensitizing the public to the consequences of irregular migration. This strategy is also considered effective for bringing together multiple key stakeholders in one forum.

On the other hand, awareness-raising programmes used print media and IEC materials to disseminate more targeted information. While these media can reach a much narrower audience compared to broadcast media, they have the potential to deliver more specific and practical information to smaller and more defined groups. Publications such as newspapers, magazines, brochures and leaflets also enabled the key actors to reach those people who have little or no access to electronic media. Dissemination of information packages by BoLSAs, ILO, IOM, and other stakeholders was considered important in these cases.

The programmes also incorporated other strategies specifically designed for communities and individuals with limited access to broadcast and print media. One example is the Mutach Forum Theatre presented at a *kebele* level in various localities within a programme developed by the IOM. This approach also constituted a chance to conduct an in-depth discussion on migration issues, that has more potential in terms of changing deep-rooted beliefs and attitudes, and of engaging in public discussions going beyond the mere provision of information. The level and quality of community participation in the design and implementation phases of these activities is an important factor for ensuring their relevance to the needs of beneficiaries.

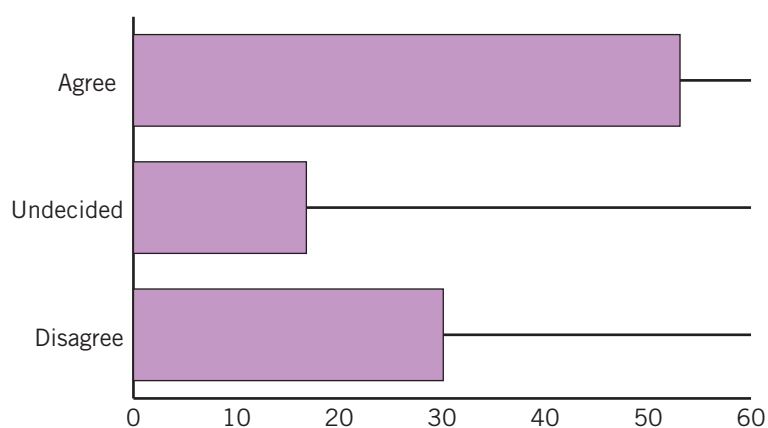
The use of CCs is another strategy identified as a good practice during this impact assessment. The series of CC activities implemented by the offices of labour and social affairs in Addis Ababa City Administration and the Amhara Region in collaboration with UN Women provide a positive example in quantitative and qualitative terms. From a purely quantitative perspective, the initiative managed to reach a larger audience. As an informant from BoLSA declared, they “planned for 2 million people but reached 20.7 million”.

On the qualitative aspect, these activities created greater opportunities for the direct involvement of target communities, and enabled the local community to actively participate in the process. As one key informant noted, “the participation of the community and its transformation is essential to sustainably reduce the problem. You might have left after presenting one or two television programmes; but the community will still be there and hence its engagement is the core issue”. Another key informant, representing a major donor institution, stressed the comparative value of this approach saying that “the CC is close to them and is managed by them as issues are raised by themselves; on the other hand, the media target all those who watch or listen generally and hence it is difficult to judge its connection.”

There have been cases in which the key concepts of the messages delivered through the awareness-raising activities were identified as determinants of the effectiveness of the programme. Key informants among returnees, potential migrants and their families, for instance, pointed at radio programmes in which young returnees described their experiences as very relevant to their needs for information.

Returnees and potential migrants accessed through the survey questionnaire were asked to determine the effectiveness of the activities in which they took part in terms of reaching the needs of the various target groups, as well as addressing the issue of irregular migration. The following figure presents a summary of the responses to the first question.

