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ASSESSMENT OF COUNTERING TRAFFICKING IN PERSONS ACTIVITIES IN VIETNAM

Situational Analysis Report

October 2021

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Situational Analysis Report

USAID Learns

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ACRONYMS

AAT	Alliance Anti-Traffic
ACTIP	ASEAN Convention Against Trafficking in Persons, Especially Women and Children
ASEAN	Association of Southeast Asian Nations
ASEAN-ACT	Australian Government funded ASEAN–Australia Counter Trafficking
COMMIT	Coordinated Mekong Ministerial Initiative against Human Trafficking
COVID-19	Coronavirus Disease of 2019
CREST	Corporate Responsibility in Eliminating Slavery and Trafficking
CSAGA	Center for Studies and Applied Science in Gender-Family-Women and Adolescents
CTIP	Counter Trafficking in Persons
CTN	Counter Trafficking Network
DSVP	Department of Social Vices Prevention and Combat
FIRST	Fair International Recruitment Against Slavery and Trafficking
GVN	Government of Vietnam
ILO	International Labour Organization
IOM	International Organization for Migration
JICA	Japan International Cooperation Agency
KAP	Knowledge, Attitudes, and Practices
Law on Trafficking	Law on the Prevention of and Combat against Human Trafficking
MIC	Ministry of Information and Communications
MOFA	Ministry of Foreign Affairs
MOLISA	Ministry of Labour, War Invalids, and Social Affairs
MPS	Ministry of Public Security
NGO	Non-Governmental Organization
NPA	National Plan of Action
Palermo Protocol	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children
TIP	Trafficking in Persons
TMSV	Tackling Modern Slavery in Vietnam
UN	United Nations
UNICEF	United Nations Children’s Fund
UNODC	United Nations Office on Drugs and Crime
USAID	United States Agency for International Development
USD	U.S. Dollar

EXECUTIVE SUMMARY

BACKGROUND

Trafficking in persons is a significant issue in Vietnam. Men, women, and children are trafficked domestically and internationally for a variety of reasons, including sexual exploitation, forced and exploitative labor, fraudulent and forced marriage, debt bondage, involuntary servitude, and slavery. The Vietnamese Ministry of Public Security has determined that over 3,000 people were trafficked from 2012 to 2017, with the majority of cases involving women and children in cross-border trafficking to China and Cambodia. Numbers of trafficking cases are underestimated, as the identification process primarily includes official transfers at border crossings, and there is little incentive to report trafficking or accuse traffickers. The Government of Vietnam has acted to address these issues, including enacting a law on trafficking and four National Plans of Action (NPA), but continues to meet substantial challenges with victim identification, prosecution, government coordination at the central and provincial levels, and victim assistance programs and services. As a result, the United States Department of State Office to Monitor and Combat Trafficking in Persons downgraded Vietnam from Tier 2 to the Tier 2 Watch List for three consecutive years (2019-2021) in their annual Trafficking in Persons (TIP) Report.

PURPOSE AND METHODS

Due to the current situation in Vietnam, the United States Agency for International Development (USAID) Mission in Vietnam is exploring the potential to fund countering trafficking programming by conducting a rapid analysis of the trafficking landscape. The purpose of this assessment has been to inform the design of new USAID counter trafficking in persons (CTIP) programming through a rapid assessment examining the situation and landscape for trafficking activity in Vietnam.

The assessment has been conducted in two phases: formative research (including a desk review and key-informant interviews) and the development of USAID design recommendations. Information and data collected through the desk review and interviews will be based on the following guiding questions as listed in the terms of reference:

1. Provide a brief overview of the current trends of trafficking in persons in Vietnam. This should note the main types of trafficking, victim profile and general awareness of the issue.
2. What are the main initiatives being delivered to combat TIP in Vietnam?
3. Where are the key gaps in programming at present, and why do they persist?
4. In light of the situational analysis, where could USAID have the greatest impact on TIP, though both existing and new programming?

Overview of Current Trends of Trafficking in Persons in Vietnam

The overview of the trafficking situation developed from the desk review and interviews is largely based on reports from government sources and organizations working with government partners. The key findings on the situation of trafficking, victim profiles, and awareness include the following:

- From 2010 to 2019, there were approximately 7,000 victims of trafficking reported, but over the past five years the number of reported cases has dropped significantly.
- Over 90 percent of victims who are identified are women and children, and the majority are from rural areas and remote areas, who were trafficked to China for marriage, surrogacy, or into the sex industry.

- The terms of trafficking and modern slavery, and some of the related risks, may be well known, but many people do not consider those risks when making decisions related to seeking employment in other countries.
- The impact of climate change and COVID-19 have not been well documented or reported, but the vulnerability to trafficking due to COVID-19 may have increased dramatically due to high levels of unemployment.

Main Initiatives to Combat TIP in Vietnam

The desk review and interviews verified that the primary initiative to combat TIP is the government response. The program environment and main initiatives in Vietnam are structured around the law on trafficking and relevant legislation, and the National Plan of Action is the basis for the national response to trafficking. The National Plan of Action is the strategic plan to incorporate trafficking into the government's structure and national programs, and most initiatives are implemented in collaboration with international and civil-society partners. The National Plan of Action addresses prevention, protection, and prosecution as follows:

- **Prevention:** The Ministry of Information and Communications and the Women's Union provide information to the general public, and targeted groups of rural women, on trafficking risks, laws, and services for victims.
- **Protection:** The Ministry of Public Security is responsible for the victim-identification process and the Ministry of Labour, War Invalids, and Social Affairs leads victim assistance and support.
- **Prosecution:** The Ministry of Public Security is responsible for prosecution with the support of the Ministry of Justice, the Supreme People's Procuracy, and the Supreme People's Court.

The government response is supported by international donors, the UN, and international and national NGOs in a variety of program areas, largely capacity building and technical assistance in victim-support services.

Key Gaps in CTIP Programming

Many of the identified gaps were related to the government's identification mechanism, and the services and activities provided for identified victims. Many of these gaps persist due to the policies related to identification that affect government and non-governmental initiatives, and which have not been fully adapted to international conventions. Some of the key gaps in the government response and initiatives include the following:

- The government has not demonstrated strong commitment in countering trafficking as they use the same approach, and include the same populations and provinces, since the first NPA in 2004.
- The response is not victim-centered and the emphasis on law enforcement and criminal justice has resulted in victim support not being based on victim needs.
- Cooperation in the national response has not been strong and well-coordinated and there is no national or referral database on victim identification or services for national use.
- Financial and human resources have not been adequate.

Related to the specific approaches of prevention, protection, and prosecution, some of the findings and conclusions were as follows:

- **Prevention**
 - Prevention is based on informing large populations and raising awareness and not on changing behavior, skills, and decision making and is not based on data.

- Protection
 - Victim identification generally does not include forced labor or internal trafficking, or men, children, people who return on their own, or foreigners.
 - Focus on priority provinces limits identification and services to victims, as do requirements on residency and being classified as poor.
 - Human capacity is limited at all levels, which affects the provision of services.
 - Initiatives of the UN and NGOs are limited in scope and address the same issues and populations as the government response meaning the needs of many victims are not met, including victims of forced labor and internal trafficking, as well as men, LGBTQ, and disabled victims.
- Prosecution
 - Inconsistent definitions in the law, criminal code, and other legislation impede prosecutions.

RECOMMENDATIONS FOR USAID PROGRAMMING

Based on the conclusions, the assessment team presents the following overarching recommendations to support future counter-trafficking programming:

- Programs and projects should be based on data, and documented evidence designed for advocacy and national expansion, so that commitment and sustainability can be incorporated into the design.
- All provinces, even those not considered as high-prevalence or priority provinces, should be supported to have an active trafficking committee, preparedness plan, and referral network to ensure support.

Prevention

- Support and implementation of prevention approaches and activities should be based on knowledge, attitudes, practices, and behavior of potential victims and migrants and families and communities, and should be designed to reduce risk through behavior change using participatory approaches and digital technology.

Protection

- Support and implementation of reintegration and victim assistance activities should be based on the needs of all victims (including self-returns, internal, and others) identified through community screening, comprehensive data collection, and active input from victims.
- Community-based authorities and staff (DOLISA, health, education, Women's Union, Youth Union) should be supported to have an active role in detecting victims of trafficking and supporting them in the victim identification and assistance process and activities such as screening and home visits should be included.
- National policy and program development should be influenced by evidence and effective practices demonstrated at the provincial level.

Considering the expected funding envelope of USD 1 million and the gaps and challenges raised in analysis, the assessment team also presents three primary program options, with a fourth additional suggestion to be considered in addition to any of the three main possibilities:

Evidence-based provincial model for national expansion: To strengthen the national human-trafficking knowledge-base and response by providing a demonstration model based on evidence and effective methods. The provincial model would demonstrate the importance of identifying all forms of trafficking rather than only specific types or acts, and recognizing the need for coordination, referral, and effective services that are designed to reach all victims. The project will gain evidence on various

forms of trafficking, such as internal trafficking, trafficking related to forced and exploitative labor, foreign victims, men, and children, and identify relevant services and capacity-building methods. By collecting data and experience, and developing appropriate program and policy responses, the province model will provide evidence in national dialogue. The project will strengthen structures and build provincial capacity on provincial implementation of laws and agreements, as well as community and frontline skills and methods to support victims.

Sector Approach: Establish a model project in a specific province with a targeted sector that covers a full range of activities, from job-seeking behavior, recruitment and job placement, workplace capacity and awareness, screening, detection, rescue, identification, database maintenance, and reintegration support. Sectors considered most vulnerable, such as fishery, construction, and hospitality.

Strengthening the national knowledge base and providing evidence for programming through a national knowledge, attitudes, and practices study: Conduct a national knowledge, attitudes, and practices study to support policy development and the national response with relevant and appropriate projects that more-accurately target specific audiences and behaviors for prevention, effectively provides community-based activities, and supports advocacy using data that represents the scope and nature of trafficking.

The recommendations for programming options include one additional activity that to complement any of the above options as follows:

Delivering a coordinated response through coordination, cooperation, and networking - Support to the Counter Trafficking Network: Improve coordinated efforts and achieve specific outcomes that will lead to focused advocacy and policy development through supporting discussions and joint activities of the Counter Trafficking Network and its subgroups.

BACKGROUND

Trafficking in persons is a significant issue in Vietnam. Men, women, and children are trafficked domestically and internationally for a variety of reasons, including sexual exploitation, forced and exploitative labor, fraudulent and forced marriage, and domestic slavery. The Vietnamese Ministry of Public Security (MPS) has determined that over 3,000 people were trafficked from 2012 to 2017, with the majority of cases involving women and children in cross-border trafficking to China, Cambodia, and Laos (Nguyen Binh, 2019).

The numbers of trafficking cases are underestimated, as the identification process primarily includes official transfers at border crossings, and there is little incentive to report trafficking or arrest traffickers, as the stigma towards trafficked persons is considerable and the support is limited. With approximately 700 - 1,000 people per year formally identified as trafficked, all 63 provinces and cities of Vietnam have identified cases (Hynes, 2018b). In the past four years, these numbers have also dropped considerably, with less than 400 victims identified each year. As the data underestimates the cases of women and children and does not include internal trafficking or men, it is recognized that thousands of Vietnamese may be trafficked both within and outside the country's borders every year.

Challenges in collecting and managing data and reporting, means the scale of the problem is difficult to establish, but inequality and discrimination have left many people vulnerable to traffickers and exploitation from criminal networks, money lenders, smugglers, and employers. The 2021 Trafficking in Persons (TIP) report identifies various challenges, such as inadequate victim screening, identification and assistance procedures being ineffective; a lack of interagency coordination; poor knowledge of legislation and victim protection roles and responsibilities among provincial officials; labor-recruitment firms and unlicensed brokers overcharging applicants; workers and families incurring high debts and heightened risk for forced labor and coercion; and inadequate investigations, prosecutions, or convictions including officials complicit in trafficking.

