

ASSESSMENT REPORT ON REINTEGRATION SUPPORT MODELS FOR VICTIMS OF TRAFFICKING IN VIET NAM



International Organization for Migration (IOM)

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March 2012



International Organization for Migration (IOM)

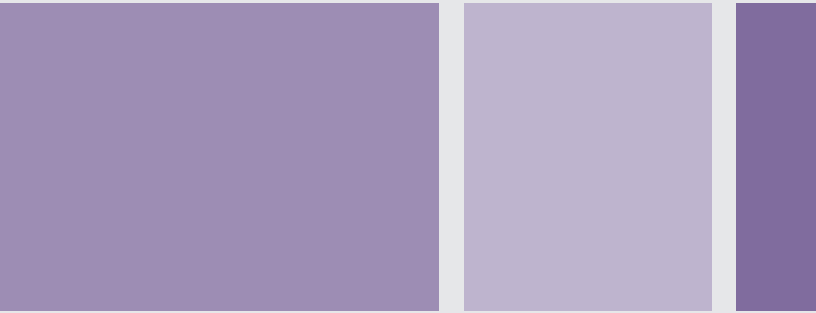
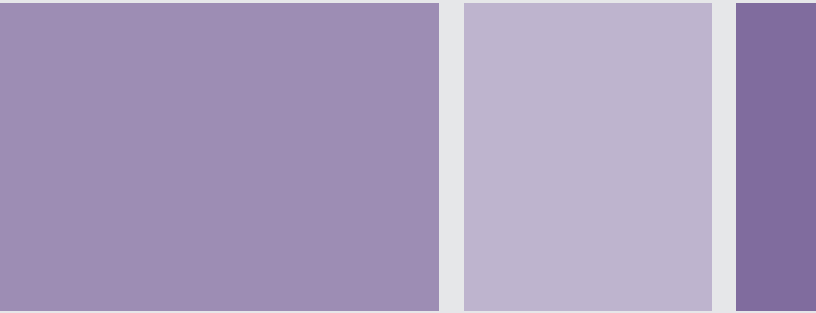


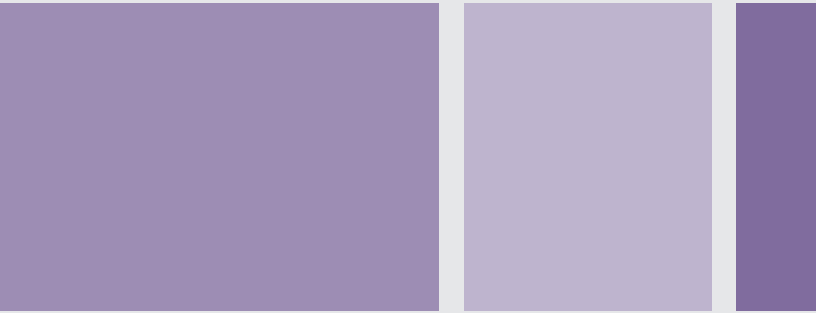
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ACRONYMS

DOLISA	Department of Labour, Invalids and Social Affairs
DSEP	Department of Social Evils Prevention
FGD	Focus group discussion
HIV	Human immunodeficiency virus
IOM	International Organization for Migration
MOLISA	Ministry of Labour, War Invalids and Social Affairs
NGO	Non-governmental organization
NPA	National Plan of Action
TOR	Terms of reference
UNIAP	United Nations Inter-Agency Project on Human Trafficking
UNICEF	United Nations Children's Fund



FOREWORD

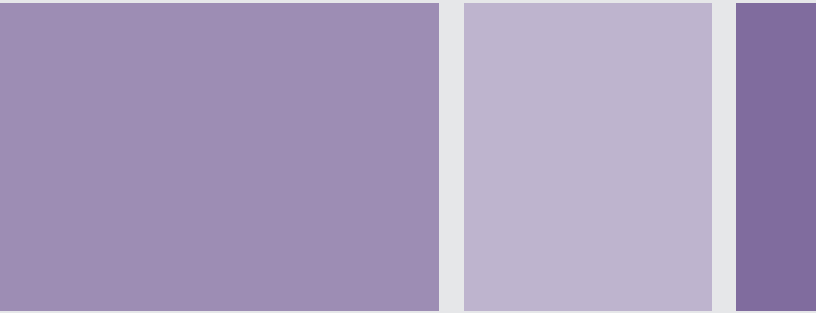
As the Government of Viet Nam has completed the first phase National Plan of Action (NPA) on Counter-trafficking for the period 2006–2010 and has developed the next NPA for the period 2011–2015, the “Assessment Report on Reintegration Support Models for Victims of Trafficking in Viet Nam” intends to inform the Vietnamese Government’s protection efforts under the NPA by assessing the relevance, effectiveness, efficiency and sustainability of the models of existing return, recovery and reintegration projects undertaken by the Ministry of Labour, Invalids and Social Affairs (MOLISA) in partnership with IOM. The knowledge and recommendations resulting from the evaluation will be used not only to refine the existing programme but also to set a strategic direction for future technical support and advocacy to provincial and central authorities, including new projects in the field of victim protection.

This report is published by IOM Viet Nam in partnership with the Department of Social Evils Prevention (DSEP) of MOLISA under an IOM/MOLISA project funded by the IOM Development Fund. I hope the report, with the recorded achievements, challenges and lessons learned, will provide a basis for capacity-building and advocacy. Information of effective practices and practical recommendations will serve as important inputs to the development of relevant policies and design of programmes for supporting victims of trafficking.

I would like to express my appreciation to all the experts who have been involved in the data collection, data processing, drafting and completion of this report. In particular, I am grateful for the financial and technical support from the IOM Development Fund and the fruitful cooperation with the DSEP of MOLISA that have enabled the expert team to bring this report to current shape.

I am very much looking forward to the continued collaboration with our national and international partners for the further development and review of reintegration models in Viet Nam to provide effective, comprehensive and sustainable reintegration support to victims of trafficking in the years and months to come.

Florian Forster
Chief of Mission
IOM Viet Nam

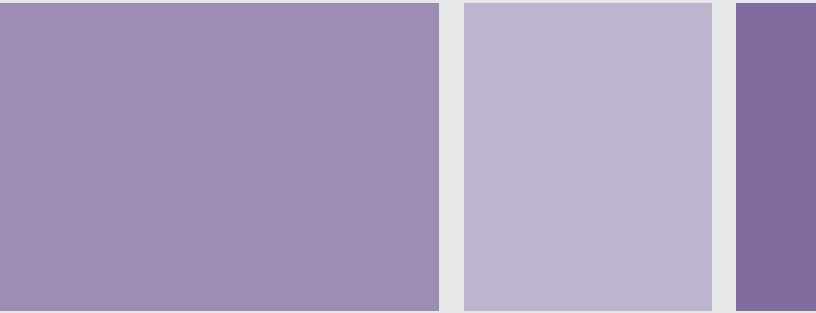


ACKNOWLEDGEMENTS

The assessment team is comprised of Ms. Vu Pham Nguyen Thanh, Mr. Tran Ban Hung, Ms. Dang Thuy Hanh and Mr. David Trees. It was supported by Mr. Nguyen Van Minh, Director; Ms. Le Thi Ha, Vice Director; Mr. Cao Van Thanh; Mr. Nguyen Tien Thanh; Mr. Nguyen Xuan Long; and officers from DSEP of MOLISA. The team would like to thank DSEP and IOM for organizing and arranging the assessment and making all necessary appointments and arrangements. The team would particularly like to thank the provincial DSEP offices for their time and commitment to the evaluation and arranging all provincial meetings and interviews. Special thanks goes to Mr. Nguyen Tuong Long in Lao Cai for accommodating a number of changes in the interview plan on very short notice, and the staff at the Lao Cai Women's Union, social protection centre and 108 Hospital for meeting with the assessment team, also on short notice.

The assessment team also met with very supportive authorities; mass organization staff and collaborators, who greatly contributed to the assessment; and with trafficked women and men who provided considerable time and energy to answer numerous questions and discuss difficult issues for the benefit of the report.

The team also acknowledges IOM for funding the project that included this assessment and for the recognition that assessment and evaluation is a critical component of effective policy development, project management, learning programme lessons and making revisions when necessary.



SUMMARY

The Vietnamese Government has placed considerable effort on preventing and reducing trafficking. An NPA was developed and enacted to ensure that prevention, protection and prosecution activities, and support are implemented nationally and a law on human trafficking was put into force in early 2012. Additionally, a number of government policies have been developed to provide various aspects of support to victims of trafficking. The situation continues, however, and is reportedly worsening in some communities. According to a review of the NPA in 2010, there were 1,586 cases of human trafficking, 2,888 criminals arrested and 4,008 people determined as victims during the years 2004–2009. It is believed the actual number is considerably higher as data is not systematically collected and many trafficked persons do not report their experience due to stigma and discrimination.

IOM works in close collaboration with the Vietnamese Government and actively seeks funds from donors based on priorities determined by national objectives (as identified in the Socio-Economic Development Plan and ministerial objectives) and partners. IOM recognized that trafficking was a critical migration-related issue in Viet Nam in the mid-1990s and has made a concerted effort to move away from small-scale provincial-level projects and instead focus on supporting national-level government programmes and policies, as part of a larger partnership with MOLISA and other government ministries. In 2007, IOM proposed establishing assessment centres and self-help groups for trafficked women. With these two models – the assessment centre and self-help groups – being implemented for more than three years in An Giang, Bac Giang and Lao Cai, IOM and MOLISA decided to assess the models for future use and expansion. This assessment of return and reintegration models was implemented to inform the Vietnamese Government, IOM and other stakeholders on effective protection efforts and challenges within the NPA on Counter-trafficking by assessing existing models of return and reintegration undertaken by the Government of Viet Nam in partnership with IOM.

The assessment identified achievements, assessed how challenges have been addressed, and recorded lessons learned in order to provide a basis for future programming, capacity-building and advocacy. The knowledge and recommendations resulting from the assessment form a resource which can support existing activities, and can also be used to set a strategic direction for future technical support and advocacy to provincial and central authorities. Methods used in the evaluation included programme and literature review, stakeholder interviews, on-site visits, in-depth interviews, and focus group discussions (FGDs).

The primary objective of the assessment was to determine the extent to which services constitute a viable model for meeting the needs of victims of trafficking. The assessment determined the following conclusions:

- The two models – assessment centres and self-help groups – are both appropriate approaches for supporting trafficked women with return and reintegration support. The assessment centre model has had more time and planning to be better defined than the self-help groups, but both clearly demonstrated effective and appropriate support. Funds from IOM, however, provided a level of assistance and services that would not have been possible with the current provisions allowed in government-stipulated support. The financial viability for self-help groups is less certain as government funding has not yet been allocated for these community-based activities.
- The most critical element that affected quality of services and support was the active participation and leadership of provincial DSEP. In provinces where DSEP participation was strong, the services were provided through well-determined referral networks and reintegration plans were closely supported

and more successful. Where provincial DSEP participated less, other stakeholders were also less involved and provided less support.

- Although the models used victim-centred, rights-based approaches, they would be improved by reaching all forms of trafficking, so that eventually nationwide support for all victims of trafficking is in place. Where the DSEP director and office had a strong understanding of the rights of trafficked persons, the other provincial stakeholders also had a stronger grasp of victim-centred programming. Confidentiality remains a concern related to victim-centred, rights-based approaches, especially as local Women's Union, police and People's Committees are informed of details about trafficked persons.
- The services provided are in line with victims' needs. In the assessment centre model, the referral network established by DSEP provides necessary health services and medical care, as well as referral to services required for the reintegration plans. The self-help groups did not have a strong referral network in place, but have the cooperation and coordination that provides the potential to establish the necessary system. Referral and follow-up for trafficked persons from other provinces are not in place and the majority of trafficked women cannot access services under current policies and funding mechanisms.
- The models provided evidence of approaches and specific activities that work in the Vietnamese context. The DSEP directors were active in presenting this experience in national workshops and consultations, especially when the first NPA was being assessed, and the Government was developing the law on trafficking and the second phase of the NPA. This advocacy resulted in the inclusion of the approaches and activities from the models in national policy. The involvement of DSEP at central level, and their knowledge of successful practices and challenges, brought evidence from the two models to the policy development. This is particularly pertinent as it is DSEP that is responsible for the initial development of laws, plans of actions and policies.
- The models can be expanded nationally with current government support, especially the assessment centres. As the law is put into place and the necessary guidelines and policies are developed to further define government support, the potential for further development will be clearer. As currently stipulated, government support will not be adequate to provide financial assistance for reintegration plans.

Selected recommendations based on the findings include the following:

- DSEP and IOM should continue to implement and refine model activities, especially in the transition period, to support the development of new guidelines and policy particularly for the law on trafficking.
- Programmes should be developed to determine how to improve access to services for trafficked persons who are not handed over at borders or who approach their local police or government.
- There should be programme support in the central region of the country, as several provinces identified as major source locations are not located near the Chinese border.
- A regional centre for northern provinces should be piloted.
- Based on the experience in An Giang and the low numbers of trafficked persons supported, future activities in the south should be researched carefully and piloted with low initial investment using existing resources.

- Provincial governments and implementing partners need concise government circulars and decrees to instruct how to implement the law on trafficking, especially for support to trafficked persons who return to their home provinces on their own and directly approach local authorities, trafficked men, or persons who are trafficked internally.
- Data should be collected on all trafficked persons who enter the assessment centres and self-help groups to contribute to national evidence on trafficking. A national database should be established for tracking trends and the overall situation.
- Strong leadership and technical guidance are required from central-level government, particularly DSEP, to encourage greater participation at provincial levels and ensure technically sound support and policy implementation.
- A national support fund could be considered to sustain provinces that do not have adequate resources for support to victims of trafficking.
- Stronger capacity-building activities are necessary for provincial and senior government, as well as lower administrative levels and other organizations, to ensure support and active participation in protection services for trafficked persons.
- All planning and decisions should reflect the fact that many of the beneficiaries will have experienced traumatic experiences of exploitation, violence and lack of personal freedom while trafficked.
- Provincial governments, and all staff working with trafficked women, need ongoing and continuous training to be sensitized to how the trafficking experience affects victims, and how respecting their privacy, confidentiality and dignity is the foremost consideration.
- The models need to adapt to the specific needs of the trafficked persons being supported. This is especially true in the case of ethnic groups where language and customs are different and for disabled persons who may have been trafficked due to their disability and who may be less able to protect themselves or communicate their needs.
- Provinces using the assessment centre model should consider initiating self-help groups in villages and communes where several trafficked persons are conveniently nearby. By using self-help groups, the trafficked persons can support each other, provide mutual psychosocial support and be a group for income-generation activities.
- An outreach approach should be considered in other provinces, even those with assessment centres, to identify greater numbers of trafficked persons and include them in provincial services.
- Assessment centre services should continue to be located within the compound of social protection centres, where there is anonymity, additional staff and services, and budget for support and staff development. The location of the social protection centre does not need to be near borders and is not critical to the success of the assessment centre, as trafficked women are referred to the centre.
- Follow-up is essential to ensure initial services are effectively reaching the appropriate persons. Central-level DSEP and provincial departments need to develop systems to follow up services and care of trafficked persons and provincial participation in activities and managing reintegration plans.
- Staff and government officials supporting the reintegration of trafficked persons should be trained so that reintegration plans are formed based on the specific needs and aspirations of the individual person being supported.

- Dedicated training is required to address gaps in the provision of psychosocial and mental health services, which are essential for many trafficked women and unavailable or inadequate in most provinces.
- Outreach and self-help groups should include personal risk assessments, and health screening and services to more effectively reach trafficked persons in their communities, especially women who have returned without the support of an assessment centre and have not considered or are reluctant to use health services.
- Guidelines and policy supporting the implementation of the law should clearly indicate who is eligible for support, including trafficked persons who returned on their own, people from other provinces, men and internally trafficked persons, and how they can be supported.
- Networks, such as the Reintegration Network, should be encouraged and established with participation of national and international NGOs, mass organizations, Government, and the United Nations. DSEP, at the central level, should not only be encouraged to participate, but should also convene these networks and use them to identify resources and experience to provide efficient and sustainable services.

I. INTRODUCTION AND BACKGROUND

The United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons (as a supplement to the Convention against Transnational Organized Crime) defines trafficking in persons as the “recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.” Exploitation can include forced labour or services, slavery or practices similar to slavery, prostitution of others or other forms of sexual exploitation, servitude, or the removal of organs. For adults, trafficking includes three components – action, means and purpose. Trafficking in children (boys and girls under the age of 18) needs only involve action and purpose.

Trafficking in persons does not require crossing borders and internal trafficking occurs, especially as border controls are not in place and documentation or risky border crossings are not necessary. Trafficking is also not limited to women and children but also affects men, with male trafficking increasingly reported as trafficking related to labour migration is recognized.

Efforts to address trafficking include prevention, protection and prosecution, which are conducted by governments at national level and in targeted project areas by NGOs and civil society. Prevention, protection and prosecution activities include the following:

- Prevention – Reducing vulnerability through public awareness campaigns, conducted to increase awareness and reduce key factors causing trafficking, such as consumer demand for low prices and labour, as well as commercial sex.
- Protection – Supporting victims of trafficking from their rescue or return to when they are reintegrated with their family and community or another safe location by keeping them safe from threats, violence and abuse, and providing basic needs like shelter, food, and medical and psychosocial care.
- Prosecution – Targeting the people who benefit and profit from human trafficking, and demanding stringent law enforcement to ensure justice for victims of trafficking.

Despite the considerable efforts by the Vietnamese Government to prevent and reduce trafficking, the situation continues, reportedly worsening in some communities. For some time, human trafficking has been recognized as a social concern along the borders with China and Cambodia, but over the past 10 years, provinces throughout the country have documented women and girls being trafficked as labourers, domestic workers, sex workers and brides throughout the region, as well as globally. Increasing regional and internal trade routes, the rapidly growing economy and improved transportation systems have all facilitated the movement of people internally and across borders. Long, porous borders further facilitate cross-border mobility, and expanding airline connections provide greater opportunities for trafficking to further destinations globally. An increasing demand for sex workers has not only fuelled mobility, but also trafficking.

The Vietnamese Government has taken active measures to address the matter and support victims through various national policies and procedures. An NPA was developed and enacted to ensure that prevention, protection and prosecution activities, and support are implemented nationally. The NPA time frame started in 2004 and ended in 2010 but a second plan (2011–2015) is currently being drafted. Additionally, the Vietnamese National Assembly adopted the Law on Prevention, Suppression against Human Trafficking in March 2011, which entered into force in January 2012. The law has incorporated a number of international

norms, developed with input and cooperation with various levels of government and the international community. The law expands previous definitions, recognizing that males can also fall victim to trafficking, that trafficking is not limited to transborder movement, or solely for the purpose of sex work.

According to a review of the NPA in 2010, there were 1,586 cases of human trafficking, 2,888 criminals arrested and 4,008 people designated as victims during the years 2004–2009. It is believed the actual number is considerably higher, as programme experience has shown that the majority of trafficked persons return without reporting they have been trafficked, and due to stigma and discrimination, often do not tell their families and friends.¹ The dynamic cross-border and internal mobility environment exacerbates the lack of collected data, and knowledge of actual situations prevents accurate figures on trafficking. The primary ways trafficked persons return to Viet Nam include the following:

- Women who are identified as victims of trafficking by another government prior to their return, and returned either at border crossings (China, Cambodia) or by air. (This should also include men in the future, as the law in Viet Nam does not specify that victims of trafficking should only be women and children.)
- Trafficked persons who return on their own either because they were released (usually after they have worked off their “debt” or have become ill) or because they escaped. These returns also include internally trafficked persons.

According to provincial governments involved in the return and reintegration of trafficked persons in border provinces, and the experience of IOM, the majority of trafficked persons are women who return on their own (and not through official handovers at border crossings). According to the United Nations Inter-Agency Project on Human Trafficking (UNIAP), 60 per cent of trafficked Vietnamese women return on their own, 21 per cent are repatriated, and 19 per cent are rescued.²

Organizations working on trafficking in Viet Nam have identified a number of factors that may lead to trafficking. These include the following:

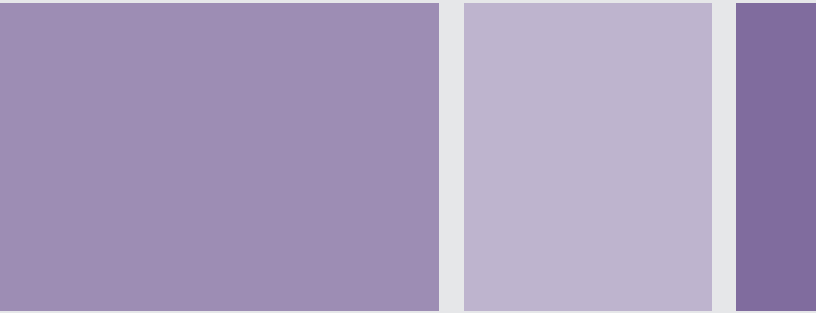
- obligation to family
- abusive family environment
- consumerism
- ignorance of risks and dangers and a lack of access to information
- poor enforcement of anti-trafficking laws
- poverty (including unemployment, insufficient income, or a specific need to make money, perhaps to get out of a difficult situation, debt or large unexpected expenses, like medical care).