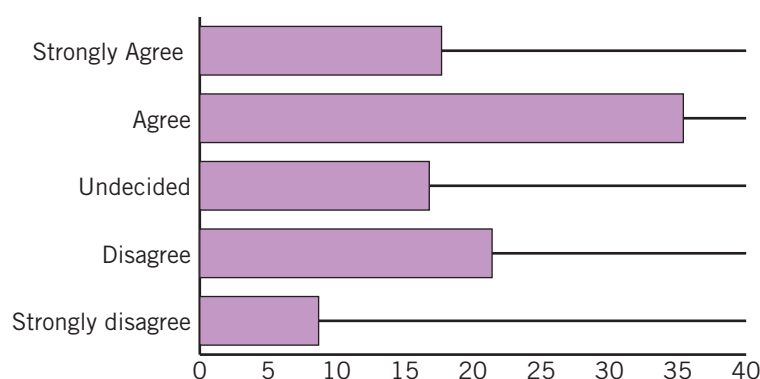
Figure 6: Effectiveness of interventions in addressing the needs of beneficiaries (Survey results)



A little over half of the respondents (53.1 percent) believe that the interventions have been successful in addressing their needs, whereas almost one third (30.1 percent) responded negatively. The significant proportion of the respondents who are either undecided or do not think the interventions were successful shows a less than satisfactory picture of their effectiveness.

The responses of returnees and potential migrants to the question on the success of the interventions in addressing irregular migration and promoting safe migration follow a similar trend.

Figure 7: Effectiveness of interventions in addressing irregular migration (Survey results)



More than half of the respondents (51.6 percent) agree or strongly agree that the interventions have had success in combating irregular migration. On the other hand, almost one third (30.1 percent) expressed disagreement. When cumulating the respondents in disagreement with the undecided, this amounts to nearly one half (46.9 percent) of returnees and potential migrants who have reservations about the effectiveness of such interventions.

5.3. Efficiency

The efficiency of awareness-raising interventions was assessed from a twofold perspective: adequacy of resources and cost-effectiveness of resource utilization. It is possible to clearly measure the efficiency of an intervention only when accurate estimates of budget allocations are available for each activity. For this assessment, however, it was difficult to gain full access to the financial records for many of the awareness-raising interventions. Based on the available data on budget allocations and the information collected from key informants, the following major findings were identified.

The GoE and key stakeholders are availing a relatively adequate and increasing level of resources for awareness-raising interventions

In collaboration with the EU, UN Women, and MoLSA, the ILO is implementing three broad projects in which awareness raising is a core component. These include the Joint UN Resource Mobilization for the Counter Trafficking and Migration Policy and Practice in Ethiopia (01/01/2015–31/01/2016); Development of a Tripartite Framework for the Support and Protection of Ethiopian Women MDW to the GCC States, Lebanon and Sudan (01/01/2013–31/01/2016); Support to the Reintegration of Returnees in Ethiopia (01/01/2015–31/12/2017). In addition, the EU allocated 3,000,000 euros for awareness-raising activities – excluding capacity-building activities – in the framework of a regional project for Better Migration Management to be implemented in the Horn of Africa.

These efforts are indicative of the extent to which awareness raising attracts the attention of funders and experts from various sectors. This momentum makes it possible to leverage different types of resources (financial, in-kind, human and time) towards the implementation of awareness-raising initiatives. It seems that a considerable amount of resources has been and continues to be allocated by the government and other stakeholders in Ethiopia for such interventions. On one hand, this might be due to the capacity of the stakeholders to mobilize resources, and, on the other hand, to the acknowledge of the significant role played by them in combatting social problems. The institutional capacity of stakeholders such as the ILO, IOM, UN Women and others helps in making efficient use of the resources, and in timely accomplishment of the activities. Nevertheless, in some cases, key informants noted the existing gap between the allocation of funds and the magnitude of the problem.

Awareness-raising interventions were largely implemented in a timely manner with the resources allocated

The awareness-raising initiatives undertaken by the Government and key stakeholders also demonstrated efficiency in accomplishing their activities within the time limits and the resources allocated. To answer to the topical questions whether the awareness-raising activities matched the resources allocated and in what measure, and whether the resources spent were worth the accomplishments made, a detailed estimation of costs for each activity would be needed. Unfortunately, it was not possible to provide such estimations in this case. Therefore, the efficiency of the awareness-raising interventions has been determined in terms of availability of resources and accomplishment of the tasks within the established period. A review of the available documents, such as annual plans, reports or minutes indicate that the government and other stakeholders have successfully accomplished the activities planned prior to implementation within the time limits and the resources allocated.