The Government of Vietnam has acted to address these issues, including enacting a law on trafficking and four National Plans of Action (NPA)¹, but continues to face substantial challenges with victim identification, prosecution, government coordination at the central and provincial levels, and victim assistance programs and services. As a result, the United States Department of State's Office to Monitor and Combat Trafficking in Persons downgraded Vietnam from Tier 2 to the Tier 2 Watch List for three consecutive years (2019-2021) in their annual TIP report.

Purpose

Due to the current situation in Vietnam, the United States Agency for International Development (USAID) Mission in Vietnam is exploring the potential to fund countering trafficking in persons (CTIP) programming by conducting a rapid analysis of the trafficking landscape. This situational analysis has been developed to provide a clearer understanding of the situation and the program environment for future support and activities. The assessment was conducted in two phases: formative research (including a desk review and key-informant interviews,) and the development of USAID design recommendations. The goal and purpose of the situational analysis are as follows:

Goal: To ensure USAID support is well-targeted, informed by evidence, and likely to reinforce rather than duplicate efforts in future CTIP programming.

Purpose: To inform the design of new USAID CTIP programming through a rapid analysis examining the situation and landscape of human trafficking activity in Vietnam.

This situational analysis examined the government response, and initiatives of UN agencies, NGOs, and embassies in the context of prevention, protection, and prosecution, with an emphasis on protection and prevention.

¹ Each NPA has had a five-year timeline starting in 2004 and running consecutively until the current 2021-2025 NPA.

METHODOLOGY

The framework of this situational analysis used the 3Ps approach, where the 3Ps are prevention, protection, and prosecution, and the approach is based on the Palermo Protocols* of the United Nations Convention against Transnational Organized Crime. The 3Ps are also used in the U.S. Trafficking Victims Protection Act (TVPA) and are the basis for the structure of the annual State Department TIP reports.

The scope of the situational analysis is to collect information, data, and experience on the trafficking in persons situation and programming related to the 3Ps approach, as well as the additional considerations of policy and partnership. The situational analysis includes two primary phases - Formative Research and Support for USAID Programming Design. The 'Formative Research' phase includes a desk review and semi-structured interviews with key informants. Information and data collected through the desk review and interviews, and the analysis for the support for programming design, will be based on the following guiding questions:

Situation Analysis

1. Provide a brief overview of the current trends of trafficking in persons in Vietnam. This should note the main types of trafficking, victim profile and general awareness of the issue. This should also briefly explore the following sub-questions:
 - a. How have trends and dynamics in TIP been impacted by COVID-19? How might this evolve as Vietnam re-opens?
 - b. What are the links between TIP and climate change in Vietnam?
2. What are the main initiatives being delivered to combat TIP in Vietnam? Detail the focus, funding sources, and performance of efforts being delivered by:
 - a. Government of Vietnam
 - b. Local and international organizations
 - c. Other actors, including the private sector.
3. Where are the key gaps in programming at present, and why do they persist?

Support for USAID Programming Design

4. In light of the situational analysis, where could USAID have the greatest impact on TIP, though both existing and new programming?
 - a. What could be delivered with a new funding envelope of approximately \$1 million per year over the next five years?
 - b. What could be delivered with further additional resources?

DESK REVIEW

In June 2021, the assessment team reviewed 49 reports, documents, and articles covering the current CTIP situation in Vietnam and relevant responses by government and other stakeholders. The first section titled 'Situation and Context' responds directly to the guiding questions on current trends of trafficking in persons in Vietnam and includes climate change and COVID-19 considerations. The second section – 'Program Environment and Main Initiatives' – corresponds to the guiding question 'main initiatives being delivered to combat TIP in Vietnam.' The report was submitted in July 2021 and is included in the first section of this analysis.

* The Palermo Protocol refers to the 2003 Protocol to Prevent, Suppress and Punish Trafficking in persons, Especially Women and Children' that supplements the United Nations Convention Against Transnational Organized Crime.

KEY INFORMANT INTERVIEWS

The situational analysis included key-informant interviews using semi-structured interview guidelines to gain further information and details from government, NGOs, the private sector, embassies, and donors. The interviews were conducted from 14 July to 24 September and included input from 51 participants from seven government ministries, offices, and provinces, two offices of a parastatal, mass organization* (totaling 13 primary respondents), seven UN agencies (12 respondents), six international NGOs (14 respondents), two national NGOs (three respondents), three embassies (six respondents) and one chamber of commerce (one respondent). In addition to the interviews one NGO, one chamber of commerce, one mass organization, and one province responded by email. For some organizations, more than one respondent joined the online interview. In these group interviews, the same semi-structured interview guide was used, and respondents answered questions independently. Section 3, which describes the findings derived from key-informant interviews, follows the same structure as the desk review in responding to the guiding questions.

LIMITATIONS

The desk review component of the situational analysis was based on available reports, studies, and internet searches. The documents provided general experience and data from reports of government ministries and departments, organizations, and journal articles. Due to the funding environment, counter trafficking activities of the government and NGOs are often incorporated into broader programs and other activities, and specific counter-trafficking budgets are not demarcated.

For the key-informant interviews, the analysis used purposive sampling, intentionally selecting respondents with specific and relevant experience on prevention and protection. It was anticipated that using purposive sampling would include selection, respondent, and information bias, but multiple sources of data were used based on semi-structured interview guides, and results were validated by the findings of the desk review.

With the exception of one government interview, none of the interviews were able to be conducted in-person due to COVID-19 restrictions. This likely affected the interview dynamics, but the online interviews were conducted without any noticeable difficulties.

The situational analysis expected to include the private sector's involvement in countering human trafficking. During the review of documents, however, reference to private-sector activities was limited, and during interviews some respondents reported they could not disclose the activities of private companies. While some activities of companies are included in the desk review, they do not represent the larger involvement of the private sector.

Although climate change was included in all of the interviews, the impact of climate change on human trafficking was not addressed in any of the interviews and none of organizations reported on strategies or activities related to climate change.

* Mass organizations are socio-political organizations established under the Communist Party that have the purpose of informing and mobilizing specific groups. Some of the mass organizations include the Farmers Union, the Youth Union, and the Women's Union.

DESK REVIEW

The desk review component of the situational analysis reviewed reports, documents, and articles related to the human trafficking situation and relevant responses by government and other stakeholders, to assess the situation and the various initiatives responding to the situation.

I. SITUATION AND CONTEXT

The ‘situation and context’ section of the desk review responds to the first guiding question of the situational analysis, which states “Provide a brief overview of the current trends of trafficking in persons in Vietnam. This should note the main types of trafficking in persons, victim profiles, and general awareness of the issue.” This section reflects the documents identified in the desk review, which are primarily reports from government and programs on the human trafficking situation and assessments of responses.

I.1. APPROACHES TO COUNTER TRAFFICKING

Human trafficking is the act of recruiting, harboring, transporting, providing, or obtaining a person for the purpose of exploitation through the use of force, fraud, coercion, or abuse of power and vulnerability. According to US State Department, “Human trafficking is a crime involving the exploitation of an individual for the purposes of compelled labor or a commercial sex act through the use of force, fraud, or coercion. The term “human trafficking” may suggest movement, however no movement is required. It is a crime that can be committed against an individual who has never left his or her hometown. Individuals may be considered trafficking victims regardless of whether they were born into a state of servitude, were transported to the exploitative situation, previously consented to work for a trafficker, or participated in a crime as a direct result of being subjected to human trafficking. Trafficking victims include women, men, and transgender individuals; adults and children; citizens and noncitizens alike (U.S. Department of State, 2017).

Obtaining and using reliable data and information on trafficking is difficult as laws and definitions are not consistent, the covert nature of the crime restricts access to victims, and discrimination and stigma prevents reporting. Despite the lack of accurate data, it is recognized that human trafficking is the fastest-growing global criminal industry and equals, or exceeds, the scope of the illegal arms industry (Office of the United States Attorneys, 2016). According to the United Nations (UN), over 40 million people are currently considered living in modern slavery (ILO, 2017).

As stated in a study on trafficking for sex, labor, and domestic servitude, “different forms of trafficking are routinely conflated in research, policy, and interventions. Most of the attention to date has been on sex trafficking of women and girls, leaving male victims and other trafficking types comparatively overlooked.” (Cockbain, 2019). Trafficking for labor exploitation, however, is increasingly recognized as a major component of global trafficking and has been steadily increasing. Trafficking for labor has occurred within official migration programs, but is also often closely associated with human smuggling networks as people seek higher incomes. ‘Inequalities within and between countries, immigration policies, and growing demand for cheap, disenfranchised labor, accompanied by factors of vulnerability such as poverty, violence and discrimination, contribute considerably to trafficking.’ (OHCHR, 2014).

COMPREHENSIVE RESPONSES – INTERNATIONAL CONVENTIONS AND AGREEMENTS

Trafficking is exploitation and enslavement and affects people globally of all ages, sexes, and nationalities. It breaks international and national laws because it is a crime that has a devastating impact on individuals, who often suffer physically and emotionally, affects national and local economies, and disrupts social structures. As the complex nature of human trafficking requires comprehensive, global approaches, the United Nations adopted the ‘Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children’ (Palermo Protocol) in the year

2000, supplementing the United Nations Convention against Transnational Organized Crime which includes a standard definition of trafficking.* The Protocol has the following three purposes:

- To prevent and combat trafficking in persons, paying particular attention to women and children.
- To protect and assist the victims of such trafficking, with full respect for their human rights.
- To promote cooperation among State Parties in order to meet those objectives (UN, 2000).

The Palermo Protocol is positioned within the criminal-law framework of the Convention Against Transnational Organized Crime, and reinforces the law-enforcement aspects of countering trafficking in persons. A rights-based approach endorsing victim-centered legislation, protection and prevention policies is based on Article 4 of the Universal Declaration of Human Rights where it is stated that “No one shall be held in slavery or servitude; slavery and the slave trade shall be prohibited in all their forms.” (UN, 1948). In a national program or strategy, a victim-centered approach is one where prosecution and protection have equal importance, and is based on the needs of victims. The approach places the collective and individual needs of victims at the forefront of policy and services and addresses all aspects of victim needs such as gender, age, ethnicity, nationality, disability, and legal status, as well as health, education, and financial considerations. The Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime, of which Vietnam is a member, states that a victim-centered approach ‘focuses equally on identifying and protecting victims of trafficking, as well as investigating and prosecuting the crime with attention on victims’ rights and needs, to deliver more tailored and compassionate assistance to victims’ (Bali Process Regional Support Office, 2017).

VICTIM-CENTERED APPROACHES AND THE 3PS

A victim-centered approach is a ‘systematic focus on the needs and concerns of a victim to ensure the compassionate and sensitive delivery of services in a nonjudgmental manner, where the victim's wishes, safety, and well-being take priority in all matters and procedures. The victim-centered approach plays a critical role in supporting victims' rights, dignity, autonomy, and self-determination, regardless of whether they chose to report or cooperate with law enforcement’ (U.S. Department of Justice, n.d).

Originating from the Palermo Protocol, an approach to human trafficking referred to as the 3Ps – based on the prosecution, protection, and prevention aspects of counter trafficking – is increasingly being used by governments and organizations and has become the basis for many laws and legislation, national policies, programs, and projects. The 3Ps are characterized as the following:

- Prevention - Reducing vulnerability through information and communications to increase awareness and by reducing the key factors that cause vulnerability to trafficking, such as a lack of viable livelihoods, recruitment fees, and other cause of migration.
- Prosecution – Investigating and pursuing traffickers, and the people who benefit and profit from human trafficking, and demanding stringent law enforcement to ensure justice for victims of trafficking.
- Protection - Supporting victims of trafficking during rescue, identification, and return, to when they are reintegrated with their family and community or another appropriate location, by keeping them safe from threats, violence, and abuse and providing basic needs like shelter, food, legal aid, and medical and psychosocial care. Further reintegration support and prevention of re-trafficking, may include education, vocational training, loans, and credit.

* The definition of trafficking according to the Trafficking Protocol is “‘Trafficking in persons’ means 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 shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.” (UN, 2000)

Balancing legislation and law enforcement with protection based on the needs of victims, ensures the 3Ps provide for a victim-centered approach. Prosecution and protection address legal and social support for people identified as victims, and prevention addresses the numerous factors of vulnerability and behavior that influence the decision-making process that can lead to trafficking. Partnership is often added as an additional ‘P’, due to the importance of coordination and cooperation between law-enforcement and protection services within countries and internationally, and the numerous multi-sectoral partnerships between private sector, media, civil society and other stakeholders.