Traffickers and people supporting traffickers include parents, relatives, friends, neighbours and recruiters. Some organizations believe that at least half of traffickers are women. The Internet is increasingly used and traffickers may recruit through online chat rooms, online requests for help, or targeting those in debt or looking for a loan. Children, women and men have been trafficked as domestic workers, mail-order brides, or factory, agricultural or sex workers. One international NGO in Hanoi reports that it sees a disproportionately large number of women with mental disabilities who were trafficked.

¹ A 2005 study conducted by IOM in three districts of Quang Ninh Province identified more than 200 women who had been trafficked, a twentyfold increase over provincial estimates.

² According to www.no-trafficking.org/vietnam_action.html.

In light of the stigma and discrimination faced by trafficked persons and the poor conditions of social support services, reaching trafficked persons with return and reintegration support comprises a critical element of victim protection and care, especially as efforts have not been expanded nationwide. The Government and international community both believe there is still room for expansion and improvement to make services nationally available, sustainable and victim-centred, and that there continues to be a need for international support to provide effective services for the identification, referral, and quality recovery and reintegration of trafficked persons. This is especially true as access to services is largely determined on whether they are formally identified as a victim of trafficking, which is often not a straightforward process and is complicated by the stigma and discrimination.



2. GOVERNMENT AND PROGRAMME RESPONSE

2.1. Government response for victim protection (and specifically return and reintegration)

The Government of Viet Nam has developed a number of national policies related to return and reintegration services. These include the following:

- Law on Prevention, Suppression against Human Trafficking (effective January 2012);
- NPA on Preventing and Combating Trafficking in Women and Children 2004–2010 (Programme 130/CP) and draft Plan of Action for 2011–2015;
- Decision 17/TTg on reception and reintegration assistance for women and children returning from abroad;
- Circular 116/2007/TTLT-BTC-BLDTBXH on policies and compensation for identification, verification, reception and reintegration assistance (and Circular 113/2010/TTLT-BTC-BLDTBXH, which amended, revised and supplemented Circular 116 on spending guidance and levels for identifying, receiving and supporting women and children trafficked to other countries);
- Circular 03/LB on procedures of identification, verification and reception of women and children returnees;
- Circular 05/LDTBXH on the organization and operation of victim support units.

The National Steering Committee 130 was established in 2004 to direct the implementation of the NPA on Preventing and Combating Trafficking in Women and Children. This Steering Committee is chaired by the Prime Minister, facilitated by the Minister of Public Security and comprised 15 members³ who are vice ministers and senior leaders of ministries, agencies and mass organizations. The first NPA had a time frame from 2004 to 2010. A second NPA is being drafted to cover 2011 to 2015 and approximately USD 3.5 million has been allocated for victim support centres and victim support. The Government's efforts in victim protection includes rescue, reception, victim identification, legal support, repatriation and reintegration, and through relevant circulars, increased medical care, counselling and immediate support. Although Viet Nam's protection efforts have improved considerably due to the implementation of these plans and legislation, some aspects have been considered inadequate. These include capacity at the provincial level and below, victim identification procedures and the arrest of trafficked women considered "prostitutes". At the same time, the implementation of the NPA has improved awareness and provincial support, and the Government has opened shelters to support trafficked women.

Victim protection, which includes return and reintegration, is covered in the Law on Prevention, Suppression against Human Trafficking through two chapters specifying detailed actions and responsible parties, namely in "Receipt, Verification and Protection of Victims", and "Support for Victims". Within the former chapter, there are clauses for return, receipt, recovery, identification and protection of victims (which primarily addresses

³ The 15 members include Ministry of Public Security, Ministry of Defence, Ministry of Justice, MOLISA, Viet Nam Women's Union, Office of Government, Ministry of Foreign Affairs, Ministry of Planning and Investment, Ministry of Finance, Ministry of Culture, Sports and Tourism, People's Court, People's Procuratorate, Viet Nam Fatherland Front, Farmers' Union, and Youth Union.

emergency shelter and confidentiality). All services and support provided in the return and reintegration process fall under the chapter titled “Support for Victims”. Responsibilities for the various aspects of victim protection depend on the roles and responsibilities of government ministry and how they pertain to the articles within the chapters of the law.

Specifically, the law accounts for the receipt and verification of victims of trafficking for domestically trafficked victims, rescued victims and victims from abroad where, depending on the nature of trafficking, People’s Committees, border guards, Marine Police or diplomatic representative missions notify the Department of Labour, Invalids and Social Affairs (DOLISA) to receive and support victims, and cooperate with Public Security in identifying preliminary information of the trafficked persons. In cases where the person does not possess documents that prove them as victims, DOLISA will request Public Security to conduct verification. The provision of temporary shelter is provided by these agencies in case the life or health of victims, or their relatives, is likely to be threatened, and ensuring that personal information, such as places of residence, place of work, or school of victims are kept confidential. According to articles on protection, courts can consider closed sessions on human trafficking cases. DOLISA will provide travel expenses if the person returns to his or her place of residence by himself or herself or will inform their relatives or a designate to receive the victims. Alternatively, DOLISA will transfer trafficked persons to social welfare institutions or victim support units in case they are in need of health or psychological care and express their will to remain in a social welfare institution or victim support unit.

Support for victims of trafficking who are Vietnamese citizens, or stateless persons permanently residing in Viet Nam, includes the following:

- support for essential needs and travelling expenses
- medical support
- psychological support
- legal aid
- support for education or vocational training
- short-term allowances for overcoming difficulty, and loaning.

(Foreigners who are trafficked in Viet Nam are entitled to the same support except for education or vocational training and short-term allowances.)

Some selected responsibilities of government ministries related to the protection of victims of trafficking include the following:

- Ministry of Public Security – performing duties of receiving, verifying and supporting victims, in addition to proposing relevant laws and regulations and acting as the focal point for issuing and implementing regulations of training and retraining, and making statistical reports and summaries of experience and practices.
- MOLISA – providing guidance on the implementation of supportive measures for victims, and managing, guiding, checking and inspecting the support for victims, as well as providing instruction on programmes of poverty alleviation, vocational training and job placement, and cooperating with the Ministry of Health and the Ministry of Education and Training in instructing the provision of health, educational and vocational training support.
- People’s Committees (at all levels) – organizing the implementation of the prevention and suppression against trafficking, allocating budget against human trafficking, and handling violations of laws and

regulations. Additionally, commune-level People's Committees have the responsibility to act as focal points and cooperate with the Fatherland Front to facilitate the provision of information and advice at the grass-roots level, to receive and support victims and to create favourable conditions for reintegration into communities.

- Ministry of National Defence – managing security and safety in border areas, islands and sea, and instructing border guards and Marine Police to perform relevant duties.
- Ministry of Health – instructing and guiding health institutions to cooperate with social welfare institutions and victim support units in the provision of health support.
- Ministry of Foreign Affairs – providing instructions and guidelines to representative missions in the protection of trafficked victims abroad and cooperating with Vietnamese competent agencies and foreign agencies in verifying victims and completing procedures to return victims.
- People's Procuracies and People's Courts – handling violations of laws and regulations, and with the Supreme People's Procuracy, supporting statistics on human trafficking crimes.

2.2. Programme environment (international organizations)

In addition to the efforts of the Vietnamese Government, international organizations (NGOs and United Nations) have also been active in the programme environment to support trafficked persons. As return and reintegration efforts form an essential component of victim protection and support, organizations throughout the region and globally have devoted programme resources towards implementing effective services. In Viet Nam, a number of organizations have been involved in some aspects of return and reintegration. A Return and Reintegration Network actively functioned for more than five years, with regular meetings to discuss methods of return and reintegration, programme successes and obstacles met.⁴

Organizations respond differently, although strengthening capacities of local stakeholders and ensuring support to trafficked persons are the most common response. Some organizations address policy concerns related to prevention, legal protection and national coordination by working with ministries and provincial governments to support bilateral arrangements, conduct research and advocate for effective policies and enforcement. International organizations in Viet Nam provide reintegration support such as counselling, education, legal aid, vocational training and grants based on a personal reintegration plan. They have determined that psychosocial support is one of the highest programme priorities in reintegration support. Programmes either focus on a national scale, geared towards ministries and policymakers, or on specific geographic areas, working with provincial authorities and partners. Partners of international organizations include government ministries (Public Security, Defence, Justice, Labour, Foreign Affairs and Finance), the National Assembly, Government Office, Women's Union, Red Cross, Chamber of Commerce and Industry, the media, various lower-level governments and police.

⁴ Learning from the experience of other organizations is an important aspect of developing and improving services, and for the purpose of this assessment, six organizations and projects were contacted to review current practices and activities. Programme information was gathered from Blue Dragon, Centre for Studies and Applied Sciences in Gender, Family, Women and Adolescents (CSAGA), Hagar, Pacific Links, UNIAP, and UNICEF.

2.3. IOM programme background and rationale

IOM works in collaboration with the Vietnamese Government and actively seeks funds from donors, based on priorities determined by national objectives (as identified in the Socio-Economic Development Plan and ministerial objectives) and partners. After funds are identified, IOM provides technical support, resources and training, and implements projects through implementing agencies, which are generally central-level government ministries, provincial departments of ministries or People's Committees, mass organizations, or in the case of very specific, targeted pilots, local NGOs or academic institutions.

IOM recognized that trafficking was a critical migration-related issue in Viet Nam in the mid-1990s. From 1996 to 1998, IOM worked with the Lang Son Province Women's Union on prevention and reintegration, and by the early 2000s had initiated a large 12-province prevention project with the Viet Nam Women's Union. A second six-province prevention project followed, further strengthening IOM's partnership with the Women's Union. A Quang Ninh Province initiative with the Women's Union led to intensive vocational training, English classes and job placement to prevent trafficking and re-trafficking. In 2006, MOLISA and UNICEF commissioned an assessment of return and reintegration procedures and services for trafficked persons in Viet Nam,⁵ highlighting gaps in service provision for women and children returning to Viet Nam. Based on the recommendations of this report, IOM furthered discussions with MOLISA regarding increased support for return and reintegration activities. IOM has also made a concerted effort to move away from small-scale provincial-level projects and instead focus on supporting national-level government programmes and policies as part of a larger partnership with MOLISA and other government ministries.

In 2007, IOM proposed establishing assessment centres based on recommendations of the 2006 MOLISA/UNICEF report. After discussions with MOLISA and several provincial governments, MOLISA and IOM selected to work with DSEP offices in Lao Cai and An Giang Provinces with assessment centres, provincial capacity-building activities, and self-help groups for trafficked women in Hanoi and Bac Giang. With these two models – the assessment centre and self-help groups – being implemented for more than three years, IOM and MOLISA decided to assess the models for future use and expansion.

⁵ P. Marshall, *From the Beginning: Strengthening Return, Recovery and Reintegration Procedures for Trafficking Victims in Viet Nam*, paper prepared for UNICEF East Asia and Pacific Regional Office, Bangkok, May 2006.

3. ASSESSMENT PURPOSE, METHODOLOGY AND METHODS

3.1. Background to the assessment of the models

Through global experience, it has been shown that return and reintegration programming can provide effective assistance and protection to victims of trafficking. IOM, in partnership with MOLISA and provincial DOLISA offices, designed return and reintegration activities to support trafficked persons in Viet Nam based on *The IOM Handbook on Direct Assistance to Victims of Trafficking* and the Training Modules for Counter-Trafficking. The protection efforts included specific reintegration plans designed on a case-by-case basis to ensure support is in accordance with trafficked persons' needs and fundamental human rights, as well as health and psychosocial support, shelter and other direct services.

In partnership with DSEP at the central level (within MOLISA), and DSEP offices in Lao Cai, Bac Giang and An Giang, IOM has developed and supported models on return and reintegration with the intention of utilizing the evidence of pilot models to incorporate into national policy and programmes. Based on programme experience and recommendations from other stakeholders, IOM focused on two models in Viet Nam: the assessment centre model and the outreach and community-based approach with self-help groups. These models have been supported with capacity-building on assistance, victim identification, case management and referral.

After more than three years of implementation, however, there has not been an assessment of the design and effectiveness of the two models. Funding was sought for this assessment to determine the relevance and viability of these models in providing services to trafficked persons, supporting the development of national policies, as well as informing the future programme work of IOM.

3.2. Roles of the primary implementing partner organizations

In the case of the various projects that formed and implemented the models of return and reintegration, IOM partnered with implementing agencies at two levels: DSEP at the central government's MOLISA, and with the DSEP offices at the provincial level with guidance and support from the central-level DSEP. In An Giang and Lao Cai Provinces, the provincial level-DSEP office coordinated and managed project activities, such as training activities and workshops, coordinated the construction of the assessment centres, and provided direct support to trafficked women who entered the centres. In An Giang, they also provided support to trafficked women identified in the community. In Bac Giang, the DSEP office coordinated activities and training, but rather than use the assessment centre model, they have been providing services through self-help groups identified by outreach teams.

At the national level, DSEP played the role of the facilitator and knowledge resource centre. They worked with IOM at the beginning of the project to identify needs to develop models and made the initial introductions between IOM and the province. DSEP also organized national workshops, facilitated training and led a study tour to Thailand. As part of their facilitation, DSEP monitored the progress of the activities in three provinces and made site visits.

3.3. Purpose and objective of the assessment

This assessment of return and reintegration models was implemented to inform the Vietnamese Government, IOM and other stakeholders on effective protection efforts and challenges within the NPA on Counter-trafficking by assessing existing models of return and reintegration undertaken by the Government of Viet Nam in partnership with IOM.

The assessment identified achievements, evaluated how challenges have been addressed and recorded lessons learned in order to provide a basis for future programming, capacity-building and advocacy. The knowledge and recommendations resulting from the assessment form a resource that can support existing activities, and can also be used to set a strategic direction for future technical support and advocacy to provincial and central authorities.

The main objective of the assessment was to determine the extent to which services constitute a viable model for meeting the needs of victims of trafficking, specifically:

- Determine whether and under what conditions each of the two models is an appropriate approach to return and reintegration;
- Identify opportunities to improve and refine the models;
- Assess the extent to which a victim-centred, rights-based approach is in place;
- Assess the extent to which services provided are responsive to victims' needs, including institutional gaps in the referral system;
- Assess the contribution that the models make to policy development;
- Assess the potential for the models to be extended to include groups of victims of trafficking not covered by the current models; and
- Assess any unintended impacts.

Based on the terms of reference (TOR) drafted by IOM, a framework was developed defining the parameters of the assessment, including the following:

- Relevance of protection services and activities
 - Have model activities and strategies been evidence-based? During the development of the design, what processes were in place to ensure project activities and services were based on lessons learned and good practices, especially those previously identified internally?
 - Did the activity design conform to international best practice in victim protection?
 - Was the identification of the needs and problems, and their respective causes, clear in the development and design of activities?
 - Do activities take into account the particularities and specific needs of women and men in the areas of intervention?
 - Do the activities respond to the needs of the target population?
 - Has the programme made assumptions about the needs of trafficking victims? How accurate have these assumptions been?
- Effectiveness
 - What has been the impact of the interventions on the project stakeholders?
 - What has been the impact of the interventions on the project beneficiaries?
 - What is the impact of the interventions on the beneficiaries' families and communities?
 - Are the activities having any unintended results, including on groups outside the beneficiary population?

- Have the activities been helping to make progress in achieving the intended results, including, but not limited to: improved intersectoral coordination, inter-agency cooperation, improved referral and case management, higher quality of service provision and more enabling policy for return and reintegration services?
- What factors have been contributing to or delaying results?
- Have the activities met the expected levels of quality?
- How and to what extent are the effects of the activities differentiated by the gender, race, ethnicity or place of residence (rural versus urban) of members of the target population?
- Sustainability
 - Are conditions in place for activities to continue after external funding has finished (financial, institutional, legal, technical and political)?
 - What mechanisms are in place to ensure long-term follow-up of victims of trafficking? Are there cases of successful reintegration? Are there stigma or re-trafficking issues?
 - To what extent are the visions and actions of the partners consistent or divergent with regard to the activities and their place in Viet Nam's return and reintegration system?
 - Are the activities contributing to the development of policy on the protection of trafficked persons, either on a local or national level?
 - What are the main lessons learned from return and reintegration activities, including both good practices and risks and challenges?
 - What are the key recommendations that will enable the design and implementation of victim-centred, evidence-based and gender-sensitive return and reintegration activities?

3.4. Assessment methods

The assessment was jointly developed by DSEP and IOM, with both partners agreeing on the goal, purpose and the TOR. DSEP and IOM mutually approved the assessment team, and staff from both DSEP and IOM participated as members of the team in all aspects of the assessment. The evaluation was conducted by a team of three external consultants, one IOM staff member, three DSEP staff members, and DSEP staff at the provincial level. The site visits were conducted in July and August 2011, and meetings with NGOs and government stakeholders were arranged in August and September.

To achieve the objective stated in the TOR, the team developed an assessment methodology to evaluate the relevance of the protection activities, especially within the context of returning victims of trafficking in Viet Nam. The assessment also reviewed the effectiveness of activities in reaching trafficked persons and their families and communities, and the sustainability of these activities. Several methods were used to conduct the assessment, including the following:

1. Briefing and overview from project staff at IOM – Meetings with IOM staff were conducted to summarize the projects leading to the models, highlight effective methods and review obstacles.
2. Programme and document review – A review of the models on return and reintegration were conducted through discussions with IOM staff and a review of project documents and reports.
3. Stakeholder interviews – Structured key informant interviews and stakeholder interviews – both in the form of in-depth interviews and FGDs – were conducted with government offices, mass organizations and NGOs to assess models on return and reintegration in the context and environment described by other stakeholders.

4. Participatory qualitative assessments and information collection – To ensure the evaluation obtains the necessary depth of information on the impact, relevance and sustainability of the models, the following qualitative assessments and information collection methods were used:

- On-site visits to the following:
 - Assessment centres
 - Self-help group meetings
 - Shelters for trafficked women
 - Referral services.
- In-depth interviews, FGDs and participatory exercises were utilized to maximize the information from trafficked persons, community and family members, and relevant stakeholders such as service providers. The assessment team contacted with key persons at a variety of locations in project sites to contact key informants for the evaluation.

The assessment was participatory and qualitative, and conducted at all project sites in order to determine relevance, viability and sustainability of the models. The assessment utilized in-depth interviews and FGDs, which were conducted in a variety of settings, including government offices with communal, district and provincial officials. Trafficked persons were met for in-depth interviews in their community; family and community members were also interviewed. The participants of the meetings, FGDs and interviews are listed in Annex 3 and summarized below:

In-depth interview participants	Number interviewed	FGD participants	Number interviewed
Lao Cai Province			
Government officials	15	Government officials (Border guard force, Public Security and social workers) – 1 FGD	10
Service providers	2		
Trafficked persons and their family members	16	Trafficked persons and their family members – 1 FGD	10
Bac Giang Province			
Government officials	15	Government officials (Border guard force, Public Security and social workers) – 1 FGD	10
Trafficked persons and their family members	15	Trafficked persons – 1 FGD	10
An Giang Province			
Government officials	17	Government officials (Border guard force, Public Security and social workers) – 1 FGD	10
Service providers	2		
Trafficked persons and their family members	11	Trafficked persons and their family members – 1 FGD	10
Hanoi			
NGOs and United Nations			
Government officials			
Service providers			
Total participants	93	Total FGD participants	60

3.5. Timing of assessment

The assessment was not a midterm or final evaluation for a project, but was a review of the models that had been initiated since 2008 and are still in place. IOM received funding to support the models through different projects and donors over different time frames. The primary donor of these projects has been the US State Department's Bureau for Population, Refugees and Migration, which provided funds through annual funding opportunities and still supports activities in Bac Giang. At the time of the assessment, the Government of Kuwait was supporting activities in An Giang Province.

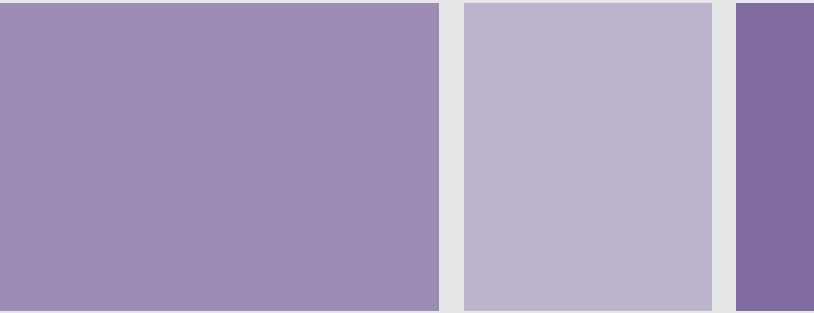
3.6. Use of assessment results

These assessment results will inform the Vietnamese Government, IOM and other stakeholders on effective protection efforts and challenges, by assessing models of existing return, recovery and reintegration projects undertaken by the Government of Viet Nam in partnership with IOM. The primary end-users of the assessment should be DSEP, with their national responsibility to ensure the successful return and reintegration of trafficked persons, and IOM as the organization that designed and initiated the projects, provided technical support, and will continue to develop initiatives to support the return and reintegration of trafficked persons. Other stakeholders, such as other government ministries involved in the implementation of the NPA (and which have responsibilities in the Law on Trafficking), mass organizations (particularly the Women's Union), and international and national NGOs supporting trafficked persons, should also be able to use the results to support their programming.