Efforts to promote coordination and avoid duplication in the implementation were made, although they could be improved

A supplementary assessment base for evaluating the efficiency of the activities consists of determining the extent to which they are accomplished without wastage, thus avoiding duplication of efforts or additional costs for the stakeholders. In this respect, the initiative developed in collaboration between UN Women, Geneva Global and the IOM can be regarded as exemplary. In fact, UN Women used a training manual for CC already developed by the IOM, rather than developing its own manual. Key informants from the three institutions positively considered this approach as a strategy adopted in the interest of avoiding duplication of effort, reducing unnecessary wastage and ensuring a more efficient implementation. In general, significant efforts seem to have been taken in the direction of increasing coordination, complementarity and an intelligent use of resources, both in terms of mutualisation and coordination of the existing structures. However, there is still room to further improve collaboration.

The use of existing measures enhanced the efficiency of awareness-raising interventions

Efficiency is also reflected in the use of the existing measures, like involving teachers to make girls aware of the risks of irregular migration, or invite local health extension workers to discuss migration-related problems with the families. These are common strategies of awareness raising for many stakeholders engaged in migration management system indicating to what extent the efficiency was increased.

5.4. Impact

The impact assessment focused on three subjects: (1) changes in attitudes on irregular migration and safe migration among the community and the potential migrants; (2) changes in relation to the decision to migrate among potential migrants; (3) increased engagement in the response to irregular migration.

Evidence of changes in attitude and behaviour as a result of the interventions

According to data obtained from key informants, the activities undertaken helped to improve the level of public awareness, the attitude and the behaviour of the participants towards migration. For instance, key informants from the IOM, UN Women and WISE agreed that the objectives of the activities were achieved (i.e. the output was matched or a change was brought), though further investigation is needed to determine the extent of the change. For instance, a key informant from UN Women reported cases of positive and encouraging changes across several determinants. These include examples of potential migrants who are reported to have changed their intention to follow the irregular route and are now waiting for regular migration, adolescents who decided to continue their education instead of leaving their country, various individuals who reported on the illegal activities of brokers whose declarations led to a number of perpetrators being prosecuted.

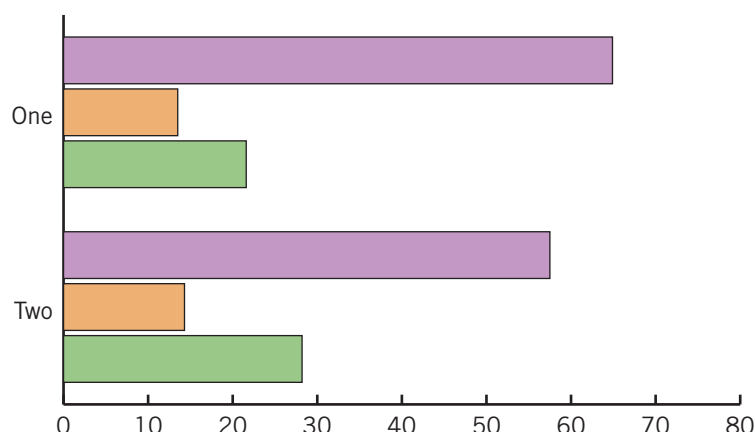
Other key informants also agreed that there have been perceptible changes in the level of awareness and in common attitudes in the areas covered by the interventions. One key informant noted:

We do make an impact if we see it in terms of creating awareness. For example, if you look at the CCs: there was resistance and little commitment, initially. However, the communities now own the process. This reflects increased awareness. We are not at a point where one can say the community is not aware of the dangers of irregular migration.

To determine the perception of the overall impact created by awareness-raising programmes, the participants in the survey were asked to judge the impact resulted from the training or from any other intervention in which they took part. The survey required the respondents to agree or disagree with two statements on whether the interventions had given them a deeper understanding of the dangers of irregular migration, and whether these have led to changes in their attitudes.