In 2015, the Association of Southeast Asian Nations (ASEAN) adopted the ASEAN Convention Against Trafficking in Persons, Especially Women and Children (ACTIP,) which is a legal-binding convention signed by all of the countries of ASEAN. The convention promotes a victim-centered approach based on the 3Ps by ‘placing the needs and priorities of victims at the forefront of any response,’ and includes articles (such as articles 11, 14, and 16) that emphasize delivering compassionate and sensitive victim protection in a non-judgmental manner; recognizing victims are not a single homogeneous group or category of people; and supporting informed individual choices by victims as key drivers of protection and accountability initiatives (ASEAN, 2015).

1.2. TRAFFICKING SITUATION IN VIETNAM

During ten years of official human trafficking data (from 2010 to the end of 2019,) there were approximately 7,000 victims of trafficking reported (TIP reports 2010-2019. UK Home Office, 2019). In the period of the third National Plan of Action (NPA) (2016-2020), there were 2,863 victims of trafficking identified, which represents a 40 percent decrease in reported cases compared to previous NPA periods (MPS, 2020a). During the same period, approximately 2,000 identified victims were referred to MOLISA for victim support (MPS, 2020a). According to MOLISA, over 90 percent of these victims are women and children, the majority are from ethnic minority groups (over 80 percent) from rural areas and remote areas, and 98 percent has been trafficked to China. (MOLISA 2019)

INCOMPLETE REPRESENTATION OF THE TRAFFICKING SITUATION

Victims of internal trafficking are rarely identified, and trafficking related to migration and labor are generally not included in reports on victim identification and support, particularly involving men and boys. For example, Vietnamese comprise a large percentage of people identified as victims of trafficking in the UK’s national trafficking database for trafficking and modern slavery (Hynes, 2018b). Over 60 percent of these victims are men using irregular migration channels to find work in the UK. The UK’s Independent Anti-Slavery Commission, emphasized ‘overlaps exist between migration flows and modern slavery’ (Silverstone, 2017). Despite that these migration routes also cross numerous European countries where Vietnamese victims are identified, none are reported in official Vietnamese trafficking data, even after they return.

The government recognizes that the crime of human trafficking is ‘difficult to detect, prevent and combat’, as it is a complex environment with traffickers regularly changing methods through different provinces and transnational activities. In a review of national legislation on victim protection, it was reported that trafficking through job and marriage brokering was the most common form of recruitment, and traffickers often used social networks like Facebook, Viber, and Zalo, as well as friends and social contacts. (Luu. 2020). The Ministry of Public Security (MPS) has determined that traffickers in Vietnam largely use deceit and fraud to target people with difficult economic situations or looking for better living conditions (MPS, 2020a). The situation is complicated by cases of trafficking that initially start voluntarily, but the person is later trafficked in another country. The recognition and acknowledgement of these cases being trafficking is confounded by the initial consent of the migrant to leave the country, and that they often involve abuse of power and vulnerability, which are not clearly defined in the law. One method that traffickers often use is exploiting debt, or fabricated debt, and abusing the vulnerability of victims. Debts and threats are used as a means to coerce migrants into trafficking situations, as most migrants and their families

incur large debts (often over USD 30,000) to be smuggled, especially to countries in Europe (Tan, 2017).

Trafficking reports are not detailed or disaggregated, and the number of trafficking cases, and suspects identified, have decreased in each of the last five years of reported data (Figure 2). Two forms of trafficking that are recognized in Vietnamese laws and legislation, but have not yet been included in national reports, are internal trafficking and foreigners being trafficked into the country. Additionally, there are no official data or services specifically related to disability, despite that in some settings disabled persons are often affected by trafficking (U.S. Department of State, 2016).

REPORTING ON CHILDREN AND OTHER FORMS OF TRAFFICKING

One journal article stated that approximately 90 percent of the number of trafficking cases includes people aged 16 and older (Tran, 2020). Reports based on interviews with the Vietnamese government officials, indicate that very few children are identified (UK Home Office, 2019). According to a 2019 study, almost six percent of children in Vietnam have experienced conditions considered to be child trafficking but many of these children are not identified as victims of trafficking due to definitions under Vietnam's law (Apland, 2019). Specifically, Vietnam's laws and policies for 'child trafficking' is applicable to children under the age of 16, while in international conventions the age of majority is 18. There is inconsistency and ambiguity between Vietnam and international regulations in defining actions that establish child trafficking crimes (Apland, 2019). Additionally, many children are trafficked internally and are not recognized in the identification process. The distribution of internally-trafficked victims is spread across the country, but children in rural areas are more vulnerable (Apland, 2019). While boys and girls are equally at-risk children, youth living in poverty with low educational background are the most vulnerable to child trafficking. The majority were recruited while in search of better income and opportunities, and often experienced violence or exploitation of some form. Authorities in neighboring countries generally detect adult women victims as they are working in the sex industry or in factories that are inspected. In those settings, children are less likely to be identified as victims and if they are, those in the 16-18 year-old age group are not considered children according to Vietnamese law. While support services for trafficked children are available by law, they are often not accessible to those in need, due to the identification process and capacity of services. "A considerable majority of children and young people who are victims of trafficking never access support services: less than 1 in 10 (9.5%) respondents with indicators of child trafficking in the household survey reported that they had received some form of support." (Apland, 2019).

Other forms of trafficking that have been reported by implementing agencies that are not included in reports include adoption and the sale of infants, arranged surrogacy, and the organ trade (MPS, 2020a).

CLIMATE CHANGE AND COVID-19

Two issues, raised in the guiding questions of the situational analysis include climate change and COVID-19. The guiding questions state to explore the following sub-questions:

- a. How have trends and dynamics in TIP been impacted by COVID-19? How might this evolve as Vietnam re-opens?
- b. What are the links between TIP and climate change in Vietnam?

These two issues can influence the vulnerability to trafficking, but neither of these are prominent in the literature and reports from Vietnam. Some initial considerations include the following:

Impact of COVID-19 on trafficking and changing longer-term trafficking dynamics

The COVID-19 pandemic has impacted global economies and human lives in an unprecedented manner and control measures have affected criminal activities worldwide, including human trafficking and irregular migration. While travel restrictions and tightened border controls have disrupted established trafficking patterns, they have also created dynamics that make high-risk populations

more vulnerable and can become targets for money lenders and at greater risk of debt-bondage when seeking alternate income sources (McAdam, 2020. UNODC, n.d.). Economic difficulties involve sectors associated with human trafficking, such as garments, agriculture and farming, manufacturing, and domestic work, and the fishing sector may be particularly affected as tightened restrictions prevent vessels from docking at ports, trapping workers at sea in forced working environments. People trafficked into the fishing industry are often men, and it is estimated that within the ASEAN region 150,000 people are being forced to continue working on commercial vessels (McAdam, 2020).

During the pandemic, Vietnam has experienced the highest unemployment rate in ten years, especially affecting unskilled laborers, female workers, and people working in the informal sector. (Nguyen, 2020). MPS has speculated that the economic difficulties resulting from the pandemic will likely lead to an increase in vulnerability to trafficking and irregular migration (National Central Bureau, 2020). Victims already in confinement may be further isolated during restrictions of movement, which reduces their access to information and services, and their living and working conditions may have worsened (UNODC, n.d.). Organizations involved in supporting victims of trafficking from China have reported increased numbers of women trying to return, but this may be a result of Chinese authorities checking residency more stringently than any change in trafficking patterns (CTN, 2020).

Climate change and trafficking

According to a global climate-change study, Vietnam is one of nine countries where at least 50 million people will be exposed to impacts of rising sea levels, increasing numbers of storms, and other related risks (IPCC, 2019). Vietnam is affected by tropical storms and coastal erosion, floods, flashfloods, and landslides, and slow-onset processes related to climate change include sea-level rises, coastal erosion, increasing temperature, salinization, droughts, and loss of biodiversity. A review of experience and reports in Vietnam and the region by the International Organization for Migration (IOM) indicates that these processes can drive outmigration to major cities, as a coping strategy (Dang, 2016. IOM, 2017). The migration of populations away from their rural home environments and traditional livelihoods into urban industrial centers, is associated with increased vulnerability to trafficking (IOM, 2016). Traffickers have increased opportunities to approach potential victims at all stages of migration, especially at initial stages when contemplating migration or at destinations and moving to cities without sufficient education, skills, and savings, places migrants at greater risk of forced labor and sexual exploitation (IOM, 2017). While the southern Mekong River Delta is considered the most vulnerable to climate change, the northern Red River Delta is also being impacted. Climate change heightens the risk of natural hazards, which pose a threat to livelihoods and job security, food security, and development (IOM, 2017). According to reports from three Mekong-Delta provinces on the 2016-2020 NPA implementation, economic difficulties constitute the most prominent reasons leading to human trafficking and women are trafficked to neighboring countries for forced labor, sexual exploitation, and illegal marriage (Reports to MPS from An Giang, Can Tho, and Tay Ninh provinces in 2020).

2. PROGRAM ENVIRONMENT AND MAIN INITIATIVES

The program environment and main initiatives in Vietnam are structured around the law on trafficking and relevant legislation, and the NPA is the basis for the national response to trafficking. The primary implementors are the government ministries and mass organizations involved in the NPA, and are supported by international donors and NGOs, and national NGOs and civil society, often with capacity building and technical assistance. The NPA is the strategic plan to incorporate trafficking into the government's structure and national programs, and most initiatives are implemented in collaboration with international and civil society partners. An initial inventory of projects is included in Annex II.

2.1. GOVERNMENT RESPONSE

The national government efforts to address human trafficking have included legislation and policies such as the criminal code, and the 2015 revision of the criminal code (with 2017 amendments) that include strengthened definitions, the 2011 Law on the Prevention of and Combat against Human Trafficking (Law on Trafficking), and various laws, legislation, and regulations have been enacted to further specify criminalization and victim protection and support. The four National Plans of Action provide for a multi-sectoral, multi-agency approach related to criminal justice, identification, prevention, and return and reintegration services. The fourth, and current, NPA for 2021-2025 was approved in February 2021.

NATIONAL PLAN OF ACTION

The NPAs have been implemented by MPS (lead of the NPA and responsible for law enforcement and criminal justice,) the Ministry of Labour, War Invalids, and Social Affairs (MOLISA) (responsible for protection), and the Ministry of Information and Communications (MIC) (responsible for communications). The Border Guards, Supreme People's Procuracy, and Women's Union have had lead and support roles of sub-components within the NPA. The Border Guards have largely the same detection, identification, and investigation role as MPS within the border areas, the Procuracy is responsible for prosecuting traffickers, and the Women's Union provides prevention and support role in communities, primarily in the northern mountainous region as well as operating two shelters for women victims of trafficking. Other ministries, such as health and education, have been included in the NPA for additional support, but do not have any assigned roles or responsibilities, and do not actively participate in NPA planning or meetings.

The NPA is supported by the law of trafficking and the criminal code, and various government and ministerial decrees and includes the following five objectives:

- Enhance awareness of responsibility and capacity of individuals, families, and entire society with the aim of preventing and coping with human trafficking risks.
- Reinforce detection, inspection, prosecution, and bringing to justice any human trafficking crime.
- Receive, verify, rescue, protect, and support victims in a timely and safe manner.
- Complete legislation and effectively implement policies and laws on human trafficking prevention and fighting.
- Reinforce cooperation and implementation of international commitments to human trafficking prevention and fighting (Office of the Prime Minister, 2015).

The various ministries and sectors assigned roles and responsibilities by the Prime Minister issue their own plans and annual implementation programs and activities based on the objectives and targets of the NPA. Provinces incorporate the NPA into their government policies, through their own programs and plans and integrated through a trafficking steering committee for implementation (MPS, 2020a).