3.7. Strengths and limitations of the assessment methodology

The assessment was designed to produce in-depth, targeted information to assess activities and services as potential models for national programmes. To achieve this, the primary methods were structured in-depth interviews and FGDs. Participants were selected because they were beneficiaries of the activities (trafficked persons), the families and communities of beneficiaries, implementers (DSEP, assessment centre staff, referral services) or were involved in similar or associated activities, such as the Women's Union and NGOs. Through the qualitative methods, the assessment was able to explore factors leading to successes and issues that caused obstacles. Provincial DSEP offices and stakeholders actively supported the assessment team with efforts to ensure the assessment would be successful. Using qualitative methods allowed the assessment to explore a variety of issues in depth.

The assessment experienced some limitations that were due to not always closely following the framework and methodologies that had been developed for the endeavor. The assessment team could have been more consistent with the same members on each site visit and the entire team was not included to attend all three field sites, which made the consolidation of results more difficult. In some cases, the participants were not selected according to the assessment guidelines. In one province, the project beneficiaries (trafficked women) had gone through the assessment centre, but then had been referred to reintegration support from another project, so while they were able to comment on the services at the centre, they could not comment on the economic support and programme support of the assessment centre, which was a critical component of the model's direct service provision.



4. ASSESSMENT RESULTS

4.1. Overview of the activities and achievements of the models

As highlighted by IOM staff and partners during assessment meetings, discussions and document review, the models were developed in three provinces as follows:

Both the assessment centre and self-help group models were designed to directly assist the provincial authorities responsible for addressing return and reintegration assistance, and to form a model that the central-level government could use for their national trafficking efforts. These models were designed and implemented from 2008 to 2011 and comprised the following:

- Assessment centres – Constructed in priority provinces considered trafficking hotspots, the assessment centres were designed to provide a safe and enabling environment and access to non-judgemental services where trafficked women can develop a reintegration plan. The reintegration plan provides options for education, vocational training or income generation, and is designed to provide the resources needed for trafficked persons to achieve their planned goals. Medical and psychosocial support is provided.
- Self-help groups – The self-help groups were established to provide assistance to trafficked persons who are from provinces without assessment centres (or victim support centres) and have returned to their homes without support or services. The facilitated self-help groups provide psychosocial support through monthly meetings, where women with similar experiences share what happened to them, often the first time they have talked about their experience. The women are identified by an outreach team and their involvement is voluntary. The self-help group model also includes support through a reintegration plan and financial assistance.
- Assessment centre model (Lao Cai and An Giang Provinces).

IOM started support to Lao Cai in 2008 with the primary objective of constructing and supporting an assessment centre that provided direct services and referral for trafficked women, as well as activities supporting the capacity and knowledge of centre staff and other stakeholders. The assessment centre construction was completed in 2009 and one trafficked woman arrived the day it opened. The centre was constructed within the DOLISA provincial social protection centre in Lao Cai town, very close to the primary border crossing with China. As the assessment centre is located within the social protection centre, there are existing resources available without requiring additional costs. The assessment centre, however, still required equipment and initial financial support for staff. At the time of the evaluation, the assessment centre was operating self-sufficiently with five state-funded staff who were supported by the social protection centre (which has 29 staff). IOM's financial support had ended by the time of the assessment, and all costs were being borne by the local government (the People's Committee, DOLISA and DSEP).

At the time of the assessment, IOM was still continuing the support that it started in An Giang in 2009, which also had the primary activities of constructing and supporting an assessment centre with direct services and referral provided to trafficked women. The assessment centre construction was completed in 2009. As in Lao Cai, the centre was constructed within the DOLISA provincial social protection centre in the provincial town, but the An Giang provincial town is approximately 70 kilometres from the border. This has not been an obstacle for the centre intake, however, as only women who are officially handed over at the border crossing

are eligible to access the centre's services. The assessment centre has five staff, of whom one is funded by IOM projects and four who are state-funded by the social protection centre.

The key elements of the assessment centre model in both Lao Cai and An Giang include:

- assessment centre structure and staff,
 - referral to health services,
 - direct reintegration support,
 - collaborator network, and
 - training and capacity.
-
- Self-help group model (Bac Giang Province).

The model developed in Bac Giang responded to the needs of trafficked women in a province that was not adjacent to a border and so not considered a government priority. The self-help groups were modelled after groups that IOM established in Hanoi that had successfully provided psychosocial support, counselling, access to information and referral services, and initiated small-business opportunities. Bac Giang was recommended by the ministerial-level DSEP as there were known cases of trafficking, the perception that trafficking was increasing and that it was one of 15 selected provinces considered with a serious trafficking situation. Additionally, IOM supported several groups in Bac Giang in the past after Hanoi self-help groups were initiated there. The members of the self-help groups have been supported by provincial DSEP with facilitated group meetings, information and education, and access to financial support. There are also trafficked women who receive financial support who are not members of the self-help groups, but have been identified by DOLISA's outreach team. IOM's support included three districts within the province.

Achievements and accomplishments of the models since 2008, based on document review and meetings with project partners during the assessment, include the following:

1. Two assessment centres have been established with support services for trafficked persons, referrals for additional services, and reintegration to their home community (or a more appropriate location), which is based on a reintegration plan developed by the trafficked women. The support provided included the following:
 - The Lao Cai assessment centre assisted 151 trafficked persons (of which 102 were financially supported by IOM) from March 2009 to June 2011 and included six men. Of the 145 women, 35 received vocational training of whom four were in tailoring, one was in cooking, one in printing advertisements and 29 learned techniques in farming and breeding. Sixteen women received financial support.
 - The An Giang assessment centre supported 32 trafficked women since the assessment centre opened in 2009. Of the 32 women, 23 were further supported in their home community for reintegration.
2. One outreach team and self-help group network was established, with financial support made available to the trafficked women. The network, which was established in Bac Giang Province in 2009, supported 35 women through self-help groups and 55 women who received financial support. Of these 55 women, six were referred for vocational training and later supported with job placement, three established their own businesses, one continued formal education and the rest used the funds for farming.

3. A community network of 370 collaborators from mass organizations and government was established in Lao Cai in 2008 to provide support to trafficked women on the return home and completion of their reintegration plan.
4. Training was provided to 810 participants from assessment centres, self-help groups, government offices and mass organizations in the three project sites to initiate, facilitate and improve services. Training included the following topics (a more detailed list of training and capacity-building can be found in Annex 4):
 - trafficking (vulnerability and risks through workshops and IOM-produced animated films “Shattered Dreams” and “For Life With Love”)
 - case management
 - counselling
 - trafficking and health, particularly human immunodeficiency virus (HIV)
 - victim identification
 - self-help group management
 - referral mechanisms and networks
 - life skills
 - rights and principles in protecting and supporting victims
 - psychological support and outreach skills.

Training on communications, team building, fundraising and management were also provided to the Centre for Women and Development, which manages the Peace House shelter in Hanoi, where some women from Lao Cai (and other provinces) have been referred.

In addition to training workshops, another capacity-building activity was a study tour to Thailand where staff from all the project sites visited government and NGOs services, shelters, immigration centres, and other stakeholders addressing trafficking. The An Giang assessment centre, and government and mass organization partners also went on a study tour to Cambodia. Bac Giang provincial partners visited other provinces in Viet Nam to learn experiences in similar contexts.

5. Support activities to complement the models were developed, such as having case conferences, developing a referral network, and holding national workshops where the achievements of the models could be discussed and included in national policy.

4.2. Assessment observations, findings and conclusions

The assessment reviewed a variety of aspects of the models to determine their effectiveness, relevance and sustainability, including by considering the experience of the beneficiaries, the results of services and activities, the roles of partners and other providers of services and activities. The findings made and conclusions drawn through the assessment process are presented in subsections 4.2.1 to 4.2.3.

4.2.1. Political structure, commitment and support (national and provincial)

Finding 1 (National and provincial structure and commitment): Viet Nam’s NPA against the Crime of Trafficking in Children and Women (from 2004 to 2010) initiated a National Programme (Programme 130) on trafficking, which is directed by an inter-ministerial steering committee led by the Deputy Prime Minister and coordinated

by the Ministry of Public Security. It includes the Ministry of Foreign Affairs, Ministry of Justice, Ministry of Defence, the Women's Union and MOLISA, and is managed in selected provinces under the leadership of the provincial People's Committees (in border provinces and in provinces identified as having large numbers of trafficked women and children). A second phase of the NPA is being drafted and the National Assembly approved the Law on Prevention, Suppression against Human Trafficking in March 2011, which was put into effect in January 2012. The provincial collaboration and commitment resulted in additional Provincial Decisions on reintegration, allowing women and children from other provinces to be supported (with funds from IOM and other international organizations).

Conclusion 1 (National and provincial structure and commitment): The models have been implemented in an environment of strong political will and support by the central government, as well as by the relevant provincial-level governments. A legislative framework is in place to support the model implementation and provide support to trafficked persons. There was demonstrated strong political backing for the goals and objectives of the models.

Finding 2 (Central- and provincial-level advocacy and support): The support and relationships between the central and provincial DSEPs allowed for input from project experience to be used in policy development. The models provided input directly into national policy development as the partners IOM worked with – national and provincial DSEP – were directly involved in the development of the new law of trafficking. The DSEP director of Lao Cai highlighted how he had been very active in a variety of consultations and national workshops organized to support the development of the law and plans of action, and how he used his experience from the assessment centre model to advocate for support to trafficked persons, especially those who have not been officially identified at the border, men, and those who are not residents of the province. The Vice Director of Bac Giang DSEP also reported that he has been participating in many national workshops to report and share the self-help group model. Additionally, the political commitment and support of the provinces were also complemented by central-level DSEP, which provided the provinces with technical guidance and central-level advocacy, backing for provincial activities, necessary resources and funding opportunities. During the implementation of the models, central-level DSEP also conducted field visits to the models, participated in a consultation documenting the self-help group model, and organized relevant activities such as:

- two national workshops on return and reintegration, in which representatives of the models participated and presented their experience and observations with the delegates from other provinces;
- one workshop on a national reintegration referral network; and
- a study tour to Thailand for the three provinces.

Conclusion 2 (Central- and provincial-level advocacy and support): Senior leadership and support is an essential element of the successful implementation of the models. Models where the province and central-level DSEP have close contact, guidance and mutual support had considerably more involvement by DSEP and other government offices, more effective modules and greater knowledge of trafficking return and reintegration. The models also provided support to the development of policy at the central level, using their experience and knowledge as evidence for advocacy. An indicator of the models' impact on policy development is the inclusion of self-help groups and centre-based support highlighted in the new NPA (which was under development at the time of the assessment).

Finding 3 (Data): Recognizing the extent of the issue, and how to plan and develop policy on trafficking is complicated by the lack of accurate data and methods for data collection. From the central level to the provincial level (and lower), government officials, mass organizations and other organizations are operating without a clear understanding of the nature of trafficking, who it affects and how it operates. These data

are not collected as returning trafficked persons often do not want to be identified, the victim identification process is complicated and does not include many trafficked persons, and communities have no mechanism to report cases and suspected cases.

Conclusion 3 (Data): The lack of data has prevented targeted and directed measures from various levels of government in supporting all aspects of trafficking, from prevention to prosecution and protection.

Finding 4 (Study tours): A study tour to Thailand was arranged for project partners from three provinces and central-level DSEP to help build capacity by visiting well-established and effective services. The participants felt the study tour was particularly relevant as Thailand has had more experience with trafficking and return and reintegration, and has developed different models to support trafficked persons. The Thai experience also demonstrated the importance of counselling and trained counsellors, and having relationships with NGOs to reach trafficked persons and provide relevant services. In addition to the study tour to Thailand, IOM organized study visits to other project sites in Viet Nam, to ensure knowledge and experience sharing, and the opportunity to improve the common vision of return and reintegration support.

Conclusion 4 (Study tours): The study tour to Thailand provided an excellent opportunity for the provincial government and central-level DSEP to directly observe and discuss Thai models of addressing return and reintegration approaches. Through this study tour, the participants were able to better understand victim-centred approaches, the importance of counselling and psychosocial support, and collaboration with NGOs. The visits to other projects were also important in providing the opportunity to share experience and observe effective methods being used in Viet Nam.

4.2.2. Assessment centre model

Finding 1 (Provincial DSEP support and involvement): In all provinces, the DSEP director has been directly involved in organizing and managing activities, despite also being responsible for a number of important national priorities related to such “social evils” as sex work and illicit drugs. The Lao Cai and An Giang committees meet biannually and discuss progress, future needs and budget, and the various departments work together regularly and have a common knowledge of what is being done to prevent trafficking and to support trafficked women. The collaboration in An Giang, however, was not as close as that in Lao Cai, and some beneficiaries did not feel that the People’s Committees and Women’s Union at various levels (province, district and commune) understood their situation. At the same time, the People’s Committees and Women’s Union stated that the trafficked persons did not understand or cooperate. The province also experienced more failures in completing reintegration plans. When compared to provinces with strong DSEP involvement, the province lacked the level of communication between the beneficiaries and the various stakeholders involved in their return and reintegration, and the DSEP staff and other stakeholders did not demonstrate the same level of knowledge of the programme and objectives, and experience, seen in other provinces.⁶ Through the assessment team’s visits, it was observed that when the director of DSEP was active in the model’s activities, the staff of DSEP also strongly recognized the importance of the work, and local-level authorities and Women’s Union staff actively participated.

Conclusion 1 (Provincial DSEP support and involvement): In one province, DSEP demonstrated the recognition that the protection of trafficked persons is a critical issue when they developed policy, with the provincial People’s Committee ensuring that trafficked persons would be supported with both provincial and IOM

⁶ In one case, a woman said that she had not only been trafficked, but had also suffered violence in her home. The police and Women’s Union did not take action against her father, who had been hitting her, and informed her they expected her to return home. The Women’s Union representative said that the trafficked woman’s bad attitude towards her father was the cause of the violence and did not indicate that violence was an unacceptable solution.

funds. The understanding and support of the provincial-level DSEP office and staff play a critical role in the success of the model. Active senior DSEP involvement is necessary for the models to have strong stakeholder participation, close communications between trafficked persons and authorities, and successful reintegration. The members of the Programme 130 Committee better understood the goals and objectives of the model, and collaborated more to support trafficked persons when DSEP was an advocate and active participant. The local authorities of lower administrative levels (district, commune and village) were more directly involved and supportive to trafficked persons with greater DSEP involvement, resulting in a more successful reintegration process.

Finding 2 (Assessment centre operations and accessibility): The accessibility of the assessment centres' services was evaluated by reviewing the operations and activities of the centres and access to the services.

- Centre operations: Assessment centres were established to provide a safe and secure environment for trafficked women to initially recover from trauma, receive necessary treatment or care, and develop a plan for the future in an enabling environment with empathetic staff. The assessment centres provide a location for counselling and support that was previously only provided at police or border guard stations staffed by men. The women interviewed in the review said that the centres provided them with the support they needed to reintegrate, and they considered the assessment centres very effective in ensuring that the process of returning is a positive and successful experience. They also appreciated having a clean bed, blankets, hot food, and feeling safe. The families recognized the necessity and importance of the centres and emphasized trusting the centre staff and the services that were provided for their children. During the assessment, trafficked women, their families, and relevant staff highlighted the sense of security and safety at the centres.⁷
- Access to services: To be able to access services at the assessment centres, the women (as the centres are designed for women) must be officially identified as a victim of trafficking, which is demonstrated through three primary documents – Declaration of being a Victim of Trafficking, Certificate of Arrival to Viet Nam, and Certificate of Handover. The vast majority of trafficked women receiving services have been officially handed over from the Chinese and Cambodian police, who identified them as victims of trafficking, to the Vietnamese police at official border crossings where their status as victim is maintained. Both Lao Cai and An Giang provincial governments estimate only 20 to 30 per cent of trafficked women returned through official channels or handovers, and that only 30 to 40 per cent are from the province; leaving large numbers of trafficked women not being identified in the return process. Women from other provinces can receive government support for transportation home, but there has been little or no follow-up to determine if they received support. Men have not been considered as victims of trafficking, despite the nature of their return or the situation around their trafficking. With IOM funding, however, the assessment centres have also been able to provide support to women and men who returned on their own, or who were from other provinces, and do not have these documents. It has not yet been determined how assistance will be provided under the implementation of the new law on trafficking for the two primary types of victims of trafficking – self-returnees and residents of other provinces – but the Ministry of Public Security has been tasked with legislation on victim identification.

⁷ Statements about the assessment centres included:

- "I cried a lot the first day I arrived at the centre, but felt much better after talking with the social worker." – *An Giang woman*
- "When I went to the centre, I slept for a whole day – I wasn't worried anymore. I knew I would be going home." – *Lao Cai woman*
- "I went to get my daughter, but I let her stay at the centre for a few days to get the support she needed." – *A mother from An Giang*
- "Although there is room for improvement, the centre is the best option for the trafficked women when they [have] just return[ed] – it can provide everything they need." – *The director of Lao Cai DSEP*

Conclusion 2 (Assessment centre operations and accessibility): The operations and services of the assessment centres – accommodations, counselling, health checks and financial support – are appropriate and have met the needs of trafficked women returning from China and Cambodia. The centres are especially relevant when compared with previous alternatives, which were border guard and police stations, and both the women and their families recognized the value of the centres. The assessment centres provide an appropriate environment for the women to recognize they are no longer a “victim” and are able to move forward and develop a plan for the future.

Although the assessment centre model provides relevant services and support, the majority of victims of trafficking will not have access if new guidelines associated with the law on trafficking do not include a broader range of how people can be identified and be designated as victims. If the assessment centres cannot expand their services to include all trafficked women, they will be underutilized and will not guarantee victim-centred services to all trafficked persons. The assessment centres have been providing services in close collaboration with the police, border guards, the Women’s Union, provincial health service and hospitals, and the People’s Committee. After the law is in place, these relationships could also be used to identify victims of trafficking in communities and health facilities, and allow them to be referred to the assessment centres to improve access for women not handed over at the borders. Although MOLISA’s return and reintegration responsibility is nationwide, the actual support services and activities are funded through local, provincial funds. This means that the models can only support a small percentage of trafficked women: those from the province and those who returned officially.

Finding 3 (Reintegration plans and support): After the women are counselled and treated for immediate medical and psychological concerns, the centres support them in developing their personal reintegration plan, which may include vocational training, education or income-generating activities, as well as financial and resource support to complete the plan. During the period of IOM funding, women who returned to their homes were eligible for financial support of USD 150–200. (Using provincial funds without IOM support, a victim of trafficking may be able to receive financial support of USD 35–50 from the provincial budget if from a very poor household.) For the majority of women supported during IOM’s projects, the reintegration plans included income-generating activities like raising animals, purchasing supplies, repairing bicycles or starting a small business. Additionally, the support not only provided opportunities, but families reported feeling the community also understood that these women had been victimized and were receiving support to recover (especially in Lao Cai).

While many of the women met during the assessment demonstrated success in their reintegration plan, some had difficulties when there was no follow-up, when the plan was not relevant to their situation, or they did not follow the plan. According to local authorities and staff at the centres, initial reintegration plans were often changed, as they did not reflect the situation of the trafficked persons who still lacked employment knowledge and experience, and relied heavily on the counsellors. The counsellors are not well trained in economic opportunities and advised common vocations for women, like hairdressing or embroidery, without considering possible markets or the woman’s interests. Women reported that there was no advice available in the community, and the assessment centre counsellor could only visit once a month for the first three months. Local authorities and Women’s Union staff, especially in An Giang, did not understand the situation of trafficked women and did not assist with accurate, relevant information about the local market and consumer trends. There was no close monitoring of beneficiaries, and their reintegration plans, and it was determined that DSEP has not worked closely with authorities at district and commune levels, preventing them from having in-depth understanding of the situation.

Conclusion 3 (Reintegration plans and support): Developing the reintegration plan while at the assessment centres is appropriate, as the women can reflect on what caused them to be trafficked and what is best for them in the future without being influenced by families or others who may have been involved with their trafficking situation. The success of each reintegration plan depends largely on the planning and

counselling from the counsellors and the follow-up and support from local authorities. Most of the trafficked persons met in the assessment reported that they did not receive support from local authorities, and it was determined that reintegration plans were less successful without a continuum of referral and support from the assessment centre to the households, accompanied by regular follow-up and guidance. Additionally, embroidery, tailoring and hairdressing may be appropriate options for some trafficked women, but in order for reintegration plans to be successful they must be based on the women's aspirations, interests and abilities. If the counsellors apply the same solutions for each woman, it is likely that over time, many women will give up on the reintegration plan and for lack of other income, place themselves at risk to be re-trafficked. It was also difficult for the assessment team to evaluate the provision of follow-up from the Lao Cai assessment centre as the trafficked women interviewed were supported by the provincial shelter and were not recipients of IOM's reintegration or financial support. Referral and follow-up with women who had returned to other provinces was not reported and did not appear to be in place.