Figure 8: Deeper understanding and changes in attitudes about irregular migration (Survey results)

The interventions helped the people to have deeper understanding on dangers of irregular migration



Interventions have helped the target groups to at least change their attitudes on TIP

In their responses, more than half of the returnees and potential migrants agreed that the activities have been effective in increasing awareness and improving attitudes.

Awareness-raising interventions are associated to changes in the decision to migrate among potential migrants

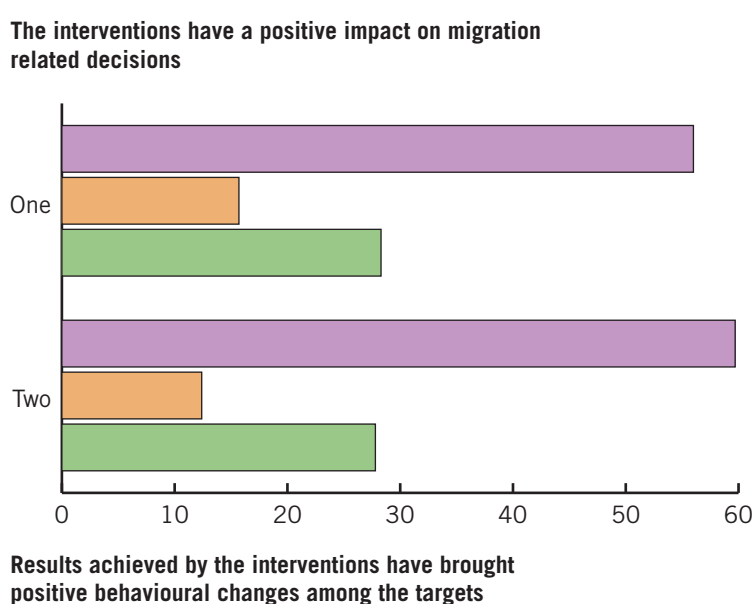
In responding to the questions on the nature of the changes observed as a result of the interventions, key informants reported cases of potential migrants having disregarded previous plans to engage in irregular migration, like some who decided to start their own businesses instead. The experiences of members of Yichalal Credit and Saving Association, supported by WISE, provide good examples in this regard.

The participants of the FGDs who took part in awareness activities at *woreda* level also agreed that there is evidence of change, although not sufficient to completely eradicate the problem. For instance, referring to youth-focused activities conducted in Assela town in collaboration with the Oromia Bureau of Women, Children and Youth Affairs (BoWCYA), one participant noted:

As to the situation in our town, the intervention has brought about a change. A few years ago, the school in town had become a temporary location for girls who planned to migrate. Girls from the rural areas would only attend the school while they made travel arrangements. This has changed in the past two or three years. We no longer observe this trend in the town.

This finding is supported by information gathered from the beneficiaries contacted for the assessment. Speaking about the training provided by the Addis Ababa University, one of the beneficiaries declared that being aware about the risks of irregular migration helped her in changing her decision. Returnees and potential migrants were also asked through the survey to assess the impact of interventions on the decision to migrate. More specifically, respondents were given the option of agreeing or disagreeing with statements on the logical connections between the behaviour of the target groups and the potential positive impact of interventions on their decisions on irregular migration.

Figure 9: Logical connection between behaviour and positive impact on decisions of targets (Survey results)



More than half of the respondents agreed with the fact that the interventions in which they participated had a positive impact on their decisions, and that their involvement in these interventions brought positive behavioural changes among them.