The structure of the NPA approved in February 2021 was changed to follow a newer format of the government, but much of the substance remained the same as the previous NPAs, with the exception of adding a national trafficking database led by MPS and the addition of several ministries, such as the Ministry of Agriculture and Rural Development (MARD,) for addressing trafficking in the fishing industry and relevant forced labor, and the Ministry of Health for guidance and technical support. The approach, achievements, and gaps of the government response can be identified by reviewing the NPA implementation that ended in 2020. These specific approaches and activities of the government, related gaps and weaknesses, and recent amendments and revisions in the current NPA will be raised in more detail under the specific approaches section.

ASSESSMENT OF THE NPA

In preparation for the new NPA, the 2016-2020 NPA was assessed by MPS in June 2020 by collecting reports from the various government ministries, mass organizations, and provinces involved in the implementation of the plan, and through a summary workshop to present and discuss achievements and challenges. The ministries and organizations that participated in the review included the Ministries of Public Security, Defence, Information and Communications, Justice, and Labour, Invalids and Social Affairs, and the Women's Union, Supreme People's Court, and Supreme People's Procuracy. Ten provinces, that have been identified by the government as priorities for trafficking and NPA activities were identified in earlier NPAs and more recently because of donor support, and include Bac Giang, Ha Giang, Lai Chau, Lang Son, Lao Cai, and Quang Ninh in the north, Nghe An in the central region, and An Giang, Can Tho, and Tay Ninh in the south.

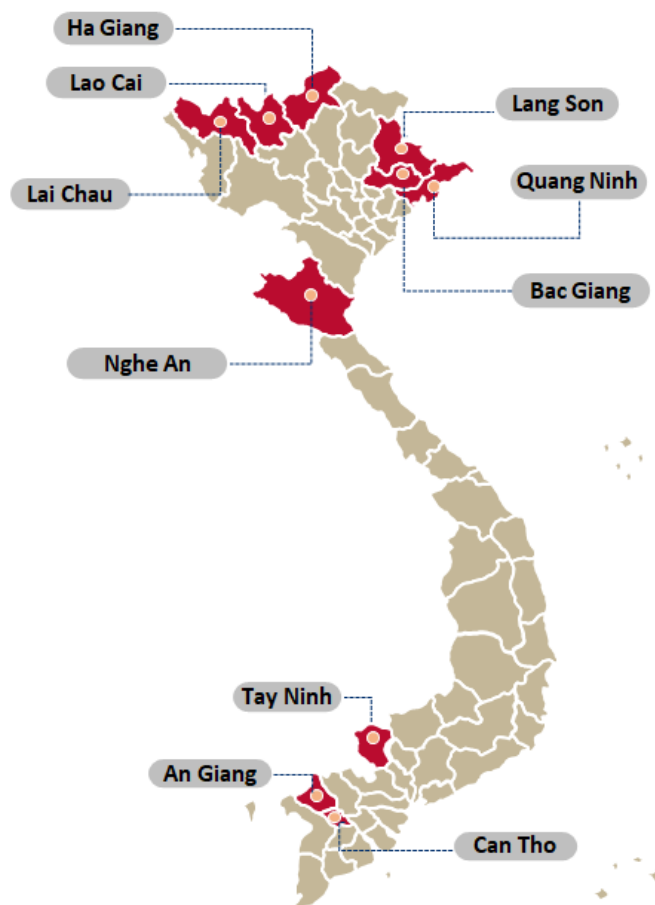


Figure 1. Map of Vietnam highlighting the ten priority provinces

The overall achievements of the government included the following:

- Providing information nationwide on trafficking methods and laws.
- Implementing laws and policies to prosecute traffickers and prevent trafficking through law enforcement.
- Protecting and providing services to identified victims of trafficking.
- Supporting international laws and instruments and collaborating with the international community (MPS, 2020a).

A summary of challenges collated by MPS in the assessment were the following:

- The 2016-2020 NPA included targets that were assigned to different ministries and provinces were not practical and were difficult to quantify and assess.
- Some provinces and government officials do not see counter trafficking efforts as part of their responsibility, and they have not delivered on their assigned roles and responsibilities. Some provinces do not consider human trafficking an issue and many have not established a countertrafficking committee.
- Cooperation between ministries, departments, agencies, and mass organizations, as well as with other organizations, has not been strong and well-coordinated.
- Financial and human resources have not been adequate. The capacity of service providers and staff is limited, which affects services. In provinces without a specialized countertrafficking committee to plan and prepare funding estimates, allocations were not sufficient for counter-trafficking activities (MPS, 2020a).

General challenges of the response as recognized by the government

- Cooperation has not been strong and well-coordinated.
- Targets and indicators have not been realistic and were difficult to measure.
- Counter trafficking has not been a priority by some authorities, and some provinces do not have a counter trafficking committee.
- Resources have not been adequate.

The specific achievements and challenges of the government response according to each of the 3Ps are as follows:

2.1.1. PROTECTION - LED BY MPS (ALONG WITH THE VICTIM IDENTIFICATION COMPONENT) AND WITH MOLISA RESPONSIBLE FOR SUPPORTING VICTIMS

Protection is the process of identifying victims effectively, having provisions for relevant legal support, and a variety of services for return and reintegration. The countries of ASEAN committed to “protect and assist victims of trafficking in persons, with full respect for their human rights” in ACTIP (ASEAN, 2015). According to the U.S. Department of State, ‘effective victim protection entails identifying victims, providing referrals for a comprehensive array of services, directly providing or funding NGOs to provide those services, and supporting these individuals as they rebuild their lives.’ (U.S. Department of State, n.d.). In a victim-centered approach, identification and services are based on the needs of victims.

The government’s objective addressing protection has been to ‘receive, verify, rescue, protect, and support victims in a timely and safe manner’ led by MPS and supported by MOLISA. The targets of the objective include verification and identification of victims, providing protection support and initiating community integration support models. As the police and border guards are responsible for victim identification, many victims are officially returned from authorities in China and Cambodia or are detected in the area around the border. Support is provided to identified victims according to legislation, with services such as immediate care and shelter (including physical health and counselling support), transportation costs to the home province, vocational training, and loans.

Victim Identification

Victim identification is necessary to both the law enforcement aspects of investigation and prosecution and in ensuring the needs of victims are being met, especially when supporting their return and reintegration. According to the Department of State ‘proactive identification efforts and training for first responders are critically important to a government’s ability to combat human trafficking. Identifying victims is a critical first step in ensuring their ability to receive the support and

resources, and after identification, governments should make the rights and needs of victims a priority to ensure that protection efforts restore dignity and provide an opportunity for a safe and productive life.’ (U.S. Department of State, n.d.).

During the 2016-2019 period, 2,588* victims were received, rescued, and identified by MPS and the Border Guards, and 1,907 eligible victims were provided interim financial and legal support in accordance according to applicable laws (MPS, 2020a. MOLISA, 2020). The government issued Decree No. 62/2012/ND-CP dated 13 August 2012 on victim identification to be used to identify victims, and also uses the regional identification criteria developed through the Coordinated Mekong Ministerial Initiative Against Human Trafficking (COMMIT) process. According to the government, identification is difficult because the situation is complicated and the tactics of traffickers are becoming more sophisticated, especially as organized crime and gangs have become more involved and work with foreign groups (MPS, 2020a). As raised in the annual State Department TIP Reports, the numbers of identified victims have steadily dropped each year of the last NPA as shown in Figure 2 below.

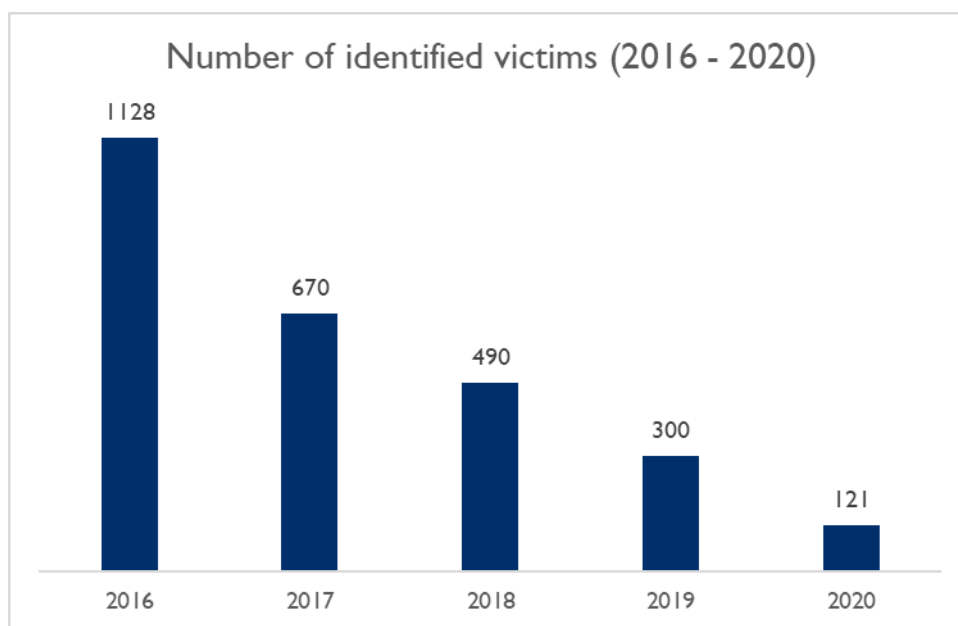


Figure 2. Number of identified victims (2016-2020) (U.S. Department of State. 2017-2021)

To support the victim identification process, the government has conducted training courses and information-sharing events to build capacity for officers in charge of victim reception, verification, identification and return, and developed guidelines and identification tools for provinces and cities collecting data on victims of trafficking and relevant groups (MPS, 2020a).

Identification limitations

Most countries have difficulty with accurate identification, as victims are afraid, stigma and shame affect the victims and their families, and there is a lack of incentive to report. One of the challenges with victim identification in Vietnam is that the identification process primarily includes women at the borders, which results in a large number of trafficked persons who returned on their own not being identified as victims. The identification of victims based on bilateral border arrangements has resulted in the majority of trafficked persons being mostly women in the 15-30 year-old age range, trafficked into marriage or the sex industry, and generally does not include labor-related trafficking, men, internal trafficking, or other forms of trafficking (Luu. 2020).

* The number of victims identified differs in various reports and include 2,588, 2,814, and 2,863 victims. These may differ due to different reporting cycles during the year or on updates at the time reported.

According to a review of trafficking legislation, ‘the government adopted common victim identification criteria as part of COMMIT and maintained its own formal procedure for victim identification, but did not proactively or widely employ either mechanism among vulnerable groups such as women arrested for prostitution, migrant workers returning from abroad, and child laborers.’ (Liberty Asia, 2018).

A study in 2017 raised that 15 percent of trafficking victims in Vietnam were officially identified by the government, while 25 percent were rescued (in neighboring countries), and 60 percent were self-returned (Le. 2017). While the law has a provision for self-reporting trafficking after returning, it is complicated and there is little incentive to report due to stigma, lack of adequate support, inadequate justice or compensation, and complicated investigation and procedures. There are various forms of stigma related to perceived immoral behavior or failure, and stigma towards the victim, and its effect on the status and position of the family, are factors in not reporting the crime. In one study, the most common reason victims did not report to the police was shame or embarrassment, and considering the honor of their family (Nguyen Oanh, 2019).

Men in the identification process

As seen from MOLISA reports on trafficking in 2019, in the six years of implementing Decree No. 09/2013/ND-CP (Decree 09) on victim support, almost 98 percent of victims received and supported were female and mostly on the border with China (Luu. 2020). According to a report from a UK government discussion with MOLISA, “before 2011, there were five male victims in Lao Cai Province who were trafficked (to China) and forced to work in brickyards. Since 2011 to now, no male victims have been recorded, only boys who return with their trafficked mothers.” (UK Home Office, 2019). The 2021 TIP Report stated that disaggregated data were made available for the first time, and that of the 121 victims identified in 2020, 112 were female and nine were male. Additionally, 32 of the 121 victims were children (U.S. Department of State, 2021).

Similarly, persons who were trafficked while outside the country often include men, but are not recognized as being trafficked, even if they were officially identified in the destination or transit countries where they were trafficked.