Finding 4 (Appropriateness and suitability of the assessment centre model): Women and families interviewed during the assessment reported the services were very relevant. Based on a model developed for MOLISA and UNICEF in 2006, the assessment centres initially limited the stay to two weeks, but gradually increased that duration to one month or longer based on needs and national guidelines. According to trafficked women interviewed in the assessment, most stayed in the centre for approximately one week, as they wanted to return home as soon as possible. The centres were well constructed and clean, and appropriate for the return of trafficked women, as women reported feeling secure and realized they were in a safe place on their way home. The activity room in Lao Cai, however, is a formal meeting hall with an oval-shaped conference table and chairs, and the toilets are located in a separate structure that is dark and isolated. When the assessment centres were first being constructed, it was required they be located very near the border, so that women crossing on their own would also easily be able to access the centres. The Lao Cai assessment centre was constructed within a social protection centre a couple of kilometres from the Chinese border, but the An Giang centre was constructed within a social protection centre more than 70 kilometres from the Cambodian border. The location did not prove to be a difficulty for access, however, as the women are referred and transported to the centre. It was noted, however, that language prevented some women from being able to totally access the services. In Lao Cai, the assessment centre is in a province that is primarily comprised of ethnic minority groups (65% of the province's population) and the women entering the assessment centre are almost entirely (more than 90%) from ethnic minority populations. Women from other provinces that go through the Lao Cai centre are also largely from ethnic groups; estimated at approximately 60 per cent. With the staff being Vietnamese (Kinh), the assessment centre reported some difficulties with the various languages of different ethnic groups and had to find translators or even use children living at the social protection centre to help translate.

Conclusion 4 (Appropriateness and suitability of the assessment centre model): Having the assessment centres follow government guidelines that allow stays up to two months is realistic and appropriate. Most women stated they wanted to stay for one to two weeks, but there are cases where a longer stay is important for successful reintegration. The situation of each woman requires a tailored approach, and there has not been any indication that longer stays foster dependence (which was a primary argument that stays in the centres not exceed two weeks). As the centres were purposely constructed to provide an enabling environment and to be safe and secure, the centres' physical layouts and facilities are appropriate, although a more inviting atmosphere could have been achieved through the initial planning. The activity room in Lao Cai, for example, could have provided a tranquil, relaxed environment that supports counselling, therapy or group activities, but toilets in a separate structure that is dark and isolated is frightening for some of the women going there at night. Having the assessment centre located within the compound of the social protection centre, however, is an appropriate location, as it is secure, not seen from outside (as only the social protection centre is named on the exterior), and there are staff members trained to support marginalized, vulnerable populations available to help the assessment centre. If the social protection centres are not near borders, it does not affect centre access, as women only avail of the services if referred and transported there. With

assessment centres located in provinces with large ethnic minority populations, however, the centres are not adequately equipped to address issues that arise from various languages and cultural differences. The centres do not have information in different written languages and are not prepared for limited literacy. Centre staff members are not able to speak ethnic minority languages, leading to communication difficulties, especially during critical counselling and support periods.

Finding 5 (Collaborator network supporting assessment centres): Throughout Viet Nam, mass organizations (parastatal organizations such as the Youth Union, the Peasants Union and the Women's Union) and some government departments have local-level, community-based workers who support national programmes and administration and are referred to as volunteers, collaborators or motivators. Within the assessment centre model, the development of a network of collaborators was an effort to provide a continuum of care and support to trafficked women throughout the reintegration process. While the assessment centres were being constructed, IOM worked with DSEP to build capacity at the commune and local levels to assist in preventative efforts and communications in rural and remote areas, and provide reintegration support through connecting grass-roots services with the community and families, finding referrals for education, training and work. They also worked with the trafficked women to identify obstacles to the reintegration plan and their return to their family. They provided an escort home for the return of trafficked women, if needed. An Giang Province provided training for 250 collaborators, and in Lao Cai there were 370 collaborators from 70 localities recruited from the Women's Union, DOLISA, border guards, police and other government offices. In Lao Cai Province, where the collaborator network and community support is strong, trafficked persons, family members and the community interviewed during the assessment did not report stigma and discrimination as women in the other provinces experienced.

Conclusion 5 (Collaborator network supporting assessment centres): When the Lao Cai collaborator network was first being established, IOM was concerned with training collaborators who were inexperienced with the legal and human rights aspects of trafficking such as confidentiality, judgemental approaches, and addressing the trauma and experience that can affect trafficked persons. From interviews in the assessment, the experience over the past three years has not indicated that these ever developed into concerns, and the network has played an important role in reintegrating trafficked women in Lao Cai. The peer and interpersonal communications of the collaborator network is effective in reaching trafficked persons and providing guidance on reintegration. These interpersonal communications also appeared effective in working with the community to understand trafficking, to contribute to a smooth reintegration process, and to reduce stigma and discrimination.

Finding 6 (Health services): As determined and reported by the centre staff, DSEP staff and organizations working with trafficked women in Viet Nam, psychological support is the most critical component of initial support. This is particularly the case as many trafficked persons lose trust and, due to their trauma and trafficking experience, may no longer be emotionally stable, preventing them from successfully reintegrating. The centres feel it is essential to renew trust and work through psychological issues as soon as the women arrive at the centre, especially as the psychological needs of women differ based on their experience, and coping skills and mechanisms. For some, it only takes several days to get over the initial trauma, whereas others demonstrated symptoms of acute stress disorder, post-traumatic stress disorder, anxiety or depression, or other symptoms of mental illness. Relevant and appropriate mental health services remain scarce throughout Viet Nam and the staff has limited capacity with few referral options.⁸ In Lao Cai, the counsellors are teachers who have been trained in counselling. In An Giang, the counsellor was knowledgeable about counselling and case management, based on interviews with her and the trafficked women. The victims stated that the counsellor understood how to counsel trafficked persons on how to cope and overcome trauma when they

⁸ The World Health Organization estimates 80 per cent of Viet Nam's 12 million people with mental conditions do not get treatment because there are not enough psychiatrists and funds, and social support for people with mental disorders has been limited.

first returned to Viet Nam and when talking with her, they felt respected and cared for. One woman in An Giang said that she discussed experiences and feelings with the counsellor that she could not even share with her mother.

While mental health services are extremely limited and being provided at the centres, physical health services are being given through referral to hospitals or physicians in the neighbouring area. According to Lao Cai provincial DSEP, the centre director and doctor at the referral hospital, around 90 per cent of the women entering the assessment centre have greater mental health issues and more serious infections than other patients, as they have often gone long periods of time without treatment. According to the doctor at the hospital, many trafficked women have reproductive health issues and infections, and the ones trafficked into the sex industry tend to have the most serious infections. Many women are not trafficked into sex work, but are still placed in an environment where they have forced or unprotected sex. The assessment centre staff understands risks for HIV and sexually transmitted infections and discusses these risks with the trafficked women, who stated in interviews that the counselling and medical examinations helped them feel confident about their health and their return to the community. (In the case of four women who were believed to have HIV following a rapid test at the hospital, referral was made to the provincial level for confirmation and treatment options.) In Lao Cai, the assessment centre selected a private hospital primarily to ensure results would be confidential and treatment for trafficked women would be non-judgemental. The women have a medical file that is initiated and kept at the assessment centre during the preliminary check-up, and is used when referring to the hospital for diagnosis and treatment, as well as during follow-up support at the assessment centre. The hospital and centre staff emphasized the available budget for treatment and follow-up for trafficked women is insufficient for adequate treatment and follow-up.

Conclusion 6 (Health services): Mental health care and psychosocial support is being addressed, albeit without a clear and comprehensive strategy, especially recognizing that there are few services available for referral in Viet Nam and the primary caregivers are the centre staff, whose primary knowledge has come from IOM-organized training sessions. It is not likely that effective mental health services will be available for trafficked women at the provincial level, further emphasizing the importance of building assessment centre staff capacity in counselling and psychosocial support, as well as the capacity of provincial services.

The Lao Cai arrangement of referral indicates that appropriate health-care services are being provided to trafficked women. Many women interviewed reported that the health checks were very appropriate and necessary, and the assessment team found the assessment centres had arranged appropriate and relevant medical services for trafficked women. Through referral to a nearby hospital that provides appropriate and confidential services, the trafficked women are being tested for a variety of infections and health conditions. Relationships with other provincial services have also been established if trafficked women require further support, especially for HIV where necessary confirmation tests and referral to treatment options must go through the provincial health service. As the number of women with HIV has been small, it has not yet been determined how treatment for HIV will be available for women coming from remote areas of the province and how reintegration plans should account for HIV infection and treatment. The assessment centre staff selected medical services due to their understanding of the importance of recognizing reproductive health concerns and HIV, and receiving appropriate treatment.

Finding 7 (Capacity-building and training): IOM invested considerable resources in training a variety of implementing staff, government offices and other stakeholders at the commune and district level, as well as the provincial and central-level staff who were involved as facilitators and participants. Training focused on skills and knowledge for the assessment centres, such as counselling, how to receive trafficked women and how to gain trust, and included topics such as psychosocial support, life skills, victim identification, case management and victim-centred services. The staff from the assessment centres highlighted the value of the training they received during the IOM projects and described the difference between the training from government offices and international organizations, especially the focus on skills and participatory methods,

such as role-play and practice, to ensure the skills and content are learned. During the assessment, staff reported they felt these training methods were very effective and improved important skills, such as case management and counselling. There was verification of how the training has been effective in terms of how DSEP and assessment centre staff understood and applied victim-centred principles. The understanding and recall by staff of critical issues on care for trafficked women, trauma and psychosocial support demonstrated internalization of training topics. There has been no evaluation of the effectiveness or relevance of the training, and participants could not always remember what training topics had been covered or how specific training content was useful in their work. The training workshops did not conduct pretests and post-tests or training evaluations, according to respondents in the assessment, and no training materials were provided or were available at the assessment centres during the review. In Lao Cai and An Giang Provinces, weekly meetings of the assessment centre staff were held and became a main form of training for the assessment centre staff, particularly in Lao Cai. The weekly meetings became an opportunity for new information and policies to be shared, summaries of meetings and training workshops, regular case reviews and a way to include social protection centre staff in updates and training without requiring additional budget for training. When staff attended training, they reviewed the content with others at the weekly meetings. When the law on trafficking was circulated, the assessment centre used the weekly meetings as a venue to review it and to see how it would affect operations. One of the Lao Cai assessment centre staff has been assigned to a new position and will be replaced by a staff member working in the social protection centre. As she has been attending the regular weekly meetings, she is very aware of the operations of the assessment centre, as well as the specific requirements of her position.

Conclusion 7 (Capacity-building and training): Based on the team's observations, interviews and discussions during the assessment, training, ongoing capacity-building, and monitoring play a critical role in achieving provincial-, district- and local-level involvement and participation in the model's activities. The training provided to the assessment centre staff, DSEP and DOLISA staff, and other stakeholders was appropriate for the assessment centres to provide effective and relevant services, and used effective, participatory methods to cover topics that were essential to the management of the models. Participatory training methods generated more personal commitment and involvement, demonstrated greater learning than didactic methods such as lecture, and further strengthened the skills and knowledge of senior provincial officials. Training is critical to reach the necessary level of competence to effectively provide relevant services and counselling, especially with limited services available and the lack of qualified social workers in Viet Nam. Given the emphasis on training, a more comprehensive training structure could have been developed over the three years of cultivating the models, putting a rigorous training evaluation system in place to ensure each workshop was relevant, to continually assess training needs, and to adjust the training content and direction when needed. Recognizing the importance and relevance of training, identifying training possibilities without external funding should be explored.

The weekly meetings also resulted in a highly effective training and capacity-building opportunity for the assessment centre and social protection centre staff. Through weekly meetings, materials and information can be distributed and explained, experience shared, and lessons learned discussed in an affordable manner and in a non-threatening or disruptive way. The effectiveness of the weekly meetings was particularly demonstrated when one assessment centre staff was transferred, but could be replaced with another social protection centre staff who had regularly attended the weekly meetings.

Finding 8 (Funding): According to various government respondents during the assessment, Circular 116 on financing for trafficked women determines funding levels to support trafficked women using provincial budgets. Funds are limited, however, and provincial stakeholders are often required to find additional, external funding sources to fill gaps to provide comprehensive services such as education, vocational training, microcredit or other activities at the centre. Lao Cai and An Giang DSEP offices both reported that IOM's support was comprehensive and considerably more than the government provisions. With IOM support, the assessment centres were able to provide essential care to trafficked persons who were not eligible for

support, and sponsor the safe return of women with the escort of their families and a social worker. Financial support for reintegration plans was around USD 150–250, but from provincial funds under the circulars, this support will be a maximum of USD 35 and only for very poor women. The community networks (especially in Lao Cai) play an essential role in reintegration, but the law has not identified any financial support. During the assessment, centre and hospital staff in Lao Cai emphasized the insufficient funds for medical treatment when they had to rely on Circular 116. As Circular 116 supporting victims of trafficking was jointly issued between the Ministry of Finance and MOLISA, the Lao Cai finance department and provincial DSEP felt that the support needed to be increased, at least in parallel with the government increases in the minimum wage. (At the time of the assessment, Viet Nam's inflation was the highest in Asia at 23%. Minimum wage was raised during the assessment and was expected to rise again later in the year, further highlighting growing incomes as well as escalating costs.) During the evaluation in Lao Cai (July 2011), the assessment centre had already spent the 2011 budget, as the number of women was higher than the previous year. They had made arrangements with the provincial government to provide the necessary support for more trafficked women, but obtaining adequate funding is difficult. While the models were developed and managed under Circular 116, Circular 113 (issued in August 2010) increased some support and clarified amounts available for vocational training and psychosocial sessions. For most items, support remained the same or increased marginally as listed below:

- Personal belongings (such as toothpaste, towel) – USD 6 (increased to USD 10 in Circular 113).
- Meals – USD 0.60 per day maximum (increased to USD 1).
- Medical treatment – USD 50 (remained the same).
- Referral – transport and meal – USD 1 (from Decision 17 and clarified in Circular 113 as actual transport costs and USD 1 meal allowance).
- Vocational training – USD 50 (added to Circular 113).
- Psychosocial support – USD 2.50 per session for up to 20 sessions (added to Circular 113).

Conclusion 8 (Funding): Government commitment to supporting the protection of victims of trafficking has resulted in circulars to guarantee support, particularly Circulars 116 and 113, and Decision 17. With these circulars, and future policy based on the trafficking law, some form of support will be available for an increasing number of trafficked persons; ensuring sustainability of some services and support. The level of support, however, is not the same as support provided by external sources such as IOM. The funding from IOM has had an important role in building, developing and implementing the assessment centre model, especially as government regulations related to supporting trafficked persons are limited and restricted to specific support. The reintegration plans, a crucial component in supporting families of trafficked women and preventing re-trafficking, will not be able to continue without external funding support or reallocation of central and provincial funds. With the government reintegration support only available for very poor women, there is a risk of the financial support to trafficked women being conflated with support to alleviate poverty. Requiring trafficked women to be extremely poor to be eligible for assistance does not relay the strong message of support to victims of trafficking, whose support should be in response to loss of rights and the traumatic conditions they underwent when trafficked, rather than their level of poverty. Without provincial support for community networks and the leveraging of financial and human resource support among stakeholders such as DSEP and the Women's Union, the networks will suffer from attrition until they are no longer functioning, especially as a system of recruitment and training must be put in place. The relationship between the social protection centre and the assessment centre, especially as they are located together, provides more access to funds and allows greater sustainability for the facilities, resources and staff of the latter. With funds already in place for the social protection centres, minor adjustments can be made to ensure ongoing support to trafficked women.

Finding 9 (Linkages with shelters and regional assessment centres): Women who did not want to go back to their home community or who felt reintegration would be particularly difficult were referred to the

Compassion House, Open House or Peace House. In An Giang and Lao Cai, the assessment centres have strong relationships with these shelters as longer-term options if the reintegration plan does not include returning home, or it is felt that returning home is not best for the woman (often due to the involvement of a family member in the trafficking, or cases of violence). Of the 151 trafficked persons supported by the assessment centre in Lao Cai, 13 chose to go to the Compassion House Shelter in Lao Cai (operated and managed by DOLISA and supported by the NGO Pacific Links) and the Peace House Shelter in Hanoi (which is operated by the Women's Union and supported by various international organizations). As it is managed and operated by the Lao Cai DOLISA office, Compassion House residents must be from Lao Cai. The Peace House in Hanoi, however, will accept people from other provinces. Most women from Lao Cai preferred to return home, but among those who chose to look for other options, the Peace House in Hanoi was preferred as it was felt to lead to more opportunities. In An Giang, the only choice is the Open House (supported by Pacific Links). At the shelters, women are supported for longer periods (12–24 months) and receive vocational training, education, health care, counselling, job placement support and other services on a case-by-case basis. The shelters rely considerably on external funding, as government policy on trafficking does not apply to long-term care. During the assessment in Lao Cai, it was highlighted that the province may consider combining the assessment centre and the shelter and that a donor was discussing the idea of constructing a new building that would house both the Assessment Centre and the Compassion House. The Lao Cai director of DSEP also raised the idea of developing a regional assessment centre that could support women from different provinces. Some reasons for the combined locations include the following:

- The assessment centre has the capacity and facilities (up to 40 women could be housed there).
- There would be less change or disruption for the women in terms of environment and staff if their reintegration plan included the need for a shelter.
- The social protection centre has available staff who could support the centre and shelter.
- There would be less effort and lower cost in making referrals.
- The Compassion House would not have to pay rent.
- The social protection centre (especially the director, who is senior with DOLISA at the provincial level) has an available network for women who request vocational training.

Conclusion 9 (Linkages with shelters and regional assessment centres): The shelters provide appropriate support for up to two years for women who would not be well reintegrated at their homes, and the women met in the assessment who had been referred felt they were achieving the reintegration plan they developed. The linkages between the assessment centres and the shelters provided an excellent continuum of care. Some women returned home within a week or two, but then went to the Compassion House Shelter where they could stay 18 months and longer, if needed. There is clearly a need for shelter services, and the close relationship between the assessment centres and the shelters ensures a better continuum of care. Regional centres for multiple provinces and housing the assessment centres and the shelters in the same location may be options to make the model more effective and efficient. Options like these would be more efficient in terms of human resources and costs, especially as there has been heavy reliance on external funding. There was not, however, relevant information at the time of the assessment on how regional centres could be funded using government guidelines and funds from multiple provinces, and if having residents of assessment centres and shelters housed together would affect the residents of the two services and the reintegration plans. Options should be considered as centres are at times underutilized, especially with the narrow definition of victim of trafficking who can access support.

Summarized conclusion of assessment centre model

Relevance

The assessment centre model was determined to be highly relevant, providing necessary services to trafficked persons, while meeting the objectives and requirements for national laws, policy and plans of action. The model provides concrete experience and effective practices to the Government while developing policy and at the same time providing actual data and costs for Government to assess the use of the model nationally. The model met with beneficiaries' requirements to return, obtain necessary treatment, and plan for the future. The models also demonstrate that while relevant, there is high risk of not including large numbers of trafficked women who return on their own or through provinces they are not registered in, or who are not designated a victim of trafficking.

Effectiveness

The model has been effectively achieved in terms of entering trafficked women into the assessment centre services and allocating service provisions. Women referred by the police are given necessary services – psychosocial support, health care, immediate needs, and education and financial support for their return. The largest obstacle to effective services is the lack of access for the majority of trafficked women and the lack of follow-up with trafficked women who return to their home provinces. Training has resulted in excellent services, but there are transfers and movements, and there is no follow-up or continuing training in place.

Efficiency

As efficiency is a measure of how resources and inputs, such as funds, expertise and time, are converted to results, the assessment was not able to measure this characteristic. The evaluation was of the model, which was formed by a number of projects, a variety of staff from IOM, DSEP and provincial authorities. Financial and timeline data for the various projects was not included in the programme review. Additionally, a large percentage of the costs are within the budget of local partners, such as the social protection centres, and were not included in the assessment.

Sustainability

Sustainability for the existing assessment centres is fairly assured under the current system of housing them within social protection centres, with access to staff and provincial funds for the basic needs of trafficked persons (through legislation such as Circular 113). The projects that developed the assessment centre model did not create any additional systems and work entirely within the MOLISA and government structure, supporting continuation of activities by government departments. The broader return and reintegration needs of trafficked persons, especially reintegration plans with financial support, are still dependent on external funds (like IOM's) to cover critical reintegration costs.

Impact

While impact was difficult to measure with many activities ongoing, the fact that one assessment centre was still operating effectively without IOM or other funds indicated that the investment in services and support can be maintained and continues to support the trafficked women. The role of reintegration support in long-term financial stability could not be measured at the time of the assessment. One immediate impact that was observed in the review was the considerable knowledge of a variety of government and mass organization staff on the issue of trafficking and support to trafficked persons.