Awareness-raising interventions increased community engagement in the response to irregular migration

The assessment uncovered the impact of such interventions on the involvement of communities in combating irregular migration. Talking about the changes brought about through CCs in the SNNP region (e.g. Hossaena), a key informant said that “the community has begun to protect itself; it is taking ownership. It has begun to take actions.” The following statement from a key informant provides a more detailed picture:

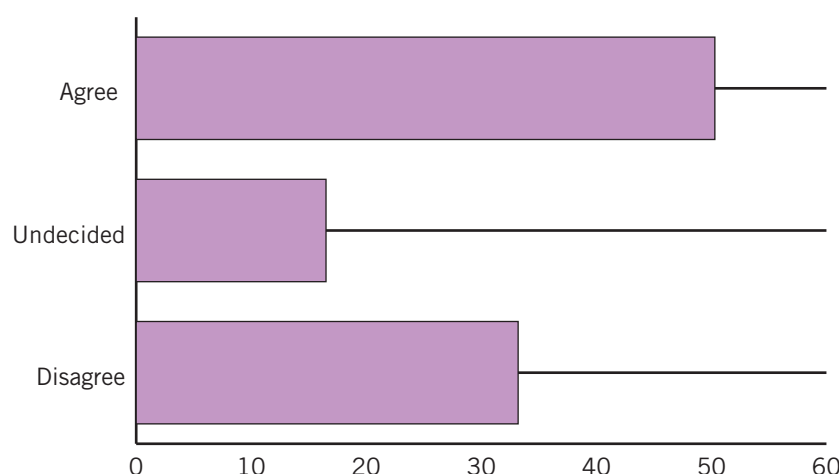
We have seen strong community leaders emerging out of these processes. For example, they expose brokers and sometimes they summon and speak to them. The community has its own vast knowledge and what is needed is

tapping into that. The community leaders have convinced children to return to school; they went out to protect their community. They have the capacity, knowledge, so what is needed is empowering them.

The commitment of key stakeholders to the continuation of the interventions was also assessed from the perspective of returnees and potential migrants that have been involved in the interventions considered. In the survey, respondents were asked to agree or disagree with a statement related to this issue.

Figure 10: Stakeholders' commitment to interventions (Survey results)

Key stakeholders have shown their continued commitment to the interventions



Half of the respondents (50.3 percent) positively assessed the continued commitment of the stakeholders to the intervention to prevent irregular migration. On the other hand, one third of the respondents (33.2 percent) responded negatively, while the rest of the respondents (16.5 percent) were undecided. This suggests that returnees and potential migrants might express reservations about the commitment of stakeholders, although the overall majority is optimistic.

Many external factors risk undermining the impact of awareness-raising activities

Key informants raised the issue that other external factors play as well an important role in the decision to use irregular migration routes. Most of the key informants from the ILO, IOM, Geneva Global and WISE highlighted the importance of the access to productive employment, to resources, such as land and to regular migration routes. While the changes envisaged in the CCs are a source of hope, they are challenged by the lack of employment opportunities. Families of returnees and potential migrants from Kemissie also agreed that changes are happening, but warned that these efforts need continuity. Similarly, an FGD discussant from Assella admitted that there is still some level of youth migration from the area. Thus, the grade of effectiveness of these activities should be weighted carefully. To quote a cautious key informant: "With regard to [our project's] ultimate success in preventing migration, you will see that only when there is change in opportunities at home".

Even where interventions seem to bring about impact, the absence of baseline data precludes the measurement of this impact. In the words of a key informant talking with an international agency: “In this process the challenge is that we do not have the means to estimate the level of migration. We do not know whether it is underestimated or overestimated. Thus, we do not have a baseline and we cannot say whether we have reduced it or not. It would be a good idea to have a national framework for estimating this”.

This view is widely shared among key informants across governmental and non-governmental actors. Moreover, the assessment team declared that the absence of data on irregular migration is a serious limitation of the current impact assessment.

5.5. Sustainability

The assessment of sustainability attempted to examine the future developments of the awareness-raising interventions and their outcomes from two perspectives: possible contribution of the interventions to the development of a legal and policy framework for the response to irregular migration, and evidence of takeover and replication of activities to combat it.

The development of a legal and policy framework for the response to irregular migration is an important positive factor

The GoE has given an increasing attention to combating irregular migration, as demonstrated by the changes put in place in the relevant laws and policies. Recent efforts in this direction include the adoption of laws on overseas employment services (Proclamation No. 923/2016) and on human trafficking and smuggling (Proclamation No. 909/2015). The development of the National Plan of Action to Combat TIP (2015/6-2020/1) is another important step forward in the national response to trafficking.