Trafficking and migration

The means and acts which comprise the trafficking definition in the law and criminal code are not the same as the definition from the Palermo Protocol, and labor-related trafficking is often difficult to identify as the definitions are not consistent. Because of debt and family involvement, traffickers often use abuse of power and vulnerability during the migration process, but these are not detailed in the Vietnamese law (Kneebone. 2012). The law also does not include ‘nullifying’ consent at any time during the trafficking journey, which leads to officials not identifying human trafficking related to smuggling and migration.

Vietnamese labor-related trafficking cases were first reported in several countries in the region related to organized labor-migration programs and ‘fraudulent promises from Vietnamese labor-export agencies’ (Belanger. 2014). Since then, Vietnamese have been increasingly identified in Europe and the Middle East related to both migration schemes and smuggling. ‘Trafficking has been confused with labor migration, especially in cases where the labor programs are legal and encouraged by the Vietnamese government, and not all victims of trafficking are clearly forced, deceived, or coerced.’ (Nguyen Oanh. 2019). Countries throughout Europe, however, are reporting Vietnamese using irregular channels rather than official or organized labor programs. Migrants using smuggling routes have also ended up being trafficked, and in countries like the UK, for example, these migrants have been included in their National Referral Mechanism database on trafficking. As these victims of trafficking left the country voluntarily, local authorities do not consider them as trafficked and they are not included as victims in reporting or for support. For example, two provinces reporting on the 2016-2020 situation and activities did not mention labor trafficking, despite being source provinces for victims of trafficking identified in the UK.

Identification of internal trafficking and foreigners

Another aspect of victim identification that has been raised by provincial government implementors, but has not been included in reporting, is internal trafficking. The law recognizes that people can be trafficked without movement or crossing borders, but internal trafficking is not included in national reports. One study stated ‘the Vietnamese government has underestimated domestic trafficking, such as children and men trafficked for labor exploitation and women into sex work and domestic work. Some forms of domestic trafficking are not recognized, as there is a misunderstanding regarding the relationship between internal trafficking and sex work.’ (Nguyen Oanh, 2019).

Foreign victims are included in the law, but the NPA does not have specific procedures or activities on victim identification of foreigners. The official reports on victim identification do not include foreigners, and it is acknowledged that Vietnam continues to be primarily a source of trafficking rather than a destination country, but border guards and MOLISA staff raise difficulties supporting foreigners trafficked to and through Vietnam due to procedures and language.

Return and Reintegration

‘Effective victim protection includes providing referrals for a comprehensive array of services, providing appropriate services, and supporting survivors as they rebuild their lives. Adequate victim protection requires effective partnerships between law enforcement and service providers not only immediately after identification, but also throughout a victim’s participation in criminal justice or civil proceedings’ (U.S. Department of State, n.d.). According to the U.S. Department of State, “after identification, governments should prioritize the rights and needs of victims to ensure that protection efforts are provided in ways that treat victims with dignity and provide them each the opportunity to return to a life of their choosing.” (U.S. Department of State, n.d.).

In the law and the various acts of legislation on victim support, the process and support for the return of a Vietnamese victim is defined and is led by MOLISA in the NPA. Upon being certified as a victim of trafficking, the person is eligible for support and services such as immediate essential needs, shelter, meals, clothing, toiletries, medical care, transportation to the home province, legal aid, and an initial financial allowance for support. Additional services may include vocational training and access to loans. During the 2016-2020 period, all victims identified and referred to MOLISA received some level of return and reintegration support (MPS, 2020a).

Reintegration achievements

According to MOLISA, reintegration support was provided to 1,907 victims of trafficking during 2016-2020, which included the provision of an initial allowance, transportation home, vocational training, job placement, health care, legal aid, and low-interest loans. Self-help groups, shelters, and activities in border communities were implemented, as well as a National Hotline which provides information on migration and human trafficking, and provides online support and counselling to victims and families hotline model of support and counselling (MPS, 2020a). Officers of MOLISA and other relevant ministries and sectors, participated in capacity-building and training activities to strengthen knowledge and skills on victim support, especially understanding psychological trauma. Workshops and conferences were also organized to review, evaluate, and summarize the implementation of Decree 09 on victim support. An assessment to develop and use a handbook on referral and reintegration support was conducted and piloted (MOLISA, 2020).

The technical infrastructure, database software, and staff capacity of the National Hotline for Child Protection were improved and expanded for the hotline’s network in 63 provinces and municipalities and strengthening effective provision of counselling and support services to victims (MPS, 2020a). The national hotline incorporated trafficking after being piloted in two provinces.

Reintegration challenges

The government raises challenges on return and reintegration support, such as the complicated criminal nature of trafficking making victim identification difficult, the majority of victims return to

difficult situations and have been affected by trauma, and many fear discrimination. Some do not cooperate with authorities, causing difficulties providing counselling, vocational guidance, and training (MPS, 2020a). MOLISA further raises that support services are not timely or sustainable with the inadequate number of staff. Services and support to victims are still inadequate, with only a small number of trafficked victims receiving initial hardship allowances because they must be classified as poor and even cases with difficult family circumstances, but not classified as poor, do not receive support (MOLISA, 2020).

Challenges in return and reintegration have been observed at all levels of the trafficking response that range from the definitions of trafficking, the identification process, victims not qualified or able to access services, the selection of priority provinces, the capacity of staff and services providers, and the relevance, type and scope of services. In a report reviewing Decree 09, MOLISA's decree related to protection services, both victims and government officials highlighted that the return and reintegration support did not fully meet victim needs and included the following difficulties:

- Procedures were complicated, and victims were not eligible (not classified as poor).
- Inadequate coordination between authorities.
- Initial financial support was inadequate (essential needs, travel support, medical support, financial allocation).
- Facilities providing victim support, such as shelters or specific services, were not available.
- Knowledge about victims and families was poor and services do not consider victims' specific situations.
- Lack of officers and staff with knowledge and capacity, especially in providing services like psychological counselling (Luu, 2020).

Return and reintegration support is available to identified victims of trafficking, but according to the law they must be officially recognized by a border authority or law enforcement official, or People's Committee if detected in the community, and for most victims it can be difficult to obtain official certification (Apland, 2019). Accessing services is also complicated as some victims are not aware of the services that are available, and the provision of services are based on having a 'victim identification certificate' and for most services, the victim must also be classified as poor.

Most victims are first received at borders, but their homes are in other provinces. In these cases, protection support starts at a MOLISA Social Welfare Centre near the border to initiate the identification process and access any immediate care, and arrange the return home. The three provinces that received the most victims are Lao Cai, Ha Giang, and Quang Ninh, which are in the northern region bordering China, but the majority come from other provinces. For example, over 95 percent of the victims identified in Quang Ninh province were from other provinces and approximately 60 percent of victims received in Lao Cai were returned to provinces throughout the country (Luu, 2020). The priority provinces where victims are identified are not the provinces they return to, and the reintegration services that are provided to them at their home will depend on the planning and budget of the province for counter trafficking support.

Support services at the reception and return stage include the following:

- Shelter – The law in Vietnam states that shelter should be provided for safety or to meet essential needs. With the exception of one shelter in Hanoi operated by the Women's Union, a Women's Union center in Can Tho which largely addresses violence, and some small-scale NGO-supported projects, provinces rely on their MOLISA Social Welfare Centers to support victims of trafficking. As these centers are designed to support many types of disadvantaged persons, they generally do not have specialized capacity for victims of trafficking (Luu, 2020). There are also no centers prepared to accept men or that have knowledge and experience with supporting LGBTQ or disabled persons.

- Initial support – When victims first return, they are supported at a victim support centers or social welfare center. This immediate support includes essential needs and meals. A cash allowance is provided to some victims. If urgent medical care is needed, victims are referred to local health centers and hospitals. According to service providers, some challenges with the initial support include the following:
 - Clothes and essential items, such as soap, toothbrush, and toothpaste are budgeted at approximately USD 17 per person, which is not adequate, especially in the winter in northern provinces.
 - Meal allowances of approximately USD 1.5* per person per day is not enough to cover the cost of three meals a day.
 - Medical support in the center is approximately USD 2 per person, which is too low for any medical support except pain relief or cold pills.
 - Initial financial allocation, which is approximately USD 45 per month (for a maximum of three months) is too low (Luu, 2020). Under Vietnamese policies, only impoverished family members are eligible (Le, 2017).
- Return to home community – The law financially supports the return of victims from reception to their home community. Depending on the situation of the return and the age of the victim, the support provided is often the payment needed to return by public transportation. In cases of severe abuse or with children, the family or local Women’s Union chapter may come to the province to pick up the victim. When victims return, home assessments are not conducted to determine the safety of the household, and except for the Women’s Union shelters in Hanoi and Can Tho, there are no provisions for victims to settle elsewhere.
- Health - Support for physical health is limited, but the Social Welfare Centers can refer serious injuries and infections to local health centers and hospitals. There are limited funds for medical care, and primarily for victims classified as poor, but in 2020 the Ministry of Health proposed to provide health insurance to victims for medical treatment. Psychosocial support is more complicated, as capacity at the provincial level is limited. Some social-welfare centers reported that the centers did not have staff who had studied psychological counselling. The national hotline provides some basic counselling, as call operators have received some training on counselling support (Luu, 2020).

Support during reintegration includes:

- Legal aid – According to the Ministry of Justice, from 2015 to 2018, almost 200 trafficking victims received legal aid which is approximately seven percent of identified victims. Access to legal aid can be restricted as the 2017 Law on Legal Aid provides legal aid services based on criteria that includes ‘people in poor households, ‘ethnic-minority people residing in areas with exceptionally difficult socio-economic conditions’ and several other specific conditions (National Legal Aid Agency, 2019). A 2019 circular provides for the rights for victims and witness to legal aid and a lawyer, but has not been assessed or reviewed.
- Victim compensation – Victims may receive support and be compensated for damage, according to the law, but compensation after the judgment is not applied because there is no system of court enforcement and often the accused and the family of the accused cannot afford to pay (Luu, 2020).
- Loans – Loans for household income generation are available for victims who are classified as poor by their local government. Victims report loans have complicated procedures and

* Circular 84 has increased the meal allowance to USD3 per day without a limit of number of days. The medical assistance was revised in 2020 to the provision of one USD 2.20 lump sum support with qualifications for additional medical coverage to issuing all victims health insurance cards. Victims will be provided with insurance cards for hospitalization or medical care at health facilities.

collateral requirements, and loans for small-scale activities are not adequate for the victims who had migrated, or have debts, especially as ‘many victims decided to migrate because they wanted to improve their disadvantaged economic situation. After being trafficked, their financial conditions had further deteriorated. The financial support, however, focus on disadvantaged people rather than trafficked persons and was not adequate.’ (Le, 2017).

- Vocational training – Reports from victims on vocational training indicate that the training was not related to their needs or appropriate for the local environment. Additionally, training and loans require being classified as poor and are bureaucratic (Luu, 2020).

Challenges identified related to protection

- There is no national victim database.
- Identification generally does not include labor or internal trafficking, or men, children, and people who return on their own.
- There is no incentive to be identified with insufficient prosecution, inadequate services, and high levels of stigma.
- Focus on priority provinces limits identification and services to victims.
- Services are provided at the province of residency requiring victims to go to their families, some who may have been complicit in their trafficking or unsafe migration.
- There is no referral network for services and coordination.
- Criteria for most support depends on poverty rather than being victims of crime.
- Capacity for providing services is limited, especially in provinces not considered a priority.

2.1.2. PREVENTION - LED BY THE MINISTRY OF COMMUNICATIONS AND INFORMATION AND SUPPORTED BY THE WOMEN’S UNION IN COMMUNITIES

According to the U.S. Department of State, ‘prevention is an equally important component of the global movement to combat human trafficking, and effective prevention efforts address the tactics of human traffickers directly and that with the dissemination of accurate and targeted information, communities will be better prepared to respond to the threat of human trafficking.’ (U.S. Department of State, ND). Prevention activities may include broad-based awareness raising and campaigns, or may be focused on changing behavior related to vulnerability, risk, and protective factors. In addition to changing behavior and reducing demand, prevent efforts may also include broad-based economic development programs, or targeted assistance tailored to specific needs of vulnerable populations.