4.2.3. Outreach and self-help groups

Finding 1 (Provincial DSEP support and involvement): Bac Giang does not have a formal provincial committee on trafficking (Committee 130) and so does not hold regular meetings amongst the different departments. The provincial departments work together closely, however, and are supported by an active DSEP that coordinates with all departments, keeping them informed of all related activities. A decision of the Bac Giang

Province People's Committee in 2011 allowed provincial DSEP to have a formal role coordinating various government departments in supporting trafficked persons, and according to discussions in the assessment, the departments understood their roles and responsibilities in preventing trafficking and supporting the reintegration process. Despite not having a provincial committee, the departments meet when there is a need to support cases or discuss trafficking issues.

Conclusion 1 (Provincial DSEP support and involvement): As with Lao Cai Province, DSEP demonstrated the recognition that support for trafficked persons is a critical issue when they developed policy with the provincial People's Committee, ensuring that trafficked persons would be supported with both provincial and IOM funds. Additionally, the provincial DSEP office was very active in obtaining support and cooperation from other departments, and creating an environment of collaboration in reaching trafficked women and supporting them.

Finding 2 (Self-help groups and outreach operations): The self-help groups of victims of trafficking have been meeting once per month in three districts of Bac Giang Province since 2009 to discuss issues such as trafficking, life skills and business plans. Topics of the meetings are reviewed by the provincial DSEP for comments and guidance, and staff members of DSEP attend monthly meetings to monitor and provide support when necessary. (A self-help group member disclosed that she felt scared when she first attended the group meeting because of the participation of DSEP officers, but after attending, she found the DSEP officers to be friendly and supportive and continued to attend.) A DOLISA outreach team was established and visited the women at their homes encouraging them to join the self-help groups. Women visited have been selected through support from local networks of Women's Union staff and local authorities who inform the DOLISA outreach team when they become aware of women who may have been trafficked. As the women in Bac Giang had generally not returned to Viet Nam recently, addressing immediate needs was not included in the outreach and self-help group model as it was with the assessment centres. The focus of the self-help groups was on identifying women from the community and providing psychosocial support and reintegration assistance to facilitate their recovery from the trafficking experience. The trafficked women in the self-help groups had returned home on their own, were never officially designated as victims of trafficking, and before IOM support had never received support from the Government.

Conclusion 2 (Self-help groups and outreach operations): The self-help group and outreach model used in Bac Giang was seen as an effective approach to reaching trafficked women and providing support and services. Bac Giang's model was particularly effective in identifying trafficked women who had already returned home, rather than being returned at border crossings. The self-help groups have an important role in the reintegration process, as the group meetings are a setting where the women can be together to share their experience and difficulties and get advice from their peers to help overcome obstacles. The model could be used as an example or template for other provinces in victim identification and support after the law is in place, as victim identification in the community could be very effective. The self-help group and outreach model could, however, be more proactive in reaching younger, newly returned trafficked persons as the groups were developed to provide a venue to cope with trauma in a safe and secure environment, with others who had suffered a similar experience and who could relate and empathize. Some aspects of self-help groups, therefore, are not being fully realized as a number of the women had been trafficked and returned for several years before joining the group. Additionally, as they had not recently returned, they had not been counselled on the health risks of being trafficked and untreated infections, as well as mental health issues that may have been left unaddressed. Another aspect of self-help group members returning a number of years before joining (some in 2004) is that they have largely recovered from the trauma and experience associated with being trafficked and were more interested in looking at how to increase their income than discussing their trafficking experience. The assessment team felt from their observations that the group leader or facilitator could both raise more issues that the members were more interested in and develop an outreach approach that was more effective in reaching women who had recently been trafficked. The women interviewed did

report, however, that the self-help group model was an appropriate model for them to receive help and share with each other.

Finding 3 (Reintegration plans): With IOM funds, the trafficked women in Bac Giang received USD 50–150 as financial support for their reintegration plans. They also had an allowance of about USD 3.50 for travelling and lunch when they attended the group meetings. (Although the groups are intended to be voluntary and without incentive, some husbands did not want their wives to attend when they needed to spend their own money, and some women could not afford to attend.) The financial assistance provided as part of the reintegration plan allowed the recipients to start a business or other income-generating activity. A woman reported, “I did not know what to do to earn an income to pay off my debt and earn a living. The grant helped me raise pigs and I now earn over USD 150 every year to add to my income and make my living conditions better.” Some respondents did state, however, that the amount of money was not enough for them to eliminate their poverty, indicating that further, in-depth review of income-generating activities is needed to assess if they prevent trafficking or re-trafficking. There were cases where members of the group wanted to use the money in the most effective means and would pool funds so the grants could be jointly planned and invested.

Conclusion 3 (Reintegration plans): The reintegration plans were successful in raising additional income and providing livelihood support for trafficked women, and the model approach of identifying women in the community for assistance in a group setting was appropriate. As the women were participants of groups, they had more support from others when developing and implementing their plans. Additionally, the close assistance from DSEP ensured access to staff who had been trained and were involved in the model. There was a strong sense of confidence to successfully complete the reintegration plans. While the group environment was conducive to appropriate planning and implementation, it was also noted that reintegration plans may have been more successful as many of the women were older than women going through the assessment centres, and had had more time to return and reintegrate into their home communities. The province has begun to seek further funds for future reintegration support.

Finding 4 (Appropriateness and suitability of the self-help group model): Most of the women interviewed in Bac Giang felt confident about themselves and the future despite having been trafficked. According to the IOM staff member on the assessment team who is responsible for the Bac Giang model, the self-help groups have been able to support some difficult cases of trafficking, in addition to supporting the reintegration process for the identified trafficked women. For example, one woman had been trafficked into the sex industry and had to serve 10 to 15 clients a day. When she returned to her home, she never discussed her experience or sought any help. After one year with a self-help group, however, she has been able to discuss her experience and is now helping write a play about trafficking, which will be performed for the community. She will also act as the main character. Another young woman, who was trafficked after her boyfriend was killed in an accident, promised she would never get married if she returned home. For four years after returning, she was withdrawn and did not try to make friends, especially with men. After joining a self-help group for more than one year, however, and having the opportunity to talk with and hear the experience of and guidance from other women, she began to open up and eventually started meeting and dating men. The self-help groups are trying to make themselves more relevant by including women with a variety of experiences and trauma, and by discussing trafficking experiences and other personal concerns such as problems with husbands and children, physical and reproductive health, farming, and income generation. The women reported that the greatest benefit was getting their self-confidence back. Three members got married after joining the groups, which staff and partners felt was an indicator of successful reintegration. There were women who did report feeling stigmatized and discriminated against, which was not reported in Lao Cai, where the community was actively involved in the return and reintegration of trafficked women. The assessment team was informed by some women that they isolated themselves from the community, as they felt that people discriminated against them. Despite the potential for stigma and isolation, members of the groups also reported that they have become an information source for the community about human trafficking, and have volunteered to

explain to families about risks of easy money and the relation to trafficking. As one woman highlighted, “[o]ur group is known in the community and people know that we were trafficked and have received support from the [G]overnment. When people hear about our group, they understand that working in another country is not paradise and they often consider staying at home and working with their own family.”

Conclusion 4 (Appropriateness and suitability of the self-help group model): The self-help groups have formed well as units and provide a variety of support types through the group design. They are an excellent resource for psychosocial support. As IOM determined initially with self-help groups in Hanoi, an important role of the groups is creating an enabling, trusting group environment to restore confidence, self-efficacy and self-esteem. One possible concern about the outreach process is, however, that other community members are part of the victim identification process, meaning confidentiality and non-judgemental approaches may be weak and stigma is increased. At the same time, a positive outcome of the groups is that they have not only become a source of information and support to the community, but are willing to use their experience to help others in public settings.

Finding 5 (Outreach network): In Bac Giang, there is no formal network, but the collaboration amongst the various departments is strong, and local-level staff (district and commune) are often the first to identify a potentially trafficked person. An informal but functional network of various government offices collaborates to conduct communications in the community in remote areas to provide in-depth information about trafficking prevention and reintegration, as well as deliver leaflets and answer questions about trafficking, the legal process and necessary steps to get procedures such as victim identification completed.

Conclusion 5 (Outreach network): The informal network was effective in reaching trafficked women and providing information. It also supported the reintegration of the women by completing necessary documents, aiding the investigation of perpetrators and bringing cases to courts, as well as identifying women for the self-help groups and support. The active involvement and knowledge of DSEP is critical to the effective management of victim identification and service provision.

Finding 6 (Health services): Health check-ups and care for women in Bac Giang were not provided through the outreach and self-help group model. Counselling in Bac Giang was conducted mostly through psychosocial support by the staff of DSEP and self-help group facilitators who have a close relationship with the members of the self-help group and understand the issues they face. Peer counselling for psychosocial support has also been an effective counselling tool used by the self-help groups, and most of the members reported they felt better about themselves and their circumstances after they realized others had experienced similar situations. A member of one self-help group stated:

I was so ashamed and embarrassed when I returned home. When a group member approached me and asked me to join, I had doubts and did not know what the benefit would be. After attending the group, however, I gained confidence through sharing my experience and getting support from the group. Now my life is stable and I am very confident. I now can help other women who were trafficked.

Conclusion 6 (Health services): Health support provided to self-help group members in Bac Giang is very limited, and according to the provincial health department, needs to be improved. The outreach and self-help group model has not addressed the fact that some women were trafficked a number of years prior to joining the self-help groups, and could still have infections that are asymptomatic and have never been treated. This is especially true if the women did not realize the risks they may have been exposed to while trafficked. The assessment team noted that women in self-help groups were informed that health services were available in the province, but that there was no counselling or information to lead to more use of the services. The self-help groups, which provide a level of support through discussion and experience sharing, also need further

training in psychosocial support, counselling and identifying women who are having difficulty coping with their experience.

Finding 7 (Capacity-building and training): The DSEP staff in charge of outreach and support to trafficked women had received no formal training in relevant skills before the IOM projects started. They were then trained during the IOM projects on psychological support, outreach skills and principles in working with victims. As the self-help group is the critical component of the model, both DSEP staff and group facilitators (the selected trafficked person who plans, facilitates and reports on the group meetings) received a package of training in group facilitation skills, which included training on conducting interviews for needs assessments, and how to plan, facilitate and report using a standardized template, as well as simulation and practice in groups. After receiving the training, both DSEP staff and facilitators reported becoming much more consistent and confident in managing self-help group meetings.

Conclusion 7 (Capacity-building and training): As with the training with the assessment centre staff, the training provided to Bac Giang DSEP staff, outreach teams and self-help group facilitators was critical to provide effective and relevant services. The nature of self-help groups, together with the facilitation of appropriate discussion and interpersonal communications, is essential to offering psychosocial support. Additionally, the outreach teams have to protect the confidentiality and dignity of trafficked persons while at the same time reaching them with necessary information about the groups. Understanding the complex factors that lead to trafficking, how the trafficking experience affects the victim, and the complicated reality of return and reintegration are crucial to successful support for trafficked persons. The training is necessary in order to make the self-help groups and outreach model work effectively. Based on discussions with trafficked women, DSEP staff and facilitators, the training has been highly relevant and effective.

Finding 8 (Funding): All of the beneficiaries in the outreach and self-help group model have been fully supported by IOM funds. The reintegration grants and support of USD 50–150 were given by IOM. Additionally, DSEP received USD 100 per month from IOM to cover allowance, transportation and per diem for supporting the self-help groups, which is not specified in any of the circulars specifying support to victims of trafficking. Bac Giang DSEP did state that the provincial Women's Union should be able to fund activities in all districts of the province. The availability of the funds could not be verified during the assessment, however, especially as the Lao Cai Women's Union requested DSEP financial support for trafficking activities. This indicates that provincial Women's Union chapters did not necessarily have adequate funds to take on additional activities. Moreover, the Bac Giang Women's Union also used their own funds to establish self-help groups that they learned from the IOM model, but budgeted less for the activities and provided loans rather than grants.

Conclusion 8 (Funding): The viability of self-help groups is not assured without clear guidance of government sources for their financial support and the law on trafficking does not make financial allowances for support to such groups. Bac Giang DSEP has been dependent on external funding sources in order to continue the groups, and even though the meetings are not costly to organize, funds will need to be allocated from provincial budget if external sources are not available. While Bac Giang Province recognizes the value in the groups, it is not known if other provinces would initiate such services with their limited resources. Additional costs are incurred by having outreach teams go into communities to identify victims of trafficking and the provincial governments will need to allocate budget to support them. The mechanisms in the law do not indicate services such as outreach and self-help groups, but they are being discussed in the new draft of the NPA. The central-level DSEP emphasized that there is considerable interest in seeing self-help groups continued and expanded, but that external funds need to be identified to cover their expenses.

Summarized conclusion of self-health group model

Relevance

The model was determined to be relevant in supporting national laws, policy and plans of action. Outreach provided a relevant approach in reaching women in the community, rather than being reliant on border-crossing handovers. The reintegration support was appropriate, as described by beneficiaries, and provided a necessary support that could also assist women in not being re-trafficked. The operation of self-help groups provides relevant evidence to Government and other stakeholders of the effectiveness of groups in providing psychosocial support and reintegration support in Viet Nam.

Effectiveness

The model was effective in reaching trafficked women but was less effective in reaching the most vulnerable victims of trafficking – young persons who have just returned. The outreach model, however, should be very effective in reaching all types of victims, even the categories of trafficking that have not been included such as internal trafficking and the trafficking of men. The self-help groups did not always reach their full potential as often the group discussion and focus was on trafficking, whereas a number of the women had been trafficked more than five years ago before joining the groups and were primarily interested in income generation.

Efficiency

Efficiency was not measured without project budgets, expenditure and contributions from the partners.

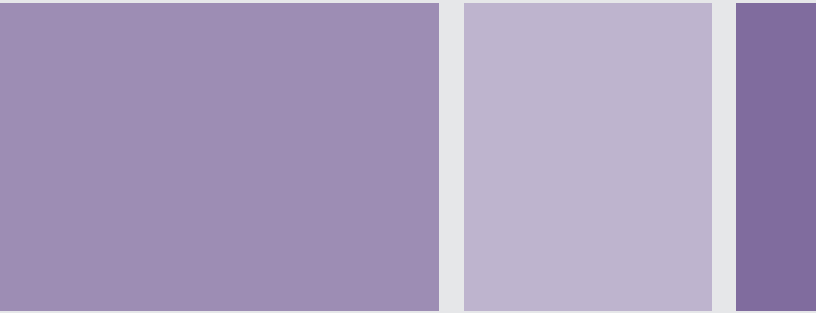
Sustainability

With the current government funding mechanisms and policies, the model did not appear highly sustainable. The support provided in the model – reintegration support, and meeting and outreach costs – has all been supported by IOM. The model is heavily dependent on external funds and with the current circulars providing government funds for trafficking, there are no provisions to support future activities. DSEP has highlighted that the model is one they would like to see expanded nationally, though, and they are actively seeking funds to continue self-help group activities.

Impact

It is difficult to measure the impact of this model at this ongoing stage of project activities. From interviews with beneficiaries, it appeared the level of support for reintegration that IOM had provided was used productively and for many, a substantial increase to their income was possible. Additionally, the group structure was used to pool funds for greater investment. If this increased income can reduce the need to seek employment elsewhere, and support households in regular expenses, then the reintegration grants would be able to prevent trafficking and re-trafficking.

The increased knowledge on the issue of trafficking and support to trafficked persons, and the use of that knowledge, was demonstrated by government and mass organization staff, and was an important impact of the project.



5. RECOMMENDATIONS

5.1. Policy and programme implementation and management

- **Future programming and evidence for policy development**

DSEP and IOM should continue to implement and refine model activities, especially in the transition period, to support the development of new guidelines and policy related to the law on trafficking. There are also provinces with different conditions and environments related to trafficking where the models would need to be adapted and tested. DSEP and IOM should consider several options for further programme development. In the short and medium time frame, there are several immediate needs while the law on trafficking is enacted and relevant policies are being determined. Without external funding, for example, the assessment centres and border provinces can only provide limited assistance to trafficked women who are from other provinces or have not gone through the process of being designated a victim of trafficking.

Support to men and internally trafficked persons has not been possible in the past and how that support will be provided under the law has not been determined. Many trafficked persons will continue to not go through official procedures to be formally identified as victims of trafficking, but will be in need of critical services. A priority programming area, therefore, is victim identification. In addition to capacity-building and greater provincial and district support, programmes should be developed to determine how to improve access to services for trafficked persons who are not handed over at borders or who approach their local police or government.

As there has been no programme support in the central region of the country even though several provinces have been identified as major source locations, DSEP and IOM should initiate model development and expansion for the unique environment in central Viet Nam. (Estimates made by the Japan International Cooperation Agency indicated that some of the highest levels of trafficking are in the northern region and northern central region in provinces such as Ha Giang, Lao Cai, Lang Son and Nghe An.) The central provinces are important, as they are not located near the Chinese border where most people are trafficked across, but have large numbers of people who are transported to borders and trafficked. Authorities in Lao Cai also suggest that Ha Giang or Lang Son Provinces should be included, even opening the possibility of piloting a regional centre for northern provinces. Based on the experience in An Giang and the low numbers of trafficked persons supported, future activities in the south should be researched carefully and piloted with low initial investment using existing resources.

- **Policy development and implementation**

Provincial governments and implementing partners need concise government circulars and decrees to instruct how to implement the law on trafficking, especially in how to support trafficked persons who return to their home provinces on their own, who directly approach local authorities, men, trafficked persons from other provinces, and internally trafficked persons. Organizations like IOM can support this by providing opportunities for training and strengthening networks at the provincial level and supporting national workshops for policy and programme development.

- **Data collection and use**

As the lack of accurate data continues to be a major impediment to policy development, planning and budgeting, data should be collected on all trafficked persons who enter the assessment centres and self-help groups to contribute to national evidence on trafficking. A national database should be established for tracking trends and the overall situation. National estimates should be improved, based on research and modelling, to include trafficked persons who return on their own, internally trafficked persons, and men. IOM has developed tools for data collection and has established databases that can be used by projects or government agencies.

5.2. Political will and support, and policy development

The central-level government, particularly DSEP, should provide and strengthen leadership and technical guidance to the provincial level to encourage greater participation and ensure technically sound support and policy implementation. Advocacy initiatives, from within DSEP at the central level and provincial offices, and from IOM, should continue to be implemented to achieve the necessary involvement and participation in return and reintegration services for victims of trafficking. This is especially true in supporting the central and provincial governments when determining budget for support services with the NPA and the Law on Trafficking, and for new provinces as they address trafficking in their area. A national support fund could be considered to support provinces that do not have adequate funds or for support to victims of trafficking not easily identified as having been trafficked.

Stronger capacity-building activities are necessary for provincial and senior government, as well as lower administrative levels and other organizations, to ensure support and active participation in protection services for trafficked persons.

5.3. Model implementation

- **Victim-centred approaches and effective models**

During planning and implementation of any provincial activity and structure for assessment centres or self-help groups, all planning and decisions should reflect the fact that many of the beneficiaries will have experienced traumatic experiences of exploitation, violence and lack of personal freedom while trafficked. While this may affect their attitudes, behaviour, beliefs and memory, and be seen to be uncooperative or unappreciative, all support from government officials, assessment centre staff, and other stakeholders must reflect that victims of trafficking have unique needs that need to be addressed. The primary criteria for support should be that the beneficiaries were trafficked, were victims of a form of slavery and violence, and lost their right to self-determination. Poverty and other factors should not be criteria for support.

Provincial government, and all staff working with trafficked women, need ongoing and continuous training to be sensitized to how the trafficking experience affects the victim, and that respecting their privacy, confidentiality and dignity is the foremost consideration. Confidentiality, and respecting the dignity and rights of trafficked persons, should be included in all training, and closely monitored, so that they are an utmost priority and consistently upheld. MOLISA (and DSEP at all levels) must advocate with Government and involved ministries to ensure non-judgemental approaches are in place with health staff, police, border guards and Women's Union staff, and that confidentiality is ensured, especially when the assessment centres and shelters are informing the police and other officials about their residents.

The models need to adapt to the specific needs of the trafficked persons being supported. This is especially true in the case of ethnic groups where language and customs are different and for disabled persons who may

have been trafficked due to their disability and who may be less able to protect themselves or communicate their needs.

Provinces using the assessment centre model should consider initiating self-help groups in villages and communes where several trafficked persons are not far from each other. By using self-help groups, the trafficked persons can support each other, provide mutual psychosocial support, and be a group for income-generation activities. The outreach approach should be considered in other provinces, even those with assessment centres, to identify greater numbers of trafficked persons and include them in provincial services. DSEP, at the ministerial and provincial levels, and IOM should advocate with policymakers to include greater programme and financial support to outreach and self-help group approaches in various provincial settings.

Assessment centre services should continue to be located within the compound of social protection centres, where there is anonymity, additional staff and services, and budget for support and staff development. The location of the social protection centre does not need to be near borders and is not critical to the success of the assessment centre, as trafficked women are referred to the centre (either from the border handovers or, in the future, from the community) and women are not able to come to the centres individually to request services.