From the interviews conducted within various BoLSAs, the adoption of a comprehensive framework for the national response to irregular migration and associated issues recognizing the roles of the GoE and the civil society appears to be already in place, although it is not clear whether it has reached the implementation stage yet. These key informants declared that the GoE has effectively developed a framework for the response to TIP along with manuals, popular movement documents, and Terms of Reference (ToRs) for the development of operational plans towards prevention, protection, prosecution and partnership. Whereas the Labour and Social Affairs structures are supposed to play a leading role in this framework, special emphasis is put on the role of civil society, especially communities such as women and youth associations. If the figures for Addis Ababa are proven to be reliable indicators (293 forums to train 118,000 participants and two popular movements in each of the 116 *woredas*), this arrangement has significant potential for effectiveness and impact. Similarly, the mass media programmes of the Addis Ababa BoLSA, which reportedly cover the issues of TIP on a regular basis, would possibly point the way forward in terms of ownership of awareness-raising activities and results by GoE actors.

Significant evidence of the commitment of institutional actors to engage in prevention has been found

The level of commitment and ownership of communities and government actors to the activities and results of awareness-raising initiatives to combat irregular migration is an important indicator of sustainability. The evidence shows a high level of commitment and ownership in the allocation of resources and replication of activities. For instance, recognizing the importance of the matter, the Amhara Regional State has allocated two million birr to support anti-TIP interventions. Similarly, the Addis Ababa City Administration has allocated 10 million birr to a project for disseminating lessons from an UN Women initiative supporting CCs in five sub cities and five *woredas* to other areas. The Inter-Faith Forum has also shown commitment by covering the costs of a workshop (96,426 birr) for 109 participants, organized to address issues of religion and irregular migration.

The SNNP Regional State has taken similar measures by allocating budget resources for supporting anti-trafficking movements. As indicated by a key informant, the MoYS has developed by its own budget a three-year strategic plan to work on youth migration aiming to reach 70,000 youth annually through awareness-raising programmes that can be integrated with other sport festivals. Such investment has the potential to boost the results of the programs and ensure their sustainability.

Other important actors have also undertaken activities to tackle irregular migration. For example, the Confederation of Ethiopian Trade Unions targeted potential migrants among factory workers, while the Women's Affairs Office of the Confederation – initially engaged by the ILO for similar projects – allocated resources to work on the issue focusing on women workers. Key expedients used by the Confederation to sensitize potential migrants are life stories told by returnees, which have been identified as a good practice in this assessment, and the use of an audiovisual medium to reach illiterate workers. Another notable example is the get-together of the Addis Ababa BoLSA, the Confederation and the Police in Addis Ababa to replicate the results of a previous project implemented by the Bureau and funded by UN Women. Referring to this experience, a representative of the UN agency declared:

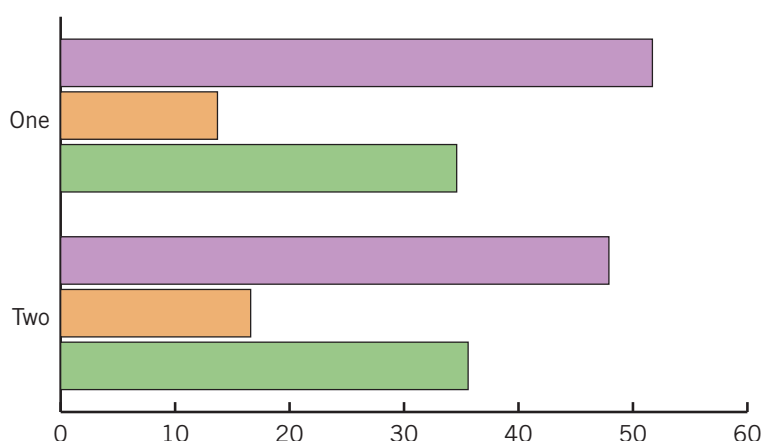
In Addis Ababa, for example, we gave them money the year before last year, but they, through their own budget, covered areas we have not reached. What they have done is to sign a Memorandum of Understanding with the Women's Confederation and the police commission to work together to fight trafficking and smuggling, and to work on awareness raising, as the work has taken a shape thanks to it.