The government’s objective addressing prevention has been to ‘enhance awareness of responsibility and capacity of individuals, families and entire society with the aim of preventing and coping with human trafficking risks’ led by MIC and supported by the Women’s Union. The targets include reaching communes, wards, and towns with instructions on polices and laws, and for media on prevention, commune prevention models, monthly central and provincial media publications, and access to information on laws on prevention and skills for addressing trafficking.

The government’s focus on prevention has focused on mass media, campaigns and large events, building internal capacity, and community activities. Both MIC and the Women’s Union have had separate, parallel approaches with MIC focused on building local capacity on policy and laws and providing information through broad-based channels of communications such as radio, television, newsletters, leaflets, and posters. Community-based activities have been implemented by the Women’s Union to reach populations in priority areas. Capacity building on policy and program development included ministerial instructions of the Party’s policies and guidelines, and government legislation for Propaganda Departments of provincial and municipal People’s Committees to

incorporate awareness-raising materials on counter trafficking into monthly communication plans (MPS, 2020a).

Broad-based awareness-raising achievements

Awareness-raising activities by MIC have included videos, television shows, reports, chronicles, and articles developed for mass-media channels and focused on stories of commonly-used methods and deceptions, and on topics such as marriage with foreigners, adoption, employment opportunities overseas, and labor migration. Articles, reports, and materials on television, radio, and newspapers were also developed promoting the annual day against trafficking. Free newspapers and leaflets were disseminated with information on counter-trafficking efforts at commune post offices and communal places, with priority on selected provinces and cities, mountainous localities with high concentration of ethnic minority residents, and localities bordering Cambodia, Laos, and China.

Community-based, women-focused achievements

The community-based activities of the Women's Union have included awareness-raising activities using interactive and participatory methods. These included contests on legal knowledge; drama, music and writing competitions; and direct consultation and dialogues for women and communities on policies and laws regarding counter trafficking, labor migration, marriages with foreigners, adoption, and civil registration. Campaigns and activities to promote the national day against trafficking were organized at different levels of Women's Union chapters, focusing on priority localities bordering China, having large numbers of people working in Thailand, Malaysia, Laos, and Cambodia, and with a high number of women marrying foreigners (MPS, 2020a). Communication materials were developed, including video and an animated film, newsletters, leaflets, notebooks, and other materials were provided to the central, province, and city levels. The Women's Union 'Peace House' model has been supporting trafficked women and children with shelter, counselling, and support, and linkages with various Social Welfare Centers have been strengthened to effectively receive and support returning victims of trafficking. The Women's Union also conducted information exchange activities with NGOs and international organizations, and conducted training for networks of officers, communication officers and local collaborators, including competitions between communication officers, forums, conferences, and roundtable seminars for information exchange (Women's Union, 2020).

Prevention challenges

Challenges in preventing trafficking have included not using the internet, telecommunication and other information technology services, and in assessing capacity building activities (MPS, 2020a). The Women's Union raised difficulties in reaching audiences in remote, mountainous, border areas on such issues as laws and crimes like human trafficking. Considerable effort and time are required with ethnic populations that are not fluent in Vietnamese and the budget for communications is limited so activities have to be integrated with other objectives and activities. Adequate human resources and capacity remains a challenge and the Women's Union reported their activities are further hampered in locations where authorities and departments do not consider trafficking and communications to be important provincial issues (Women's Union, 2020).

General awareness, behavior and attitudes

Despite the government objective of raising awareness, there have been no studies conducted on the general awareness or knowledge level of various populations understanding about human trafficking. The government develops communications activities based on priorities determined by geographical areas where human trafficking cases are identified, and the focus is on priorities provinces and populations. There are no national studies on knowledge and behavior for planning and implementing communications activities. In a behavior-change communications assessment in the Mekong delta, IOM found that awareness of the terms was high, but that 'women in the area generally had low awareness of the risks of internal trafficking, exploitation, or forced labor when seeking work, particularly through informal channels.' (IOM, 2013). In that assessment, many women were found to go to Ho Chi Minh City and surrounding industrial zones based on personal contacts,

and many had no contract and left their homes not knowing the name of the factory they would be working for (IOM, 2013).

Trafficking research related to migration and smuggling found that even when people were aware of potential risks and dangers, they still accepted opportunities from strangers, and that greater awareness about dangers will not stop them from engaging with brokers, agents, facilitators, or potential traffickers (Hynes, 2018a).

A study of 25 government staff reported that communications and awareness activities do not include practical skills on protection against traffickers. ‘The most important thing is for people to be able to protect themselves and others, but many awareness campaigns are broad and theoretical and did not provide those necessary skills. People needed specific examples to know how to deal with the situations and awareness campaigns still lack activities which help people improve those skills.’ (Le, 2017). Additionally, it has been determined knowledge and attitudes on human trafficking do not necessarily reduce risk behavior (Hynes, 2018a). According to a study conducted by IOM in a five-province project, nearly half of people interviewed did not feel they were at risk despite having knowledge about trafficking and modern slavery (IOM, 2020).

Over the past 15 years in Vietnam, there have been various organizations managing communications activities and campaigns to counter human trafficking and modern slavery using different approaches. One review of 19 initiatives over the past 20 years, found that most used broad-based mass media and large events, and two worked on raising awareness with the community directly, primarily through leaflets, posters, and awareness-raising sessions. One pilot initiative also included introducing human trafficking into the education system. The review raised, however, that there was little evidence that communications projects have contributed to a reduction in human trafficking. Meaningful results are unclear and limited, and there has been a lack of data collection or evaluation. (Seefar, 2018). Most of the prevention projects reviewed were conducted over ten years ago, and currently trafficking prevention activities by NGOs are mostly included into community-based development and education activities.

Challenges identified related to prevention

- Knowledge of human trafficking trends and behavior is based on official handovers from China and Cambodia and not national data.
- Prevention is based on informing large populations and raising awareness and not on changing behavior, skills, and decision making.
- Participatory, interactive activities are conducted on a small scale with targeted populations, but most communications are broad-based using mass media and do not use technology and mobile platforms.

2.1.3. PROSECUTION, RECEIPT AND INVESTIGATION – LED BY MPS, AND SUPPORTED BY THE BORDER GUARDS IN BORDER AREAS, AND WITH THE SUPREME PROCURACY, SUPREME COURT, AND THE MINISTRY OF JUSTICE

According to the U.S. State Department, ‘an effective criminal-justice response to human trafficking should treat the prosecution of cases as seriously as other grave crimes, and governments should hold all perpetrators of trafficking, including intermediaries aware of the intended exploitation, criminally accountable, and should not impose suspended sentences, fines, or administrative penalties in place of prison sentences. Without prison sentences, human traffickers will not be effectively deterred.’ (U.S. Department of State, 2019). Additionally, ACTIP raises the importance of investigation and prosecution within regional cooperation as “cooperation is imperative to the successful investigation, prosecution and elimination of safe havens for the perpetrators and accomplices of trafficking in persons and for the effective protection of, and assistance to, victims of trafficking.” (ASEAN, 2015). A victim-centered approach ensures that the needs of victims are placed at the forefront during the investigation and prosecution phases (U.D. Department of Justice, n.d.).

Detecting and investigating crimes of trafficking, prosecution, and criminal justice of traffickers comprise a core component of the government’s response, which is primarily the responsibility of the Ministry of Public Security and supported by the Border Guards, the Supreme Procuracy and Supreme Court. The NPA is implemented within the framework of Criminal Code, Law on Trafficking and other relevant legislation, emphasizing the criminal aspects of trafficking. The government’s objective addressing prosecution has been to ‘reinforce detection, inspection, prosecution and bringing to justice human trafficking crime’. The targets of the objective include focusing on key routes and priority areas to prevent, detect and deter crimes, increasing the numbers of identified and prosecuted traffickers, and ensuring that all cases of trafficking will be handled by the appropriate authorities according to laws.

MPS and the Border Guards share very similar responsibilities in enforcing laws related to trafficking and identifying and investigating traffickers. The police, in coordination with border guard forces, conducted investigations and operations on 90 key trafficking routes and 170 priority areas, as well as regularly identifying new routes and locations. The police and border guard forces received and handled reports, ensuring information on trafficking was appropriately categorized and addressed (MPS, 2020a). During the 2016-2020 period, a total of 933 cases were investigated and 1,223 offenders were apprehended. As also reported in the State Department TIP Report, each year fewer traffickers have been apprehended and have been reported as in Figure 3:

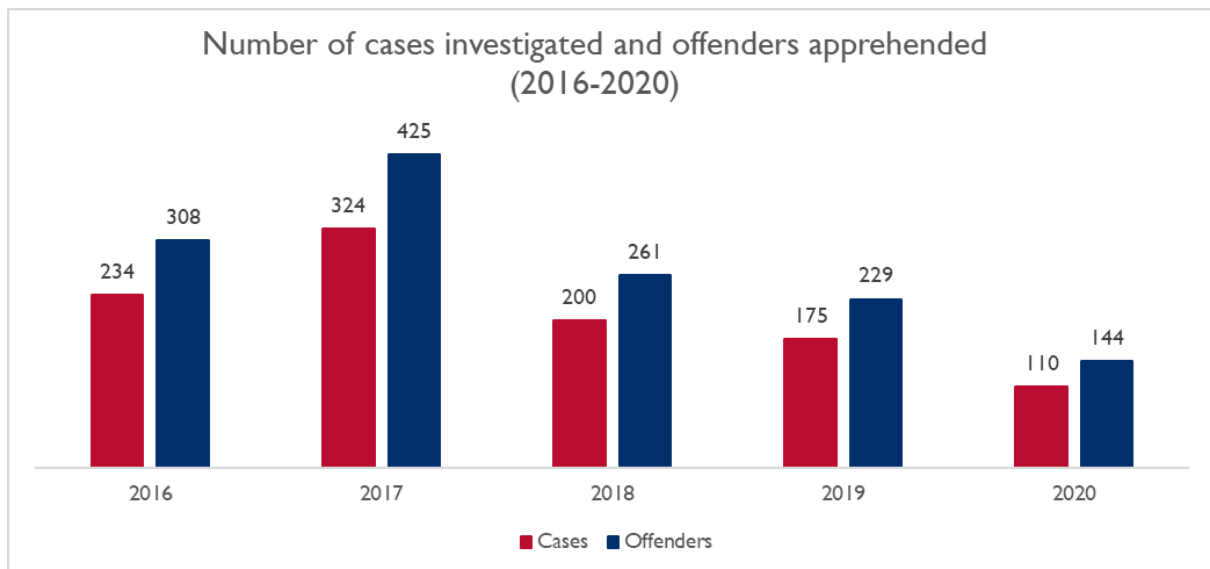


Figure 3. Number of cases investigated and offenders apprehended (2016-2020) (MPS, 2020a, TIP Report 2021)

The Supreme People’s Procuracy is responsible for prosecution, and between 2016-2020, all levels of the Procuracy prosecuted 528 cases with 955 traffickers, and the People’s Courts had processed 568 cases with 1,082 traffickers, and 1,008 traffickers of these were convicted (MPS, 2020a). In addition to the investigation and prosecution process, the government has focused on building capacity related to the legal structure related to trafficking, informing populations about the laws, and cooperating with neighboring countries on detection and investigation.

MPS raised that one obstacle to prosecuting trafficking cases is that most identified trafficking cases have been cross-border or abroad and Vietnamese law enforcement have to rely on foreign authorities to collect information for investigations, which is often very slow. Informal channels between police departments in the different countries are often more effective, but the information collected through these measures are not considered as evidence in court (MPS, 2020b).

Proving trafficking is complicated by the issues of consent and transfer. The Criminal Code, and the related Supreme People’s Court Resolution 02/2019/NQ-HDTP, highlight the need for the transfer of a person to be considered trafficking and do not provide guidance on victim consent. International instruments state that the consent of a victim to the intended exploitation ‘shall be irrelevant where

any of the means of trafficking have been used'. (United Nations, 2000). Nullifying consent, however, is not included in Vietnam's legislation. Law enforcement and government officers, especially at the provincial level, state that if a person initially consented to leave the country, they would not be considered a victim even if they were trafficking later in another country. According to a report from the UK Home Office, 'prosecutions in Vietnam related to trafficking cases to the UK are low because of the definition of trafficking only comes into force if someone was forced or threatened, which often does not apply to victims of trafficking from Vietnam to the UK because they tend to go of their own will with the trafficker.' (UK Home Office, 2019).