Providing regular follow-up and monitoring is essential to ensure initial services are effectively reaching the appropriate persons. Central-level DSEP and provincial departments need to develop systems to follow-up services and care of trafficked persons. The systems should not only follow up services, but also provincial participation in the model activities and the active involvement of other authorities at the provincial, district, commune and village level in the reintegration of trafficked persons, especially in managing reintegration plans.

- **Reintegration plans**

Staff and government officials supporting the reintegration of trafficked persons should be trained so that reintegration plans are formed based on the specific needs and aspirations of the individual person being supported. Advising the same basic reintegration plan (especially tailoring, embroidery and styling) because the activities are suitable for women does not take into consideration the interests and expectations of the trafficked person or of the market and viability of the plan, which should be developed by the trafficked persons themselves and supported by counsellors who provide feedback based on their experience. If plans are not specifically tailored to the needs as determined by the person who will be implementing it, it is more likely to fail.

Financial assistance to victims of trafficking should be researched to identify effective, affordable options. The provision of USD 35–50 to very poor trafficked persons will not likely support them in generating additional income and preventing being trafficked again. Assessment centres and provincial governments should consider supporting groups (such as the self-help groups) and providing loans and grants for group initiatives.

- **Health and psychosocial support**

Dedicated training is required to address gaps in the provision of psychosocial and mental health services, which are essential for many trafficked women, and unavailable or inadequate in most provinces. Counsellors should be identified to primarily address psychosocial and mental health issues of trafficked persons.

Outreach and self-help groups should include personal risk assessments, health screening and medical services to more effectively reach trafficked persons in their communities, especially women who have

returned without the support of an assessment centre and have not considered or are reluctant to use health services.

5.4. Sustainability

Guidelines and policy supporting the implementation of the law should clearly indicate who is eligible for support, including trafficked persons who returned on their own, people from other provinces, men and internally trafficked persons, and how they can be supported. This is essential for local authorities to understand their role and responsibility in identifying trafficked victims and ensuring there is adequate budget for their support.

As funds for the financial aspects of the reintegration plans are not always adequate for all of the reintegration plans, and are considerably less without external funding, provincial DSEP and trafficked women should consider options to leverage the available funds to benefit more people. A credit scheme with revolving funds could be used, and trafficked persons could pool their funds in a joint investment. In the provinces where there are no self-help groups, DSEP, the Women's Union and other stakeholders could help facilitate the formation of groups which are well developed and positioned to explore group financial opportunities. (The initial self-help groups IOM established in Hanoi quickly identified business opportunities and started small businesses.) Despite considerable interest in the self-help groups, there is no guaranteed source of funding, and external funds need to be identified. DSEP is in the process of seeking funds to continue activities in Bac Giang and in other provinces.

Networks, such as the Reintegration Network, should be encouraged and established with the participation of NGOs (national and international), mass organizations, Government and the United Nations. DSEP, at the central level, should not only be encouraged to participate, but should convene these networks and use them to identify resources and experience to provide efficient and sustainable services.

DSEP, IOM and other stakeholders should advocate for greater financial support and cost ceilings to be included in government policies on reintegration.

6. ASSESSMENT CONCLUSION

The main objective of the assessment was to determine the extent to which services constitute a viable model for meeting the needs of victims of trafficking. The following conclusion has been arranged according to the main objective of the assessment stated in the TOR as follows:

- *Whether, and under what conditions, the two models are an appropriate approach to return and reintegration* – As described in the assessment report, the two models are both appropriate approaches for supporting trafficked women with return and reintegration support. The assessment centre model has had more time and planning to be better defined than the self-help group, but both clearly demonstrated effective and appropriate support. The assessment centres, with the referral network and counsellors, demonstrate care and support, as well as the link between return of trafficked persons and their reintegration. The models further established an enabling environment by implementing communication activities at the community level, to improve knowledge and understanding about trafficking and methods to prevent it. The activities of the models helped build capacity at all administrative levels of government and mass-organization stakeholders.
- In both models – assessment centres and self-help groups – financial support was provided according to reintegration plans developed by the trafficked persons. This support allowed the beneficiaries to start a business or have a skill they could use to get a job or earn a living. As many people are trafficked while seeking better employment and increased salary, this support could be very effective in reducing trafficking and re-trafficking. Funds from IOM permitted a level of assistance and services that would not have been possible with the current provisions allowed in government-stipulated support. Given the number of people during the assessment, the limited data on trafficking, and the short time frame of the implementation of the models, it cannot be determined if the financial support is adequate to achieve financial security of women or households to a level that prevents re-trafficking.
- The self-help groups show the potential for appropriate psychosocial support and should be further demonstrated with women who have recently returned (as a number of the women in the Bac Giang groups had been trafficked more than five years prior to joining the groups). The financial viability for self-help groups is less certain as government funding has not yet been allocated for these activities. The inclusion of self-returning trafficked persons, residents from other provinces, men and internally trafficked persons has been initiated under IOM's support, but has not been implemented under the new law or current legislation. Without that broader approach, the models will continue to be appropriate, but will lack a victim-centred focus in reaching victims of trafficking as many will be excluded.
- *Opportunities to improve and refine the models* – There continue to be a number of ways the models can be further improved and refined, which are described throughout the assessment report. The most critical element that affected quality of services and support was the active participation and leadership of provincial DSEP. In provinces where DSEP participation was strong, the services were provided through well-determined referral networks and reintegration plans were closely supported and more successful. Where provincial DSEP participated less, other stakeholders were also less involved and provided less support. In this case, more failures were seen in reintegration plans, and there was a lack of mutual understanding between trafficked persons and authorities.
- Identifying how to reach all forms of trafficking would improve the models, so that eventually nationwide support for victims of trafficking is in place. Activities implemented under the models need to be followed up closely, and capacity in trafficking, psychosocial support and data collection could be

further increased considerably. Although the models have shown to be relevant and effective, reaching a much larger number of victims of trafficking is essential.

- *Extent to which a victim-centred, rights-based approach is in place* – Victim protection is a relatively new consideration for the Vietnamese Government, which has not yet ratified the Palermo Protocols. Despite not having obligations to ensure victim-centred and rights-based approaches, the Government has implemented an NPA for five years, revised the penal code, and established a law on trafficking. The training from IOM has further supported that foundation, and the assessment observed staff ensuring rights-based programming to various degrees. Where the DSEP director and office had a strong understanding of the rights of trafficked persons, the other provincial stakeholders also had a stronger grasp of victim-centred programming.
- Confidentiality remains a concern related to victim-centred, rights-based approaches, especially as local Women's Union, police and People's Committees are informed of details about trafficked persons. Model implementation is based on victims' rights, and efforts are in place to provide a victim-centred approach. Lack of capacity at lower levels can diminish this approach and not supporting all victims of trafficking does not acknowledge their right for support. Ensuring access to all victims of trafficking will strengthen right-based approaches.
- *Extent to which services are responsive to victims' needs, including institutional gaps in the referral system* – Based on interviews with trafficked persons and their families, and observations during the assessment, the services provided are in line with victims' needs. In the assessment centre model, the referral network established by DSEP provides necessary health services and medical care, as well as referral to services required for the reintegration plans. The self-help groups did not have a strong referral network in place, but have the cooperation and coordination that provides the potential to establish the necessary system. Referral and follow-up for trafficked persons from other provinces are not in place, and the majority of trafficked women cannot access services under current policies and funding mechanisms. In both models, respondents reported the DSEP staff treated them with respect and did not judge or discriminate against them. They felt they could trust the staff, especially because of their knowledge and attitudes. They reported feeling comfortable sharing their experience without worrying about confidentiality.
- Most of the respondents felt they participated in the necessary decisions that affected their reintegration, but the reintegration plans are often developed based on general guidance from counsellors who have not been well trained in the available options or how to assess the market potential of the plans.
- *The contribution that the models make to policy development* – The models provided evidence of approaches and specific activities that work in the Vietnamese context. The DSEP directors were active in presenting this experience in national workshops and consultations, especially when the first NPA was being assessed, and the Government was developing the law on trafficking and the second phase of the NPA. This advocacy resulted in the inclusion of the approaches and activities from the models in national policy.
- The involvement of DSEP at the central level and the agency's knowledge of successful practices and challenges brought evidence from the two models to policy development. This is particularly pertinent as it is DSEP that is responsible for the initial development of laws, NPAs and policies.
- *The potential for the models to be extended to include groups of victims of trafficking not covered by the current models* – The models can be expanded nationally with current government support, especially the assessment centres. As the law is put into place and the necessary guidelines and policies are developed to further define government support, the potential for further development will be clearer. As currently stipulated, government support will not be adequate to provide financial assistance for reintegration plans.

ANNEX I: ASSESSMENT TERMS OF REFERENCE

TERMS OF REFERENCE

Evaluation of Return, Recovery and Reintegration Programme for Victims of Trafficking

1. Background

Viet Nam has recognized trafficking as a significant social concern. In recent years, the Government of Viet Nam has taken active measures to address the issue. The NPA (2004–2010) has recently concluded and another NPA (2011–2015) is currently being developed. A new law on human trafficking is currently being considered by the National Assembly. Much progress has been made, including a growing recognition that trafficking does not only encompass the cross-border trafficking of women and girls for prostitution, resulting in amendments to the criminal code in 2009. Technical support is essential to ensure the Government of Viet Nam has the resources it requires to effectively implement this legislative and policy framework.

Return, recovery and reintegration support is an essential element of victim protection. In Viet Nam, the return, recovery and reintegration system is still in its early stages. The Government and international community believe more work is necessary to make services sustainable and victim-centred. There continues to be a need for international support to develop effective practices for, inter alia, the identification, referral, case management, and quality recovery and reintegration of victims. The extent to which victims can access services is determined partly by whether they return through official channels or on their own.

In partnership with DOLISA in Lao Cai, Bac Giang and An Giang, IOM continues to pilot return, recovery and reintegration approaches with a view to incorporating these experiences into national policy and programmes. Currently, IOM is piloting two different approaches to return, recovery and reintegration services: two assessment centres, in Lao Cai and An Giang Provinces, have been running for two years, and an outreach and community-based approach with self-help groups has been operating in Bac Giang Province for more than a year. Other activities have been undertaken in conjunction with these pilots, including capacity-building around victim assistance, victim identification, case management and referral. However, there has not been a systematic assessment of program design and effectiveness.

All return, recovery and reintegration programming should provide effective and appropriate assistance and protection to victims of trafficking on a case-by-case basis in accordance with their needs and fundamental human rights. *The IOM Handbook on Direct Assistance for Victims of Trafficking* sets out international best practice in victim protection, including reintegration assistance. These reflect the international standards established in the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and the Principles and Guidelines on Human Trafficking and Human Rights by the United Nations Office of the High Commissioner for Human Rights. Key guidelines are noted in Annex 1.2. The appropriateness of the reintegration approach for new and emerging forms of trafficking in the Vietnamese context is yet to be assessed.

Building on international best practice, the Government of Viet Nam has elaborated a number of national policies setting standards for return and reintegration services. These include:

- NPA on Preventing and Combating Trafficking in Women and Children 2004–2010 (Programme 130/CP);
- Decision 17/TTg Issuing Regulation on reception and reintegration assistance for women and children returning from abroad;

- Circular 116/LB about the Guideline on policies and compensation for identification, verification, reception and reintegration assistance;
- Circular 03/LB about the Guideline on procedures of identification, verification and reception of women and children returnees; and
- Circular 05/LDTBXH about the Guideline on organization and operation of victim support units.

Other prior analytical work on return, recovery and reintegration practices in Viet Nam has been commissioned by IOM and other United Nations agencies. The current evaluation should make its considerations in light of any recommendations and findings of these reports that are still considered pertinent.

2. Purpose

This evaluation intends to inform the Vietnamese Government's protection efforts under the NPA on Counter-trafficking by assessing the programme of existing return, recovery and reintegration projects undertaken by the Government of Viet Nam in partnership with IOM.

The knowledge and recommendations resulting from the evaluation will be used to refine the existing programme but also set a strategic direction for future technical support and advocacy to provincial and central authorities, including new projects in the field of victim protection. The evaluation will record achievements, assess how challenges have been addressed, document lessons learned, highlight gaps and provide a basis for capacity-building and advocacy.

The main objective of the evaluation is to assess to the extent to which the services under the programme constitute a viable model for meeting the needs of victims of trafficking, specifically:

- Determine whether and under what conditions each of the two models is an appropriate approach to return and reintegration;
- Identify opportunities to improve and refine the models;
- Assess the extent to which a victim-centred, rights-based approach is in place;
- Assess the extent to which services provided are responsive to victims' needs;
- Assess the contribution that the programme makes to policy development;
- Assess the potential for the models to be extended to include groups of victims of trafficking not covered by the current models;
- Assess any unintended impacts.

The main target audience for the evaluation includes the following stakeholders:

- Government of Viet Nam ministries, including, but not limited to: MOLISA, DOLISA, Ministry of Public Security, the Border Guard Command, Ministry of Justice, Ministry of Finance, Ministry of Planning and Investment, Ministry of Health, the Women's Union, and People's Committees;
- Other service providers;
- IOM;
- United Nations agencies; and
- Other counter-trafficking agencies.

3. Scope

The consultant will assess the relevance, effectiveness, efficiency and sustainability of the return, recovery and reintegration activities undertaken in Lao Cai, Bac Giang and An Giang Provinces by IOM Viet Nam in partnership with the Government of Viet Nam.

A list of guiding questions that should be answered by the report is provided in Annex 1.1.

4. Roles and responsibilities

Team structure: The international consultant will work with four nationals, of which two will come from DSEP.

The international consultant will:

- Design the evaluation and draft the inception report;
- Provide technical advice during data collection;
- Analyse data and identify key findings;
- Write the draft and final reports.

The national consultants will:

- Design the evaluation and draft the inception report;
- Undertake a preparatory visit;
- Lead data collection;
- Analyse data and provide input to the identification of key findings;
- Provide input to draft and final reports.

The DSEP representatives will:

- Provide technical input throughout the evaluation process;
- Obtain the necessary approvals;
- Organize data collection and provide logistical support as necessary;
- Review report at key milestones.

The IOM project staff will:

- Develop the TOR for the evaluation;
- Select and recruit the evaluation team;
- Provide all necessary secondary data and documentation;
- Work with the evaluation team to develop quality methodology;
- Review key outputs;
- Facilitate key meetings;
- Provide timely support, feedback and guidance on substantive and operational issues where necessary.

5. Methodology

The evaluation team will develop the methodology in detail.

Key informants include, but are not limited to: victims of trafficking, officials and personnel from relevant ministries at national, provincial and other levels, service providers such as health workers and counsellors, Women's Union staff, community collaborators, members of victim's families and communities, United Nations staff, IOM staff and other counter-trafficking agency personnel.

The evaluator should include, without being limited to, the following methods:

- Evaluation framework relating evaluation issues and questions to evaluation criteria, indicators, sources of information and methods of data collection;
- Desk review of relevant documents;
- Individual interviews and FGDs;
- Case studies (to be discussed with IOM);
- Presentation/validation of preliminary findings and recommendations with key stakeholders (persons interviewed and other relevant stakeholders) to confirm facts and key findings.

Gender analysis should be mainstreamed throughout the evaluation report.

The evaluation team will conduct the assessment according to basic ethical standards and the core principles of victim protection, including, but not limited to, those provided in Annex 1.2. A detailed ethics and victim protection protocol should be developed as part of the inception report on the basis of key documents, such as:

- IOM Data Protection Principles, *IOM Data Protection Manual* (IOM);
- *IOM Handbook on Direct Assistance for Victims of Trafficking* (IOM);
- Principles and Guidelines on Human Rights and Human Trafficking (Office of the United Nations High Commissioner for Human Rights);
- Framework Document for Developing Standard Operating Procedures to Facilitate the Protection of Trafficked Persons (IOM, United Nations High Commissioner for Refugees); and
- *Guide to Ethics and Human Rights in Counter-trafficking* (UNIAP).

During project implementation, some project components have evolved and there have been changes made to the design. This may limit the possibility of assessing progress against intended results. It is expected that the evaluation team will address this issue in the inception report, for instance by formulating a set of benchmarks against which to assess project progress.

6. Expected outputs

- One inception report outlining the evaluation team's understanding of the issues under assessment, including an evaluation framework and a detailed work plan;
- A presentation with preliminary evaluation findings to be shared for validation in a stakeholder consultation meeting;
- A draft report (in English and Vietnamese) for circulation and identification of factual corrections from stakeholders and IOM;
- A final evaluation report (in English and Vietnamese).

7. Experience, qualifications

International consultant:

- At least seven years of experience in the monitoring and evaluation of anti-trafficking programmes or a similar field;
- At least five years of experience working on the return, recovery and reintegration of trafficked persons;
- Experience as team leader of complex evaluations;
- Experience with gender analysis in evaluations;
- Excellent written and spoken English and presentational capacities;
- Excellent report-writing skills;
- Demonstrated ability to deliver quality results within strict deadlines;
- Localization in Viet Nam or the region an advantage;
- Knowledge and understanding of the Vietnamese trafficking context (strongly preferred);
- Postgraduate (or equivalent) qualifications in a relevant discipline (social work will be favourably looked upon).

National consultants (2):

- At least four years of experience in the monitoring and evaluation of anti-trafficking programmes or a similar field;
- Knowledge and understanding of the Vietnamese trafficking context;
- Excellent written and spoken English and presentational capacities;
- Postgraduate (or equivalent) qualifications in a relevant discipline;
- Excellent report-writing skills;
- Demonstrated ability to deliver quality results within strict deadlines.

8. Time frame

Key activities	Time frame	Responsible
Approval of evaluation TOR	April 2011	DSEP, IOM
Selection of evaluation team	April 2011	IOM
Inception report (following desk review)	May 2011	Evaluation team
Data collection (including stakeholder interviews)* – estimated three weeks	May–June 2011	Evaluation team
Presentation/validation of preliminary findings to key stakeholders to confirm facts and key findings (consultation workshop)	July 2011	Evaluation team
Draft evaluation report	July 2011	Evaluation team
Final evaluation report	August 2011	Evaluation team

9. Application process

Interested candidates should send a curriculum vitae and a cover letter addressing the selection criteria to Nguyen Thi Cam Tu (tunguyen@iom.int) by 15 April 2011.

Annex I.I: Proposed guiding questions for evaluation

*This list of questions is intended only as a guide to the scope of the evaluation and will be finalized between the evaluation team and IOM Viet Nam.

Relevance

- Is the identification of the problems and their respective causes clear in the design of activities?
- Are activities evidence-based? During design, what processes were in place to ensure design was based on lessons learned and good practices, especially those previously identified internally?
- Do the activities respond to the needs of the target population?
- What assumptions do the projects make about the needs of trafficking victims? How accurate are these?
- Does activity design conform to international best practice in victim protection?
- Do activities take into account the particularities and specific needs of women and men in the areas of intervention?

Effectiveness

- What is the impact of the interventions on the beneficiaries' families and communities?
- Are the activities helping to make progress in achieving the intended results, including, but not limited to: improved intersectoral coordination, inter-agency cooperation, improved referral and case management, higher quality of service provision, and more enabling policy for return and reintegration services?
- What factors are contributing to progress or delay in the achievement of the results?
- Do the activities meet the expected levels of quality?
- How and to what extent are the effects of the activities differentiated by the gender, race, ethnicity or place of residence (rural versus urban) of members of the target population?
- Are the activities having any unintended results, including on groups outside the beneficiary population?

Sustainability

- Are the conditions in place for the activities to continue after the intervention has finished (financial, institutional, legal, technical and political)?
- What mechanisms are in place to ensure long-term follow-up of victims of trafficking? Are there stigma or re-trafficking issues?
- To what extent are the visions and actions of the partners consistent or divergent with regard to the activities and their place in Viet Nam's return and reintegration system?

- Are the activities contributing to the development of policy on the protection of trafficked persons, either on a local or national level?
- What are the main lessons learned from return and reintegration activities, including both good practices, and risks and challenges?
- What are the key recommendations that will enable the design and implementation of victim-centred, evidence-based and gender-sensitive return and reintegration activities?