Media and religious institutions have also shown an increasing interest in these issues, reportedly contacting BoLSAs for joint engagement and raising the issue of encountering irregular migration in their routine operations. This trend could provide an important opportunity for capitalizing on existing structures to enhance sustainability. Conclusions in this respect could be drawn from the experiences of work done by UN Women with community care coalitions, which consists in creating a unique structures involving community institutions in the Tigray region so as to transfer information and skills to undertake CCs.

Returnees and potential migrants contacted for this assessment though the survey questionnaires appear to have a mixed view on the potential sustainability of awareness-raising activities to combat irregular migration. The following figure presents the responses of beneficiaries of the interventions to the statement: “It is very likely that the outcomes of the interventions would be sustained at the community level long after they are implemented”.

Figure 11: The likelihood of sustainability of interventions (Survey results)

It is very likely that the outcomes of the interventions would be sustained at the community level long after they are implemented



Interventions have continued to be implemented after financial support stopped

Almost half of the respondents had a positive view of the likelihood for sustainability of the interventions in which they participated. Slightly more than a third (34.6-35.6 percent) of respondents did not believe these measures are sustainable, whereas more than one in ten (13.7 or 16.6 percent) were undecided on the issue. Although the majority of respondents were confident about the sustainability of awareness-raising interventions, the number of returnees and potential migrants who either responded negatively or chose not to respond is cause for concern.

6. Lessons learned

The assessment identified several important lessons that can be drawn from both the good practices and the challenges identified in the implementation of the awareness-raising interventions investigated.

- Setting a baseline, identifying appropriate benchmarks, and measuring progress achieved constitute an essential part of the response to irregular migration at project, programme and sector levels. In fact, in addition to facilitating the measurement of changes as results of interventions, this would enable an informed and evidence-based approach to policy-making and programming. In this regard, it is also important to harmonize the reporting of results achieved by individual interventions to better reflect the state of affairs and contributions to the overall response to the phenomenon of irregular migration;
- Awareness-raising interventions have proven to be most effective when aimed at achieving goals focused on specific issues (e.g. child migration, labour migration, domestic workers), and at targeting groups who are considered particularly ‘at-risk’, such as potential migrants;
- The credibility of public awareness-raising activities is enhanced by the use of accurate and balanced information, which present the advantages and disadvantages of migration, as well as the opportunities of regular migration and the specific risks of irregular migration. Credibility and specificity are also granted by the engagement of returnees as providers of information acquired through personal experience. Such interventions help counter the influence of informal sources of information, which usually proves to be powerful;
- Awareness-raising interventions aimed at combating irregular migration have achieved significant outreach in terms of audience. This is mostly attributable to the extensive use of mass media outlets, especially those broadcasting audiovisual content. While mass media clearly represents a potent tool for information and sensitization, the inherently generic nature of messages intended to capture the interest of large and diverse population groups prevents reaching a broader scope. Meeting the needs of specific social groups, e.g. differentiated by age, gender or local context, would require more targeted messages;
- The broadcast media, especially television and radio programmes, tend to be the most effective for reaching a broader audience. These media also bring the highest value for money in terms of efficient utilization of resources through lower per capita cost, despite the high cost of airtime for advertisements and programmes;
- Strategies such as CCs, Forum Theatre, and other face-to-face approaches appear to be more effective in terms of ensuring involvement and ownership of target groups and in bringing about attitudinal changes;

- The available evidence also suggests that repeated campaigns, rather than one-off initiatives, may have a more effective impact in terms of changes in attitudes and behaviours towards the risks of irregular migration;
- Coordination, networking and information sharing among key institutional actors in the response to irregular migration are important for enhancing the efficiency and effectiveness of awareness-raising interventions. Consciously addressing complementarity issues minimizes overlapping and wastage of limited resources, and enhances effectiveness and positive impact;
- The lack of alternative economic opportunities and other services for migrants compromises the actual impact of awareness-raising interventions. These initiatives are ultimately more effective when implemented as part of a broader framework of interventions incorporating capacity building, economic empowerment, law enforcement and other actions. The intervention implemented by Geneva Global, which reportedly integrates awareness raising with livelihood development and psychosocial support, may serve as a good example.