The 2011 Law on Trafficking refers to the definition of trafficking used in the 2009 Criminal Code, which specifies 'trafficking in women' and 'trading and exchanging children'. Under Article 150, 151 of the 2015 Criminal Code (which was revised and came into effect in 2018,) however, investigators bear the responsibility to collect evidence pertaining to either material gain or exploitation. The 2015 Criminal Code requires investigators to collect evidence to prove acts, means and purposes, which can be difficult due to the various laws and terms used to define trafficking (Nguyen Oanh, 2019).

Although the law includes internal and labor-related trafficking, the criminal-justice process has not prosecuted traffickers related to types of trafficking. According to a review on legislation related to trafficking, 'the trafficking of women and children across Vietnam's border for sexual exploitation purposes is well documented and pervasive, and the Vietnamese authorities have tended to focus on this form of trafficking. As a consequence, there have been gaps in the prosecution and conviction of labor traffickers and gaps in the identification of forced labor victims and the protection offered to male victims.' (Liberty Asia, 2018).

Challenges identified related to prosecution

- Law enforcement and prosecution depends on identification, which is incomplete.
- Inconsistent definitions in the law, criminal code, and other legislation impede prosecutions.
- Transnational investigations depend on timely and appropriate cooperation with other countries for evidence.

2.1.4. CROSS CUTTING APPROACHES

Policy and legislation

Legislation and policies are the foundation for successful national counter-trafficking efforts and using a victim-centered approach. United Nations Office on Drugs and Crime (UNODC) states that 'the successful prosecution of traffickers and compensation of victims can only be brought about by laws and regulations which have effectively criminalized all elements of trafficking in persons in accordance with Article 5 of the Trafficking Protocol.' (UNODC, 2008). According to ACTIP, member states will 'adopt such legislative and other measures as may be necessary to establish as criminal offences the conduct set forth in Article 2 of this Convention, when committed intentionally' where Article 2 is the definition of trafficking (ASEAN, 2015). Vietnam has enacted laws and legislation to address trafficking and legislation has been supported by three National Plans of Action to coordinate legal and social aspects of counter-trafficking efforts and a review of laws and legislation in the region found Vietnam largely in compliance with the requirements of ACTIP (Liberty Asia, 2017).

In order to effectively implement legislation, building capacity has included training conferences and training materials to build capacity of the police and local government on the Criminal Code 2015, the Law on Amendments and Supplements to a Number of Articles in the Criminal Code 2015, and the Criminal Procedure Code 2015 and on the enforcement of counter-trafficking legal provisions (MPS, 2020a). According to a 2018 analysis of legislation in Vietnam, anti-human trafficking legislation has improved and become more comprehensive, but issues in enforcement remain as 'Vietnamese

authorities have tended to focus on cross-border trafficking of women and children for sexual exploitation, and there have been gaps in the prosecution and conviction of labor traffickers and gaps in the identifying victims of forced labor victims and protection offered to male victims.’ (Liberty Asia, 2018).

As raised with difficulties in prosecution, challenges in the legislation include that definitions in the various polices and legislation are not consistent or concise, and they often refer to outdated and revised policies, making law enforcement difficult. The prohibited acts stated in the law are not consistent with the Palermo Protocol, and the law lacks a strong commitment related to forced labor (Nguyen Phuc, 2019). The law refers to the Criminal Code, which has been revised with different terms to define trafficking. The Criminal Code and Council of Judges Resolution (02/2019/NQ-HDTP) includes abuse of power and position of vulnerability in situations of labor but emphasizes the requirement of showing evidence of the transfer of a person, from one person or group to another, to be considered trafficking. The abuse of power and position of vulnerability, or the giving or receiving of payments or benefits to achieve consent, could be deemed “other tricks” under Article 150, but such interpretation is up to the courts.’ (Liberty Asia, 2018).

Challenges identified related to policy and legislation

- Definitions in the law, criminal code, and other legislation do not follow international conventions and are not consistent.
- There is a lack of cohesion between various legislation, especially as one statute may refer to an outdated or revised statute where definitions and policies have changed.

Partnership

The government’s international partnership has included signing international conventions and instruments and bilateral agreements such as the Palermo Protocol and ACTIP, and participating in COMMIT and regional cooperative processes such as the Bali Process and the Columbo Process. For the conventions and COMMIT, there are plans of action and common mechanisms and procedures that further detail Vietnam’s international commitments. Additionally, Vietnam has bilateral agreements, standard operating procedures, and a memorandum of understanding on investigation, returns, and cooperation (MOLISA, 2020). Some of these commitments and agreements include ongoing cooperative agreements with China, Cambodia, Laos, and Thailand and a bilateral cooperative Memorandum of Understanding was signed with the UK in 2018.

While not a specific target within the NPA, ministries and departments like MOLISA and the Women’s Union have collaborated and partnered with international organizations in the implementation of project activities and training. MOLISA reported that during the NPA period, it coordinated with the UN on workshops and developing guidelines and collaborated with international NGOs in implementing shelter and return services, self-help groups, and cross-border projects (MOLISA, 2020). The Women’s Union has also worked on prevention activities with NGOs and international organizations. One study highlighted that NGOs continue to have a role in supporting victims of trafficking and that ‘returned victims often trust staff of social organizations like NGOs. With NGOs they are trained to get a job, such as hairdressers or tailors and the staff are open-minded to sharing the pain and encouraging them to overcome these feelings.’ The study also raised, however, that ‘the police maintain traditionally close connections with public-sector organizations such as the Women’s Union and Social-Welfare Centers, rather than working with private sector entities such as NGOs’ (Nguyen Oanh, 2019).

Challenges identified related to partnership

- The government’s priority on partnership is on compliance with international treaties and less on partnership with NGOs and civil society on quality of services and technical capacity.

2.2. INITIATIVES AND INTERNATIONAL, CIVIL SOCIETY AND PRIVATE SECTOR INVOLVEMENT

In partnership with the government, the international community, civil society, and the private sector have supported counter-trafficking efforts in Vietnam. These will be described in detail in the below, but the general approach of initiatives is summarized as follows:

- **United Nations:** The One UN in Vietnam focuses on policy and advocacy rather than programs, and much of the focus has been on building capacity of the implementors of the NPA, and supporting the government's role in the Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT) Process. Currently the UN leads the Counter Trafficking Network (CTN), the only working group on trafficking, supports developing a national referral structure, and has several projects on the 3Ps and engaging the private sector.
- **International NGOs:** Several non-governmental organizations (NGOs) continue to support trafficked persons with protection services and build capacity on prevention and protection. As of 2021, the CTN has approximately 9-10 international NGO participants with various degrees of involvement. The NGO and bi-lateral programs include return and reintegration support, safe accommodations, and training and capacity building on prevention, protection, trauma-informed care, and law enforcement. Some NGOs have included counter-trafficking activities into their community-based projects.
- **National NGOs:** There are no national NGOs actively participating in the Counter Trafficking Network. With less funding and international NGO involvement, very few national NGOs are engaged in counter-trafficking activities. Several national NGOs work on issues related to trafficking, such as labor and migration. Capacity on human trafficking is still in place with some NGOs who were managing projects in the past when funding levels were greater.
- **Private Sector:** Through the desk review, there were not many examples identified that demonstrated private sector involvement in countering human trafficking in Vietnam. Interviews will be conducted with the American Chamber of Commerce, IOM's Corporate Responsibility in Eliminating Slavery and Trafficking (CREST) project, and ILO's Fair International Recruitment Against Slavery and Trafficking (FIRST) project to have a better overview of private sector involvement. As international agreements, like the EU-Vietnam Free Trade Agreement, include conditions in trafficking, corporations have greater incentive to demonstrate counter-trafficking efforts.

According to reports and internet sources, international, civil society, and private-sector engagement include the following:

2.2.1. DONORS AND EMBASSIES

- **EU Delegation:** The EU is starting a new seven-year programming strategy with migration and anti-trafficking as a focus area. At the same time, they support the efforts of MOLISA on awareness raising (CTN meeting minutes, 2021).
- **German Embassy:** The German Embassy works closely with embassies in the Schengen Area to build capacity to identify fraudulent visa applications (CTN meeting minutes, 2021).
- **British Embassy:** The UK continues to collaborate with MPS on investigation and prosecution of identified smuggling and trafficking cases, focusing on victim-centered investigation approaches. Training on law enforcement has also been provided to Vietnamese border guards. The UK's Home Office has funded the Tackling Modern Slavery in Vietnam (TMSV) Project, which is implemented by IOM, British Council and World Vision, Direct assistance regarding return and reintegration for migrants is also UK's focus in 2021 (CTN meeting minutes, 2021).
- **US Embassy:** The U.S. Embassy has programs aimed at strengthening policy and legal framework and increasing capacity to prosecute TIP cases and identify and assist victims with a focus on internal trafficking related to labor and sexual exploitation. Two projects were

recently launched by the Bureau of International Narcotics and Law Enforcement Affairs (INL) that aim at building capacity on human trafficking for judges and prosecutors (implemented by UNDP) and border guards (implemented by IOM). (CTN meeting minutes, 2021). In August 2021, the U.S. Office to Monitor and Combat Trafficking announced a Notice of Funding Opportunity aimed at driving progress at the subnational level through partnership and capacity building.

2.2.2. UNITED NATIONS

- ILO: The International Labour Organization (ILO) is partnering with the Vietnam Association of Manpower Supply (VAMAS), MOLISA, VCCI, and the Vietnam General Confederation of Labour. ILO focuses on building skills for migrant workers to address challenges they encounter while working abroad. They have four projects in Vietnam that respond to human trafficking challenges that include strengthening institutional frameworks, promoting opportunities for laborers in agriculture and aquaculture industries, legislation reform, and building capacity for ethical recruitment (ILO portfolio in Vietnam, 2019-2021)
- IOM: IOM currently has projects funded by the UK and U.S. focusing on four areas of countering human trafficking including protection, prevention, policy, and partnership. IOM is the lead agency of the TMSV project and manages the prevention activities and works with various partners on advocacy and partnership related to trafficking and safe migration. IOM's regional CREST project address trafficking and the role of the private sector (IOM, n.d.).
- UNDP: UNDP Vietnam's main assistance includes capacity-building for the Supreme People's Procuracy and Supreme People's Court, research on forced labor in the fishing industry, supporting the revision of law and development of guidelines, and a National Referral Mechanism (CTN meeting minutes, 2021).
- UNICEF: The Child Protection component of UNICEF supports counter trafficking efforts and aims to improve the legal and policy environment for trafficked children. UNICEF is also working with MOLISA to formalize social work as a profession to ensure protection of children's rights (UNICEF, n.d.).
- UNODC: UNODC supports MOLISA in implementing the NPA, provides training on law enforcement for border guards, judges, and prosecutors, and supports the revision of the law and inter-agency coordination for victim support (CTN meeting minutes, 2021).
- UN Women: Assistance programs target woman migrants and trafficked women in Vietnam and overseas by collaborating with the Ministry of Foreign Affairs and MPS. Technical support and capacity building on service provision to trafficked victims are planned in 2021 (CTN meeting minutes, 2021).

2.2.3. NGOS

- AAT: Alliance Anti-Traffic (AAT) aims at empowering and protecting vulnerable communities from sexual exploitation and trafficking and their activities include preventive education program, protection of at-risks girls, support for women involved with prostitution, and broad-spectrum support services for trafficked women and children (AAT, n.d).
- Blue Dragon Children's Foundation: Blue Dragon provides support for victim rescue and reintegration. Blue Dragon works on system strengthening, including law and policy reforms, to prevent and counter trafficking. (Blue Dragon, n.d.).
- CSAGA: The Center for Studies and Applied Science in Gender-Family-Women and Adolescents (CSAGA) is a national NGO that has a focus on women and girls' rights and addresses related issues such as violence and trafficking. CSAGA's activities with trafficking include counseling and psycho-social support, developing self-help groups in urban and rural settings, and building life skills. CSAGA's trafficking activities depend on the donor environment (CSAGA, n.d.)