Annex I.2: Key principles for return, recovery and reintegration

- **Do no harm.** Given the extreme risks associated with trafficking, the fragile state of many of its victims and the potential for increased trauma, the significance of this basic rule cannot be overstated. It is the ethical responsibility of every organization providing assistance to victims of trafficking to assess the potential for harm of any proposed action and, if there is any reason to believe that carrying out an interview or conducting an examination or procedure will cause the individual to be worse off than before, it should not be undertaken at that time.
- **Individualized treatment and care.** While recognizing that trafficking victims share a number of common experiences and circumstances, staff should acknowledge the individuality of victims, including individual, cultural, gender and age differences, and differing experiences of persons before, during and after being trafficked, and to the extent possible, provide personalized care and assistance. Throughout the assistance process, staff should strive to provide the most appropriate protection, assistance and support measures in view of the needs and circumstances of individual victims.
- **Continuing and comprehensive care.** The services provided should be part of a holistic approach to aiding the recovery of trafficking victims, thereby offering a comprehensive continuum of care in accordance with their physical, psychological and social condition. In order to ensure the appropriate nature and quality of the assistance offered to trafficking victims, and to ensure that as many of the victim's needs as possible are met, service delivery organizations should consider collaborating with other experienced assistance providers and establishing cooperation agreements and referral mechanisms regarding the provision of appropriate and comprehensive services to victims.
- **Informed consent.** From the initial admission of the trafficking victim to the service delivery organization programme up to the victim's full reinsertion into society, it is incumbent on service delivery organizations and their partner organizations to explain relevant actions, policies and procedures in such a way that the victim can understand them before seeking consent to any proposal or action. Assuming the victim is literate, it is recommended that at some stages in the assistance process, the victim be required to indicate her or his consent in writing. If staff cannot communicate in a language the victim understands, all necessary efforts should be made to secure the assistance of an interpreter for oral and written communication. In the case of a child victim, their guardian should be consulted on all matters and consent to any action taken.
- **Self-determination and participation.** In recognition of the right and need of victims to make their own informed choices and decisions, service delivery organization staff should encourage them to participate as much as possible in the decision-making process regarding them. Staff should strive to work together with the victims towards the restoration of their self-respect and autonomy and to strengthen their confidence to assume responsibility for themselves and regain control over their lives and their future.
- **Non-discrimination.** IOM recommends that service delivery organizations have a written policy of non-discrimination to ensure that the staff provides the best possible assistance to victims of trafficking

without discrimination on the basis of gender, sexual orientation, age, disability, colour, social class, race, religion, language, political beliefs or any other status. Service delivery organizations should also take care that partner organizations and organizations to which victims are referred observe the same obligation with regard to trafficking victims.

- Confidentiality and right to privacy. All information and communication regarding the victim must be treated with due regard for the victim's right to confidentiality and privacy. From the first meeting with the victim up to the completion of the assistance process, staff should assure the victim that all personal information regarding the person and the particular case will be kept confidential. Confidential information includes, but is not limited to: information provided by the victim, information provided by health and other service providers and information regarding the victim's legal status. Service delivery organizations should ensure that staff members handle all victim data responsibly, only collecting and sharing information related to the victim within the limits of the "need-to-know" principle and with the victim's informed consent.
- Equitable distribution of resources. Service delivery organizations should strive to distribute and provide all services, materials and resources equitably and according to the needs of the victims. Service delivery organization staff should keep in mind other services that might be available for victims and should assist victims in accessing all available resources and services, including services provided by NGOs, and intergovernmental and state organizations.

ANNEX 2: ASSESSMENT GUIDELINES

Guidelines for the Assessment of Some Reintegration Models for Victims of Trafficking and Support for MOLISA in Policy Development in Return and Reintegration of Victims of Trafficking

A. Introduction

1. Background

Viet Nam has recognized trafficking as a significant social concern. In recent years, the Government of Viet Nam has taken active measures to address the issue. The NPA (2004–2010) has recently concluded and a further plan (2011–2015) is currently being developed. In March 2011, the Vietnamese National Assembly adopted the Law on Prevention, Suppression against Human Trafficking, which will come into force in January 2012. Much progress has been made, including a growing recognition that trafficking does not only encompass the cross-border trafficking of women and girls for prostitution, resulting in amendments to the criminal code in 2009.

Return, recovery and reintegration support is an essential element of victim protection. In Viet Nam, the return, recovery and reintegration system is still in its early stages. The Government and international community believe more work is necessary to make services sustainable and victim-centred. There continues to be a need for international support to develop effective practices for, inter alia, the identification, referral, case management and quality recovery and reintegration of victims. The extent to which victims can access services is determined partly by whether they return through official channels or on their own.

The Government of Viet Nam has developed a number of national policies related to return and reintegration services. These include the following (a further list of additional relevant policies can be found in Annex 2.1):

- Law on Prevention, Suppression against Human Trafficking.
- NPA on Preventing and Combating Trafficking in Women and Children 2004–2010 (Programme 130/CP).
- Decision 17/TTg on reception and reintegration assistance for women and children returning from abroad.
- Circular 116/LB on policies and compensation for identification, verification, reception and reintegration assistance.
- Circular 03/LB on procedures of identification, verification, reception of women and children returnees.
- Circular 05/LDTBXH on the organization and operation of victim support units.

2. IOM Response

In partnership with MOLISA's DSEP, and DOLISA in Lao Cai, Bac Giang and An Giang, IOM continues to pilot recovery, return and reintegration approaches with a view to incorporating these experiences into national policy and programmes. Currently, IOM is piloting two different approaches to recovery, return and reintegration services: assessment centres (in Lao Cai and An Giang Provinces for more than two years) and an outreach and community-based approach with self-help groups (in Bac Giang Province for more than a year). Other activities have been undertaken in conjunction with these pilots, including capacity-building on assistance, victim identification, case management and referral. Despite IOM's well-established and long-term relationship with MOLISA and provincial DOLISAs, however, there has not been a systematic assessment of design and effectiveness.

Recovery, return and reintegration programming can provide effective and appropriate assistance and protection to victims of trafficking. Specific plans can be designed on a case-by-case basis in ensuring support is in accordance with trafficked persons' needs and fundamental human rights, in addition to broader support from effective government policy and multilateral arrangements. IOM, in partnership with MOLISA and provincial DOLISAs, has designed protection activities to support trafficked persons in Viet Nam, in addition to utilizing its global experience with *The IOM Handbook on Direct Assistance for Victims of Trafficking*, which establishes effective practices in victim protection, including reintegration assistance. These reflect the international standards established in the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and the Principles and Guidelines on Human Trafficking and Human Rights by the United Nations Office of the High Commissioner for Human Rights.

2. Evaluation

This evaluation intends to inform IOM, the Vietnamese Government, and other stakeholders on protection efforts under the NPA on Counter-trafficking by assessing models of existing return, recovery and reintegration projects undertaken by the Government of Viet Nam in partnership with IOM.

The evaluation will record achievements, assess how challenges have been addressed, document lessons learned, highlight gaps and provide a basis for capacity-building and advocacy. The knowledge and recommendations resulting from the evaluation can be used to refine the existing activities, and can also set a strategic direction for future technical support and advocacy to provincial and central authorities, including new projects in the field of victim protection, and national and provincial support. It is anticipated that the results of this evaluation will contribute to the future development and implementation of government policy in supporting returning trafficked victims with relevant services and assistance. Additionally, the evaluation team expects the results to be used to support IOM's programming and strategic direction in future counter-trafficking efforts in Viet Nam.

The main objective of the evaluation is to assess the extent to which services constitute a viable model for meeting the needs of victims of trafficking, specifically:

- Determine whether and under what conditions each of the two models is an appropriate approach to return and reintegration;
- Identify opportunities to improve and refine the models;
- Assess the extent to which a victim-centred, rights-based approach is in place;
- Assess the extent to which services provided are responsive to victims' needs, including institutional gaps in the referral system;
- Assess the contribution that the models make to policy development;
- Assess the potential for the models to be extended to include groups of victims of trafficking not covered by the current models;
- Assess any unintended impacts.

The main target audience for the evaluation includes the following stakeholders:

- Government of Viet Nam, including, but not limited to: MOLISA, Ministry of Public Security, the Border Guard Command, Ministry of Justice, Ministry of Finance, Ministry of Planning and Investment, Ministry of Health, the Women's Union, People's Committees, and provincial DOLISAs;
- IOM;
- Other service providers, especially those who are in the referral mechanisms of the three provinces;

- United Nations agencies;
- Other organizations supporting and implementing counter-trafficking projects and activities.

To achieve the evaluation objectives as stated in the TOR, the evaluation team will develop the methodology to obtain and analyse relevant and critical information to assess the relevance of the protection activities, especially within the context of returning victims of trafficking in Viet Nam. The evaluation will also address the effectiveness of those activities in reaching trafficked persons, and their families and communities, and the sustainability of those activities. At this preliminary stage, it is expected that several methods would be used to complete the evaluation, including the following:

- Briefing and overview;
- Document review;
- Desk and formative literature review (limited in scope and focusing mostly on programme review information supplemented with critical academic and grey literature, if relevant);
- Structured key informant interviews;
- Stakeholder interviews – in-depth interviews and FGDs;
- Exit interviews or interviews with current centre residents (if feasible);
- Participant observation;
- Observation of services and referrals.

Other organizations have employed various models in providing support and services to trafficked persons. Additionally, other prior analytical work on return, recovery and reintegration practices in Viet Nam has been commissioned by IOM and United Nations agencies. The current evaluation should make its considerations in light of any recommendations and findings of these projects and reports that are considered pertinent.

B. Evaluation design, outcome measures and logistics

Based on the terms of reference drafted by IOM, the following framework defines the parameters of the evaluation:

Relevance of protection services and activities

- Have model activities and strategies been evidence-based? During the development of the design, what processes were in place to ensure project activities and services were based on lessons learned and good practices, especially those previously identified internally?
- Did the activity design conform to international best practice in victim protection?
- Was the identification of the needs and problems, and their respective causes, clear in the development and design of activities?
- Do activities take into account the particularities and specific needs of women and men in the areas of intervention?
- Do the activities respond to the needs of the target population?
- Has the programme made assumptions about the needs of trafficking victims? How accurate have these assumptions been?

Effectiveness

- What has been the impact of the interventions on the project stakeholders?
- What has been the impact of the interventions on the project beneficiaries?
- What is the impact of the interventions on the beneficiaries' families and communities?
- Are the activities having any unintended results, including on groups outside the beneficiary population?
- Have the activities been helping to make progress in achieving the intended results, including, but not limited to: improved intersectoral coordination, inter-agency cooperation, improved referral and case management, higher quality of service provision, and more enabling policy for return and reintegration services?
- What factors have been contributing to or delaying results?
- Have the activities met the expected levels of quality?
- How and to what extent are the effects of the activities differentiated by the gender, race, ethnicity or place of residence (rural versus urban) of members of the target population?

Sustainability

- Are conditions in place for activities to continue after external funding has finished (financial, institutional, legal, technical and political)?
- What mechanisms are in place to ensure long-term follow-up of victims of trafficking? Are there cases of successful reintegration? Are there stigma or re-trafficking issues?
- To what extent are the visions and actions of the partners consistent or divergent with regard to the activities and their place in Viet Nam's return and reintegration system?
- Are the activities contributing to the development of policy on the protection of trafficked persons, either on a local or national level?
- What are the main lessons learned from return and reintegration activities, including both good practices, and risks and challenges?
- What are the key recommendations that will enable the design and implementation of victim-centred, evidence-based and gender-sensitive return and reintegration activities?

1. Location and logistics

The evaluation will be conducted in three locations where IOM has implemented protection activities and services – Lao Cai, Bac Giang and An Giang. The evaluation will use qualitative research methods to elicit detailed information from project partners, trafficked persons, community members and other project stakeholders. With an aim of understanding the environment that protection services are implemented within, the impact of the models, and the relevance, effectiveness and sustainability of activities, the qualitative evaluation intends to delve into the experience of trafficked persons as they returned to Viet Nam and went through the assessment centres and self-help groups. The evaluation will also assess the experience of the project partners in implementing the project, government officials in determining necessary policy and arrangements, and the individual and community factors that resulted in trafficking.

2. Evaluation participant selection

The evaluation will meet with government offices that have been responsible for the implementation of project activities, and other offices and organizations involved in the protection of trafficked persons. Local authorities, with support from IOM project officers, will identify beneficiaries and community-level

participants. Trafficked persons and community members will be interviewed as identified by project partners and stakeholders.

3. Stakeholders – informants and participants

To fully assess the replicability, impact, effectiveness and sustainability of the protection models, the evaluation will include persons who participate in the project and who have roles in supporting trafficked persons. The evaluation will meet and interview the following:

Project staff and partners

- IOM project staff
- Government partners (MOLISA, DSEP, Provincial DSEP and DOLISA)
- NGOs (CSAGA, SHARE, Pacific Links)

Government

- Central level
 - DSEP (and MOLISA) – Key informant
 - Ministry of Public Security
 - Women’s Union
 - Border guards
- Provincial level
 - People’s Committee – Key informant
 - DOLISA – Key informant
 - DSEP – Key informant
 - Assessment centre staff and management (social protection centre) – Key informant
 - Outreach workers, collaborators, social workers and other staff directly involved in project activities – Key informant
 - Public Security (Crime investigation and Immigration)
 - Border guards
 - Women’s Union
 - Health (referral, direct support, mental health, physical health, HIV)
 - Legal aid centre
 - Vocational training centre
- District, commune, village level
 - People’s Committee, Social affairs (at district and commune), Village leader, Health, Women’s Union, police

Prior training participants (including a selected combination of the above who attended project-organized training)

Community

- Returned, supported trafficked persons – Key informant
- Returning trafficked persons
- Family of trafficked persons
- Community members of trafficked persons
- Residential group representatives

NGOs

- International NGOs
- National, local NGOs

United Nations and Bilateral and Development Agencies

- United Nations
- Bilateral and Development

4. Ethical considerations

The team's experience with evaluation, and work with marginalized and vulnerable populations, will ensure that ethical considerations will have priority in developing and implementing the evaluation. In order that informants are not exposed to new or further stigma, or are further affected by reliving the trauma they experienced while being trafficked, the fundamental ethical principles that will be foremost through the evaluation will include:

- Respect for persons – ensuring the autonomy, and protection from exploitation, of participants;
- Beneficence and non-maleficence – minimizing psychological and social risks;
- Justice – those expected to benefit from the knowledge are the ones asked to participate; and
- Respect for communities – respecting the values and interests of the community and protecting the community from harm.

An ethical strategy will be designed and applied to ensure the voluntary participation and the psychological and physical safety of the participants, especially for persons who have been trafficked. Some measures that will be taken include the following:

- Verbal consent for participation (see Annex 2.3) will be completed by the respondents, following clarification of survey objectives and methodology, and recognition of the full right to agree or disagree to participate in any part of the process. The consent will also state the survey team's accountability in ensuring respondents' privacy and confidentiality.
- Respondents right to stop providing information, or participating in survey activities at any time, are clearly stated at the beginning of each session.
- Data collection will be conducted in private settings.
- Counselling services will be arranged if necessary.
- Contact information of the survey team and IOM responsible person will be provided, in case respondents need help during and after the fieldwork.

A complete ethical strategy will be finalized after the research methodology is complete and a comprehensive stakeholder analysis is conducted.

5. Timeline

The qualitative information collection is expected to be completed in 10 weeks as follows with the start date depending on the evaluation approval:

Activity	Week 1	Week 2	Week 3	Week 4	Week 5	Week 6	Week 7	Week 8	Week 9	Week 10
Launch day (IOM/DSEP)	X									
Development of tools	X									
Programme review – Staff	X									
Programme review – Documents	X									
Prepare/arrange interviews (with IOM)	X									
Literature review	X	X								
Revision/agreement tools		X								
Trip to Lao Cai		X								
Government/NGO interviews			X							
Trip to Bac Giang				X						
Trip to An Giang					X					
Reviewing/transcribing						X	X			
Drafting (English/Vietnamese)							X	X		
Preparation for presentation								X		
Presentation									X	
Finalize report (English/Vietnamese)										X

C. Evaluation methodology

The evaluation expects to elicit the following information in order to adequately assess impact, relevance and sustainability:

Stakeholders	Information
Beneficiaries	• Changes in their life after their return • Supporting services received (and from whom); how helpful these services were in improving their life (particularly psychosocial support, and referral and assistance for vocational training and job placement) • What services were most appreciated • How services were accessed • What challenges were faced in getting access to these services • What is the most important type of support and why • Challenges in reintegration • What could be done differently to better support them and help them overcome these challenges • Is there any service they expected but did not receive

Implementers	• What kind of services are provided • How do they perform services • Nature and procedure of services • Changes in implementation since the project started • How many beneficiaries have they reached (Among them, which cases are particularly successful (case study)) • What support is effective • What kind of support is expected • How they network with other service providers • How is referral in practice • What training was provided and how did it relate specifically to their work • What are the obstacles to implementation that affects the success of the project • What are lessons learned from the IOM models and other activities being implemented in Viet Nam • What can be replicated
Central government (Ministries, DSEP, Women's Union)	• Current services provided to trafficked persons • Related procedures and criteria for services and beneficiary selection • Results of supporting services • Assessment of IOM return and reintegration models and other return and reintegration activities of the government and other organizations • Replicability of IOM model of support • Challenges and how can they be solved
International NGOs	• Related work to support trafficked persons or provide return and reintegration services • Cooperation with IOM • Major obstacles faced during the implementation of projects • How challenges have been solved • Lessons learned from projects and recommendations
IOM staff	• Description of return and reintegration project: activities, expected outputs, outcomes • Achievements of IOM return and reintegration projects and factors contributing to these achievements • Technical support with greatest impact and best placed for advocacy • Strengths and weaknesses of two models; advantages and disadvantages • Key challenges faced during implementation • How challenges have been solved • Lessons learned from the project regarding types of services, process of services provision, partnership • Elements that can be replicated

1. Programme and literature review

A review of the models on return and reintegration will be conducted through discussions with IOM staff and review of project documents and reports. A limited review of related literature will be conducted to assess the models in light of work being implemented and reviewed by other organizations and implementing agencies.

2. Stakeholder interviews

Interviews will be conducted with government offices, mass organizations, NGOs and United Nations agencies to assess models on return and reintegration in the context and environment described by other stakeholders.

3. Participatory qualitative assessments and information collection

To ensure the evaluation obtains the necessary depth of information on the impact, relevance and sustainability of the models, the following methods will be used:

On-site visits:

- Assessment centres in Lao Cai and An Giang
- Self-help group meetings
- Shelters for trafficked women (Pacific Links in Lao Cai and An Giang)
- Referral services

In-depth interviews, FGDs and participatory exercises will be utilized to maximize the information from trafficked persons, community and family members, and relevant stakeholders such as service providers. The evaluation team will liaise with designated persons at a variety of locations in project sites to contact key informants for the evaluation.

Assessing points will likely include:

- Homes of trafficked persons
- Homes of family and community members
- Assessment centres
- Shelters
- Border guard stations

The distribution of proposed informants is given below:

Lao Cai

Informants	Number of interviews	Number of FGDs-Participatory Learning Activity (PLA) (Number of informants)
Trafficked women and men	7 (5 women, 2 men)	1 (6)
Family members	2	1 (6)
Community members	0	2 (12)
DOLISA and DSEP	2	0
People's Committee	2	0
Referral services	2	1 (5)
Other government	2	0
Assessment centre staff	3	0
Total	20	29

Bac Giang

Informants	Number of interviews	Number of FGDs-PLA (Number of informants)
Trafficked women	5	1 (6)
Family members	2	1 (6)
Community members	0	2 (12)
DOLISA and DSEP	2	0
People's Committee	2	0
Referral services	2	1 (5)
Other government	2	0
Outreach staff	3	0
Total	18	29

An Giang

Informants	Number of interviews	Number of FGDs-PLA (Number of informants)
Trafficked women and men	7 (5 women, 2 men)	1 (6)
Family members	2	1 (6)
Community members	0	2 (12)
DOLISA and DSEP	2	0
People's Committee	2	0
Referral services	2	1 (5)
Other government	2	0
Assessment centre staff	3	0
Total	20	29

Suggested questionnaires and FGD guide

1. In-depth interviews:

Persons who have been trafficked – Assessment centre

Age:

Sex:

Ethnicity:

Place of birth:

Current residential arrangement (alone, with husband or family):

Educational level:

Civil status (single, married, divorced, separated, widow):

Number and location of children:

- Before being trafficked, had you ever heard about trafficking? From what source?
- Why do you think you were trafficked?
- How did you realize you had been trafficked?
- How were you recruited?
- How did they take you to the destination?
- What type of work was promised?
- When did you first realize that you were trafficked?
- Where were you trafficked to? (If cross-border, did you cross the border willingly/knowingly? Did you cross the border before or after being trafficked?)
- Did you meet other people who had been trafficked? Where were they from?
- Were you forced to work? What kind of work?
- Were you paying off debt? (Own debt, parents' debt, debt to trafficker)
- How did you leave? Where did you go – home, to a friend or the city? Through what means? (own/organization (Women's Union, police, UNICEF))
- Did you return to the place where you lived before being trafficked? Why did you return there? Why didn't you?
- Did you feel safe when you returned?
- What helped you most during the return process?
- How is your relationship with your family?