7. Conclusions and recommendations

7.1. Conclusions

The GoE and its development partners have given significant attention to combating irregular migration and improving the governance of labour migration. The awareness-raising interventions undertaken by the GoE and by key institutional actors considered for this evaluation were found to be relevant to the international commitments of the GoE and the UNDAF, to the applicable national policies as well as to the needs and interests of targeted communities.

The awareness-raising interventions covered used various communication strategies to reach their target audiences. Significant among these was the use of mass media, training, CCs, entertainment programmes and dissemination of IEC materials. The activities undertaken by the GoE and key institutional actors were effective in terms of reaching a broad audience as well as targeting vulnerable social groups.

While it is difficult to measure the impact of the abovementioned activities in the absence of baseline data and comprehensive information on the changes in attitudes and practices, the evidence suggests that the interventions have produced some impact. The contributions of other interventions, especially those aimed at promoting economic empowerment of vulnerable social sections, should also be considered. Similarly, the sustainability of the initiatives and the results already achieved are encouraging, when taking into consideration the levels of ownership achieved by the GoE and the local communities.

7.2. Recommendations

The assessment team identified the following key recommendations:

- The GoE and key stakeholders need to continue and strengthen their commitment on awareness raising to combat irregular migration, and to promote safe and fair migration;
- The GoE and key stakeholders should adopt a comprehensive approach for the prevention of irregular migration. More specifically, awareness-raising interventions should be integrated within a broader strategy of prevention and within a general framework of interventions, including the creation of local capacity building, economic empowerment, law enforcement and similar issues;
- Considering the importance of complementarity in enhancing effectiveness, impact and added value of interventions as well as minimizing overlaps, the GoE and other

key institutional actors should enhance coordination among existing projects within the national response to irregular migration;

- Implementers of awareness-raising interventions on migration should give adequate attention to the task of setting baselines, identifying benchmarks, and measuring progress on a regular and continuous basis. Moreover, it is necessary to implement a harmonized system of data collection at the sector- and national-response levels;
- Awareness-raising interventions designed and implemented by the GoE and key institutional stakeholders should give paramount attention to the choice of appropriate communication strategies. They should also explore innovative means, considering the specificities of the subject matter and the target audiences. The lessons learned from current interventions (e.g., the use of CCs and popular drama series, the engagement of popular public figures, the dissemination of school-based mini media, and the activities in community forum theatres, or a combination of these) could be significantly beneficial ;
- The GoE and key stakeholders need to put in place a reliable system to mobilize resources from various origins to strengthen migration management and governance as a whole.

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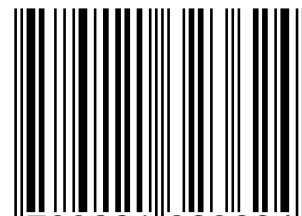
Appendix: List of persons contacted

Ser. No	Names	Organizations
1	W/ro Aida Awol	CTA, ILO
2	Ato Zerihun	MoLSA
3	Ato Habtamu	MoLSA
4	Ato Kumneger	Addis Ababa BoLSA
5	Ato Daniel	Geneva Global
6	W/ro Simegn	UN Women
7	W/ro Liyunet	IOM
8	W/ro Rahel	CETU
9	Ato Suad	EEF
10	W/ro Tsigie	WISE
11	Commander Mekonnen	Federal Police
12	Ato Yibeltal	MoJ, National Task Force Secretariat
13	Ato Mussie	Catholic Secretariat
14	Ato Hiluf	Inter-Religious Institutions Council
15	Ato Abara Daba	AGAR
16		Addis Admas
17	Two people	Radio Fana
18	Ato Minyahil	MoYS
19	Ato Silesh	MoWC
20		EBC
21	Mr. Nigel	DFID
22	W/rt Genet	Girl Effect
23		EPE



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