- How did you know about the assessment centre? How did you get there?
- Did you go to the assessment centre before going home or to another location?
- What services were provided by the assessment centre?
- Did you feel the services offered supported your return and reintegration? (How could they have been more appropriate?) Were there services you expected, but were not offered?
- Did you feel respected by the staff that supported you at the centre?
- In what aspects did you need more help? (psychosocial counselling, professional course, help to find a job, financial support, medical services, legal assistance)
- What makes it difficult for you to access the services you need?
- Would you change anything about the way services are provided to other victims of trafficking?
- Are you currently working? Did the assessment centre support you in finding your work? Is your work appropriate and related to what you wanted to do?
- What are your reasons for not working? (cannot find a job, do not have the necessary skills, feeling unsafe, feeling discriminated against)
- What have been the main difficulties you have faced during this period? (Difficulties in finding a job, economic difficulties, security)
- Do you feel totally integrated into this community? Is this where you wanted to return?
- What have been the main factors that helped you during the reintegration process? (these could include family support, support from the project, referral services)
- What have been the main challenges you have faced during your return and reintegration process?
- In your current situation, do you feel safe?
- How would you say that you are doing right now?
- Do you plan to leave home again to find work?
- What will you do if approached with a well-paying job?
- Do you think you could be at risk of being trafficked again?

Persons who have been trafficked – Outreach and self-help groups

Age:

Sex:

Ethnicity:

Place of birth:

Current residential arrangements (alone, with husband or family):

Educational level:

Civil status (single, married, divorced, separated, widow):

Number and location of children:

- Before being trafficked, had you ever heard about trafficking? From what source?
- Why do you think you were trafficked?
- How did you realize you had been trafficked?
- How were you recruited?
- How did they take you to the destination?
- What type of work was promised?
- When did you first realize that you were trafficked?
- Where were you trafficked to? (If cross-border, did you cross the border willingly/knowingly? Did you cross the border before or after being trafficked?)

- Did you meet other people who had been trafficked? Where were they from?
- Were you forced to work? What kind of work?
- Were you paying off debt? (Own debt, parents' debt, debt to trafficker)
- How did you leave? Where did you go – home, to a friend or the, city? Through what means? (own/ organization (Women's Union, police, UNICEF))
- Did you return to the place where you lived before being trafficked? Why did you return there?
- Did you feel safe when you returned?
- What helped you most during the return process?
- How is your relationship with your family?
- How did you know about the support from DSEP and the self-help groups?
- What services were provided by the project?
- Did you feel the services offered supported your return and reintegration? (How could they have been more appropriate?) Were there services you expected, but were not offered?
- Did you feel respected by the outreach staff?
- In what aspects did you need more help? (psychosocial counselling, professional course, help to find a job, financial support, medical services, legal assistance)
- What makes it difficult for you to access the services you need?
- Would you change anything about the way services are provided to other victims of trafficking?
- Are you currently working? Did anyone support you in finding your work? Is your work appropriate and related to what you wanted to do?
- What are your reasons for not working? (cannot find a job, do not have the necessary skills, feeling unsafe, feeling discriminated against)
- What have been the main difficulties you have faced during this period? (Difficulties in finding a job, economic difficulties, security)
- Do you feel totally integrated into this community? Is this where you wanted to return?
- What have been the main factors that helped you during the reintegration process? (these could include family support, support from the project, referral services)
- What have been the main challenges you have faced during your return and reintegration process?
- In your current situation, do you feel safe?
- How would you say that you are doing right now?
- Do you plan to leave home again to find work?
- What will you do if approached with a well-paying job?
- Do you think you could be at risk of being trafficked again?

Families of trafficked persons (who have returned with support from the pilot activities and models)

Relationship with trafficked person:

Age:

Sex:

Educational level:

Ethnicity:

Number of children:

Education of children (level of education/school drop and reason, difficulties):

Main income source of the family (and economic difficulties):

- Which child was trafficked? Age and sex? When?
- Before your child was trafficked, did you ever know about trafficking? From what source?
- Where were they trafficked to?
- What was the reason for them to leave? Did they go to the place that you expected them to go?
- What did you think they were going to do?
- Did you know where they were or have any contact with them when they were gone?
- How has the community attitude been towards your family after they returned?
- How well are they reintegrating?
- Did they receive any assistance or support to return and reintegrate?
- Has that support been appropriate or helpful for your child?
- Are there services you feel your child should have but have not been offered or available?
- Will they look for work away from home again?
- How can you prevent your child from being trafficked again?

Community members

Age:

Sex:

Ethnicity:

- Are there women in your community who go to China/Cambodia?
- Why do they go? What do they do there?
- What do you think of women who returned from China/Cambodia?
- Have you ever heard of human trafficking?
- Do you think trafficking is a problem in this community?
- How do you think trafficking can be prevented?
- Do you feel people who have been trafficked committed a crime or social evil?
- Do you know somebody who has been trafficked?
- Do you know of anyone who has returned to your community from being trafficked, and then reintegrated?
- Do you know if any office or organization provides support to trafficked persons?
- What kind of support is needed to help trafficked persons return to their community and reintegrate?
- How do most people in your community earn their income?
- What kind of skills do you need to work in your community?

Assessment centre staff

Staff position:

Age:

Sex:

Ethnicity:

- How does the assessment centre select or allow people to access the centre's services?
- What are the key activities and processes, related to specifically to trafficked persons, undertaken by your agency?
- Do you work with people who were trafficked internally or only internationally?

- What is the number of women and girls currently in the assessment centre? How many totally have been supported? Have any men been supported in the centre?
- What age groups are the trafficked persons part of?
- What provinces are they from?
- What ethnic groups are the trafficked persons part of?
- Had any been re-trafficked? (trafficked more than once)
- Did any know of other girls/women from their community who had also been trafficked?
- What is the process that each trafficked person goes through when they enter the assessment centre?
- What are the most urgent needs of trafficked persons?
- Are these needs met? (If yes, how? If no, why not?)
- Is the length of stay in the centre appropriate?
- Does the assessment centre work or network with other organizations?
- How are trafficked persons referred to services? How are service providers chosen?
- How are trafficked persons returned? Do they have to go to their home community? What is the process? Do you help people go to a new community rather than their homes if they wish?
- What is the follow-up process for return?
- What do you see as the long-term needs of trafficked persons?
- What are some of the larger obstacles you encounter in providing services? (practical, legal, financial)
- Do you know what happens to the trafficked persons you have encountered after they leave the centre?
- What kind of data does the assessment centre gather and use?
- What is the profile of trafficked persons that you support? (gender, age group, ethnicity)
- What factors or root causes led these people to be vulnerable to trafficking? (these may include economic conditions, organized crime, sex industry, conditions leading to forced labour and forced marriage, abuse, debt bondage)
- Where do the people come from and how are they trafficked?
- Who do you think are the traffickers? How could trafficking be prevented?
- Do you have information about the circumstances surrounding their sale? For instance, who was involved (e.g. mothers, extended family or relatives, friends, etc.)? On what pretext were they sold (that is, were they told they would go work in a factory?)
- What are the attitudes of the girls/women towards the people involved in trafficking them?
- What are the specific occupations people are trafficked into? (for example: domestic workers, factory or agricultural workers, mail-order brides, sex industry, drugs)
- Would you like to add anything on how you think victims' needs could be addressed?

Provincial/local government counterparts, People's Committee and stakeholders

Department/Agency:

Position:

- What means or measures does your office/province take to prevent or address trafficking?
- How is trafficking coordinated amongst the various departments?
- Is data related to trafficking collected? How is it used and shared?
- What activities are further needed to prevent trafficking?
- What activities are needed to reintegrate returnees?
- How do provinces support trafficked persons from other provinces? How can this be financed?

- Do the various departments work or network with other departments and organizations?
- How would you approach a family with a family member who has been trafficked?
- What is the best way to approach a trafficked person?
- Does everybody have equal opportunities to go to school in the community?
- What sorts of training are available?
- What kind of training do you wish to have in the community?
- What are the main limitations in the community to get a proper job?
- Can you provide us an overview of the trafficking situation in your community? (number, key hot area, major group of victims, reason, consequence)
- What activities do authorities/mass organizations offer to help trafficked returnees reintegrate into community life? (legal/administrative, educational, economic)
- What are the difficulties/advantages in dealing with trafficking?

NGOs/United Nations organizations

- What factors or root causes led these people to be vulnerable to trafficking? (these may include economic conditions, organized crime, sex industry, conditions leading to forced labour and forced marriage, abuse, debt bondage)
- Do you have information about the circumstances surrounding the trafficking? Who was involved? (for example, parents, extended family or relatives, friends, recruiters)?
- Who are the traffickers?
- Where do the people come from and how are they trafficked?
- What are the specific occupations people are trafficked into? (for example, domestic workers, factory or agricultural workers, mail-order brides, sex industry, drugs)
- Would you like to add anything on how you think victims' needs could be addressed?
- Do you have a specific mandate or funding to deal with victims of trafficking?
- Does your organization have a definition of trafficking used as selection criteria for services or for policy development?
- Does your organization work with people who were trafficked internally or only internationally?
- How did your organization first start to work with trafficked persons, or determine that work on trafficking was needed?
- What is your organization's programme response to trafficking?
- What are the key activities, related to specifically to trafficked persons, undertaken by your agency?
- Where do you work in the area of trafficking?
- What partners do you work with in counter trafficking?
- Can you describe the trends or proportions related to trafficking? Any changes in variables such as age, ethnicity, sex, purpose of trafficking?
- What are the most urgent needs of trafficked persons?
- Are these needs being met (by the organization, Government or others)? If yes, how? If no, why not?
- What do you see as the long-term needs of victims of trafficking?
- Which obstacles do you encounter in providing services to the victims? (practical, legal, financial)
- Do you know what happens to the trafficked persons you have encountered after they stop availing of your service?
- What kind of data does your agency gather and use?
- What is the profile of trafficked persons that you support? (gender, age group, ethnicity)

2. FGD guide

The proposed informants for FGDs are: trafficked persons, families/friends of trafficked persons, people who work with trafficked persons, government/mass organizations and community members.

The number of focus groups: 15 (this number is to be advised)

The group size is approximately six people who, as far as they can be recruited, are similar in age, sex, educational attainment and socio-economic background.

Possible questions include:

- Have you heard of trafficking?
- What do you think trafficking means?
- Why are people trafficked?
- Why are some people trafficked and others not?
- Do you know somebody who has been trafficked?
- Are there many people in your community who go to cities or abroad?
- Why do they go?
- What do you think about women who come back from China/Cambodia?
- Do you know their situation abroad/in cities?
- What are the greatest health problems that persons who have been trafficked face?
- What offices, mass organizations or other organizations provide services to people who were trafficked?
- What services should be provided to support people who were trafficked?
- What kind of skills would trafficked persons need for work?

Annex 2.1: Vietnamese legal frameworks policies related to human trafficking

• National legal framework

In March 2011, the Vietnamese National Assembly adopted the Law on Prevention, Suppression against Human Trafficking, which will come into force on 1 January 2012.

Other laws that may be relevant to trafficking include:

- Civil Code
- Civil Procedure Code
- Criminal Procedure Code
- Viet Nam Constitution
- Intra-ministerial circular 03/2008/TTLC-MPS-MOD-MOFA-MOLISA – Guidelines on Process and Procedures of Identification and Reception of Trafficked Women and Children from Abroad
- Decision 17/2007/QĐ-TT Hanoi, 29 January 2007 – Decision on Promulgation of Regulations on Reception and Reintegration Support of Trafficked Women and Children Returned Home from Abroad
- Law on Mutual Legal Assistance (2007)
- Decree 07/2007/NĐ-CP of 12 January 2007 providing guidelines on the implementation of a number of articles of the Law on Legal Aid
- Law on Child Protection, Care and Education (2004)

- Ordinance on Prostitution Prevention and Combat (2003)
- Labour Code (2002)
- Decree 69/2006/ND-CP – Amending and supplementing a number of articles of Decree 68/2002/ND-CP dated July 10, 2002 detailing the implementation of a number of articles of the Marriage and Family Law
- Joint Circular 01/2001/TTLT-BTP-BCA-TANDTC-VKSNDTC of 25 September 2001 guiding the application of the provisions in chapter XV “Crimes of infringing upon the marriage and family regimes” of the 1999 Penal Code

• **Regional and bilateral legal framework**

Viet Nam is party (25 October 2005) to the Treaty on Mutual Legal Assistance in Criminal Matters among like-minded ASEAN Member Countries (2004), a regional treaty that is relevant to trafficking in persons.

Viet Nam is also party to bilateral treaties with the following countries:

- China – extradition and mutual legal assistance
- Republic of Korea – extradition and mutual legal assistance
- Lao People’s Democratic Republic – mutual legal assistance (includes provisions related to extradition)
- Mongolia – mutual legal assistance

• **International legal framework**

Viet Nam is party to the following international treaties that are relevant to trafficking in persons:

- Convention on the Rights of the Child
- Optional protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography
- Convention on the Elimination of All Forms of Discrimination Against Women
- International Covenant on Civil and Political Rights
- International Covenant on Economic, Social and Cultural Rights
- Convention against Corruption
- International Labour Organization Convention concerning Forced or Compulsory Labour (ILO 29)
- International Labour Organization Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour (ILO 182)
- United Nations Convention against Transnational Organized Crime

• **Relevant policy, agreements and guidelines**

Domestic policies

- NPA against the Crime of Trafficking in Children and Women during 2004–2010 (Attachment to the Decision 130/2004/QĐ-TTg dated 14 July 2004 of the Prime Minister)

- Bilateral Memorandums of Understanding / Agreements
 - Cambodia – Cooperation Agreement on Standard Operating Procedures for the Identification and Repatriation of Trafficked Victims (2009)
 - Cambodia – Cooperation against Viet Nam–Cambodia Cross-Border Human Trafficking, Especially Trafficking in Women and Children(2007)
 - Cambodia – Bilateral Cooperation for Eliminating Trafficking in Women and Children and Assisting Victims of Trafficking (2005)
 - China – on strengthening cooperation for preventing and combating human trafficking (2010)
 - China – on strengthening border protection (2004)
 - China – on responding to criminal activity in border areas (2006)
 - Indonesia – on cooperation in preventing and combating crimes (2005)
 - Lao People’s Democratic Republic – Agreement on Cooperation in Preventing and Combating Trafficking in Persons and Protection of Victims of Trafficking (2010)
 - Thailand – Bilateral Cooperation for Eliminating Trafficking in Persons, Especially Women and Children, and Assisting Victims of Trafficking (2008)
- Regional Memorandums of Understanding
 - Viet Nam has signed a multilateral Memorandum of Understanding with: Cambodia, China, Lao People’s Democratic Republic, Myanmar and Thailand – on Cooperation against Trafficking in Persons in the Greater Mekong Subregion (October 2004), as part of the Coordinated Mekong Ministerial Initiative against Trafficking

Annex 2.2: Report Outline

Report outline

A preliminary report format is as follows:

Summary

1. Introduction and context

- General background to situation
- Roles of the primary implementing partner organizations
- Timing of evaluation within the overall implementation time frame
- How the evaluation results will be used and by whom

2. Model background and rationale

- Programmatic history
- Background to specific issues addressed in the model activities and why funding was sought
- Models’ location
- Partners and stakeholders

3. The pilot model design

- Overall goal
- Specific objectives of the initiative
- Proposed activities

4. Description of models

- Beneficiaries
- Services and activities
- Roles of partners and providers of services and activities
- Involvement of other organizations and sector-specific offices and institutions
- Community involvement
- Costs of the program
- Overview of activities and key outputs delivered

5. Methodology and constraints

- Evaluation methods
- Participants and informants
- Methods of analysis
- Strengths and weaknesses of methodology

6. Evaluation results

- Findings
- Conclusions

7. Recommendations

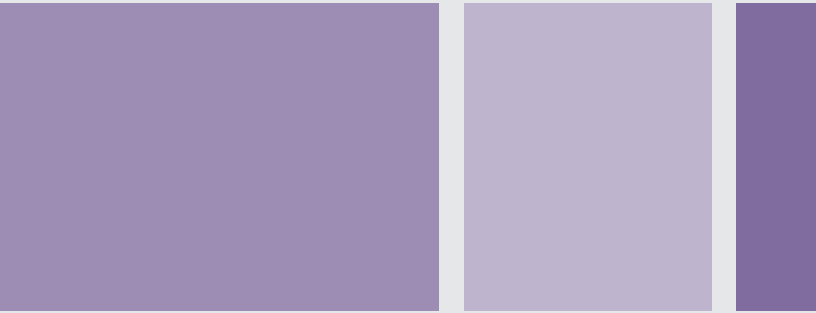
Annex 2.3: Verbal consent agreement

Verbal consent

Introduction: “My name is [name of assessment team member]. We are interviewing people here in [name of city, region or site] in order to find information on the issue of trafficking and services provided to trafficked persons.

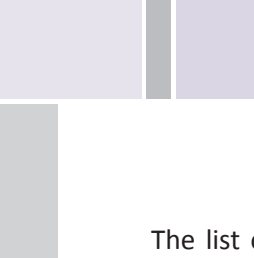
I am going to ask you some very personal questions that some people find difficult to answer. Your answers are completely confidential. Your name will not be written on this form, and will never be used in connection with any of the information you tell me. You do not have to answer any questions that you do not want to answer, and you may end this interview at any time you want. However, your honest answers to these questions will help us better understand the types and quality of services being provided to trafficked persons and how to improve them. We would greatly appreciate your help in discussing the issue and services. Would you be willing to participate?”

Signature of interviewer certifying that informed consent has been given verbally by respondent.



ANNEX 3: LIST OF PARTICIPANTS OF THE ASSESSMENT

Name	Status	Province
Mr. Bui Trung Dung	Border guard	An Giang
Mr. Phan Ngoc Minh	Director of Legal Aid Department	An Giang
Mr. Nguyen Van Thong	DSEP	An Giang
Mr. Phan Trung Nghia	DSEP	An Giang
Ms. Tran Thi Ngoc Trang	Women's Union	An Giang
Mr. Nguyen Ton Bac	Health Department	An Giang
Mr. Tran Thi Ha	Public Security	An Giang
Ms. Nguyen Van Nguyen	DSEP Deputy Director	An Giang
Ms. Ho Truong Ngoc Sang	Director of the Assessment Centre	An Giang
Ms. Trung Thi Chet	Women's Union (Long Binh town, An Phu district)	An Giang
Bui Thanh Tam	Counsellor of the Assessment Centre	An Giang
Nguyen Van Huu	DSEP Director	Bac Giang
Nguyen Thi Kim Lien	DSEP Deputy Director	Bac Giang
Vu Thi An	Women's Union	Bac Giang
Do Trong Nghia	Social Evil Prevention Department of provincial police	Bac Giang
Mr. Le Duc Ben	Justice Department	Bac Giang
Ms. Nguyen Thi Thu Phuong	Health Department	Bac Giang
Mr. Nguyen Tien Hung	DSEP	Bac Giang
Vu Thi Tam	DSEP	Bac Giang
Nguyen Trong Ba	Programme 130 Standing Committee	Bac Giang
Nguyen Thi Hien	Legal Aid	–
Mr. Nguyen Tuong Long	Director of DSEP	Lao Cai
Mr. Vu Van Vinh	Director of the Assessment Centre and Social Protection Centre	Lao Cai
Mr. Pham Van Nam	Public Security	Lao Cai
Ms. Thao Thi Hoa	Women's Union	Lao Cai
Ms. Thuy	Women's Union	Lao Cai
Mr. Tong Chinh Phuc	Border guard	Lao Cai
Mr. Nguyen Hai Son	Health Department	Lao Cai
Ms. Lien	Finance Department	Lao Cai
Ms. Thuy	Compassion House	Lao Cai
Ms. Van	108 Hospital	Lao Cai
Ms. Vu Tuyet Nhung	DSEP	Lao Cai
Ms. Trinh Thi Mui	Social protection centre	Lao Cai
Ms. Vu Thi Thu Ha	Finance Department	Lao Cai
Ms. Nguyen Xuan Linh	DSEP	Lao Cai
Government and NGOs		
Le Thi Ha	Deputy Director of DSEP	Hanoi
Nguyen Van Thanh	DSEP	Hanoi
Vo Thi Hong Ha	Programme 130 (Ministry of Public Security)	Hanoi
Agnes Lam	Hagar	Hanoi
Nguyen Ngoc Anh	UNIAP	Hanoi
Nguyen Thi Thao	Pacific Links	An Giang



The list of respondents and informants (trafficked persons and families) has been summarized in section 3.4 to protect confidentiality. Twenty-eight trafficked persons of various ethnicities, and their families were interviewed. The average age of respondents was 26 years old, with the range between 15 and 50. Most respondents were between 16 and 25 years old, but several from Bac Giang were between 48 and 50.

ANNEX 4: CAPACITY-BUILDING AND TRAINING ACTIVITIES

Assessment centres

- Case management
- Counselling skills
- Database management
- Family and group counselling
- Human and victim rights
- Life skills
- Psychosocial support
- Stigma reduction
- Trafficking
- Victim identification
- Victim-friendly services

Self-help groups

- Animal husbandry
- Case management
- Communication skills
- Database management
- Life skills
- Outreach skills
- Psychosocial support
- Rights-based support
- Self-help group management
- Stigma reduction
- Trafficking
- Victim identification
- Victim-friendly services

Study tour

- Study tour to Thailand shelters, government agencies, and NGOs
- Study visit to Can Tho and An Giang (for Bac Giang)

National workshops

- Referral mechanisms of return and reintegration support
- Review of the NPA
- Sex and human trafficking in the Mekong delta

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