- Hagar International: Hagar’s focus is on trauma-informed care and supports women and children who have fled from domestic violence and trafficking. Hagar provides protection assistance for the victim so that they can recover and reintegrate in a safe community. Their geographical focus is Northern Vietnam, where they have established strong partnership with Yen Bai province authorities (Hagar International, n.d.).
- Pacific Links: Several initiatives have been launched to empower the most vulnerable populations covering the 3Ps in trafficking, especially provinces bordering Cambodia, China, and Laos. Specific interventions include scholarships for youth empowerment, the provision of care services for return and reintegration, and local and international collaboration (Pacific Links, n.d.).
- Samaritan’s Purse: Prevention is the priority of Samaritan’s Purse counter trafficking efforts and is partnering with schools in the highlands of Vietnam to teach children and teenagers about safe migration (Samaritan’s Purse, n.d.).
- SHARE: Tham vấn - Trị liệu tâm lý SHARE is a national NGO focused on psychological support. SHARE provides counselling and life-skills development, as well as training in psychosocial support and life skills. SHARE has experience with victims of trafficking and has had projects on trafficking self-help groups and well-being. Although SHARE provides counselling on a fee-for-service basis, as a national NGO, its project activities are dependent on donor priorities. (SHARE, n.d.)
- World Vision: World Vision is responsible for the protection component of the TMSV project and is supporting victims of trafficking on their return to Vietnam. World Vision is also implementing a project on online child sexual exploitation (World Vision, n.d.).

2.2.4. OTHER INTERNATIONAL

- ASEAN-ACT: Australian Government funded ASEAN–Australia Counter Trafficking (ASEAN-ACT), a ten-year partnership program (2019-2028) with ASEAN members states, including Vietnam. The program aims at developing member countries’ legislation environment in compliance with ACTIP (ASEAN-ACT, n.d.).
- British Council: The British Council is the UK’s international organization for cultural relations and educational opportunities sponsored by the Foreign, Commonwealth & Development Office and in Vietnam is managing the prosecution component of the TMSV to increase an understanding of the criminal justice system in human trafficking cases and train investigators, judges, prosecutors and lawyers in adjudicating and prosecuting trafficking cases (British Council, n.d.).
- JICA (implemented by icons.inc): The ‘Project for Strengthening the Operation of Hotline for Counseling and Supporting Trafficked Survivors’ is a technical cooperation project between JICA and MOLISA aimed at strengthening the trafficking aspects of the National Hotline operations at regional call centers in Hanoi, An Giang, Da Nang that provide free, 24 hour a day nationwide coverage. The project was implemented by icons Inc, a Japanese development company (JICA, n.d. icons, n.d.).

2.2.5. PRIVATE SECTOR

- Abercrombie & Fitch: The clothing retailer Abercrombie & Fitch is working towards preventing trafficking and forced labor and is providing training internally to all employees who are involved in supply chains, and to their external vendors. In 2018, they funded Pacific Links to train over 3,100 workers on trafficking and trained nearly 2,000 in 2019. They have also partnered with the Hong Kong-based Mekong Club to develop further resources, such as e-Learning, a best-practices library, and brand collaboration meetings, to support countering trafficking throughout the company (Abercrombie & Fitch, n.d.).
- Eileen Fisher: Eileen Fisher has seven garment factories in Vietnam which are included in their global commitment to prevent trafficking and ensure the causes of trafficking are

eliminated in the supply chain. Their counter-trafficking strategy includes trafficking audits and factory trainings (Eileen Fisher, n.d.).

- Marshalls: The UK-based manufacturer of natural stone and concrete landscaping products for construction, home-improvement, and landscape markets, has partnered with IOM to assess trafficking risks in the natural-stone sector in Vietnam. This assessment has supported an action plan to prevent and eliminate trafficking. This includes training for suppliers and a community awareness-raising program. They have also instituted a whistle-blower hotline for safe reporting (Marshalls, 2020).

KEY-INFORMANT INTERVIEWS

As described in the methodology section, 25 interviews and three email responses were used to complement the desk review findings for the formative phase of the situational analysis. The interviews provided further details on the landscape of counter-trafficking initiatives.

The ‘situation and context’ section of the interview findings directly corresponds to the first guiding question where it is stated to “Provide a brief overview of the current trends of trafficking in persons in Vietnam. This should note the main types of trafficking in persons, victim profiles, and general awareness of the issue.” This section reflects the responses of key informants, who were representatives of government offices and provinces, NGOs, UN agencies, and embassies.

I. SITUATION AND CONTEXT

The 27 offices, embassies and organizations interviewed and emailed in the analysis validated and complemented the findings in the desk review by confirming that there is no national data collection or data-sharing mechanism, and that the knowledge of trafficking and vulnerability is limited. The respondents of the analysis stated that since the Vietnamese government has maintained the same focus and approach as established in the first NPA in 2004 on women and children related to the sex industry and forced marriage, little is known about other methods and forms of trafficking.

I.1. PROFILE OF VICTIMS AND VULNERABILITY

Based on the experience of all the organizations and embassies interviewed, trafficking in Vietnam mostly occurs when people start seeking higher incomes, and better living standards for their families, as they do not believe that options are available in their home community. In many communities, available jobs tend to be low-paying and often unstable, in the fields of farming, fishing, or working for a small office or company.

Most organizations stated that people who are unemployed or have low levels of education are more vulnerable to being trafficked. Some organizations considered that lower education resulted in less understanding of trafficking, but one NGO further clarified that the vulnerability is more closely linked to the difficulty in finding a stable job, which makes these individuals more likely to look outside their home community. Several NGOs working on counselling and psychosocial support reported that unemployed and under-employed youth are particularly susceptible to being deceived because having a job makes them feel they have more value and that they are contributing to their families. This is exacerbated by a lack of self-confidence of some migrants who have been victims of sexual abuse and domestic violence or come from dysfunctional families. Traffickers are able to exploit the considerable pressure for greater income and better jobs using social media and networks, and in-person recruitment, to deceive potential victims with fraudulent migration schemes and employment opportunities. One NGO active in factories and schools raised that many people using social media and networks lack the critical-thinking skills needed to identify false and risky opportunities. This can cause them to make significant decisions, such as dropping out of school or migrating for jobs, based on false claims and promises which can then lead to modern slavery, debt bondage, and labor and sexual exploitation.

Attitudes about risks were described by embassies and UN agencies as being different depending on the population and location where they worked, but that the perspectives, beliefs, and interpretations of risks contributed considerably to their vulnerability. Organizations working in communities that seek employment in Europe and the Middle East found the risks were largely understood in their planning process to migrate. One UN agency stated that ‘people are aware of what they are doing, and culturally it is acceptable to go overseas to make a living, so it is very difficult to prevent’. One NGO stated that ‘the lack of suitable livelihood opportunities results in migrants searching for jobs with higher salaries, although they understand the risks.’ As was noted in the desk review, organizations have found that people looking for jobs are often aware of risks of

trafficking and forced labor, but frequently do not believe that anything will happen to them. The experience in provinces along the Chinese border, however, indicates that people there may be more likely to follow a friend's advice or opportunities on social networks, with less planning than people pursuing opportunities with smugglers or a migration scheme. In these settings, they may not consider the risks as the trafficker is a trusted contact.

In some environments, debt is an important factor in the abuse of power and vulnerability, as migrants make large payments to smugglers, or pay fees, recruitment costs, and deposits to recruitment brokers and services. Although the agent and broker fees have been removed in the recent migrant-labor law, the government does not consider the other fees and deposits as related to trafficking and they continue to heighten vulnerability. NGOs working in communities highlight that there are many people who still intend to migrate despite already having had a failed migration experience or being trafficked, because they continue to have large debts.

I.2. GENDER

All of the NGOs interviewed rely on government reports on cases and victim profiles, and consider that approximately 70-80 percent of victims are women from rural and mountainous areas, are largely from ethnic-minority populations, and are trafficked to China. The focus on women and children continues to be the priority for the government, but several organizations and embassies highlighted that trafficking also includes forced and coercive labor which includes men. Both embassies referred to their own national NRM data or raised published studies*, where the majority of victims were men, or where men and women were equally affected. Four of the NGOs focus on women, but besides targeting women, none of the respondents had a specific gendered approach or deliberately addressed LGBTQ vulnerabilities.

I.3. DESTINATIONS – INTERNATIONAL AND INTERNAL

Among the countries bordering Vietnam, China continues to be the primary destination for identified victims. In mid-2021, the Vietnamese Embassy in Cambodia issued a notice about trafficking from Vietnam to casinos in Cambodia, but did not give details about the current situation, about how it is different from trafficking to Cambodia in the past, or the scope of the issue.

In the region, trafficking to Malaysia continues to be reported by NGOs working in Malaysia, but not officially by the Malaysian government. According to an NGO working in the Mekong Delta, victims are not identified or supported when they return, because they are not officially identified in Malaysia and there is no bilateral arrangement for returns. Two NGOs reported that due to increased law-enforcement in China, some victims have been moved to border towns inside Myanmar, where Chinese men still have easy access to the sex industry but are outside of the jurisdiction of the Chinese police. These NGOs reported there may be several hundred Vietnamese women in Myanmar, but the situation is unclear. In general, further destinations are not well known, as there continues to be a lack of capacity and support from the Vietnam embassies in other countries, and Vietnamese identified in the region, Europe and the Middle-East are rarely reported as victims when they return to Vietnam.

All of the UN agencies raised that the current focus of women, the sex industry, marriage, and cross-border trafficking to China has long been addressed by the government and NGOs, but the situation of internal trafficking and forced labor are not recognized. It has only been in the past two years that there have been any prosecutions related to internal trafficking, and according to one embassy, that has been only around five cases. All of the NGOs and UN agencies stated that cases of internal trafficking are not acknowledged, and one NGO highlighted that in related industries, such as construction, sex work, and domestic work, internal trafficking is not understood by authorities.

* One embassy referred to the 2019 study (Dinh, 2019) conducted in southern Vietnam that found there was no statistical difference between the trafficking of women and men and that of the subjects 53% were men.

The penal code and a resolution of the Council of Judges of the People's Supreme Court emphasize the need for the transfer of a person from one person or group to another, to be considered trafficking and that NGO reported that especially in cases of internal trafficking, the transfer of a person is difficult to prove.

One embassy reaffirmed the finding in the 2021 TIP Report that determined there is no screening for internal trafficking in factories and workplaces, and no victims of trafficking were identified in 31,000 inspections of enterprises associated with commercial sex. In the past year, one NGO was contacted by the families of 36 women who had possibly been trafficked internally to karaoke bars in Bac Giang province and one UN agency added that there may have been more internal trafficking discovered during COVID restrictions, as police have been investigating establishments remaining open against regulations.

One NGO's experience with internal trafficking had been discovering cases of recruiters going to homes to coerce parents to send their boys to Ho Chi Minh City to work in the garment industry. At that time, this type of internal trafficking was reported in the media, the police investigated the household factories, and has not been detected for several years.

I.4. RETURN, IDENTIFICATION, AND REINTEGRATION

Although there are some reports of foreign victims being trafficked into the country or being detected transiting from Cambodia to China, Vietnam continues to primarily be a source country for trafficking. The national response, therefore, is focused on the support of Vietnamese victims when they return to Vietnam from other countries.

Most organizations stated that the identification process, and the focus on women at the border areas, results in many victims not being identified and not having access to reintegration services. The experience of three of the NGOs indicate that trafficking appears to be increasing, but the numbers of victims identified have been decreasing. Additionally, many victims who are detected by police and border guards do not want to be officially identified, and return on their own without being referred to MOLISA for services or support. All of the NGOs interviewed reported that many victims do not choose to be identified due to stigma from their family, community, and service providers, as well as complicated identification and assistance procedures. According to MOLISA and several NGOs, the victim financial support and services are also insufficient for victims to have incentive to be identified.

I.5. DATA

All organizations interviewed in the analysis emphasized that the lack of data prevented accurately understanding the trafficking situation, and that this affected designing effective strategies and approaches. The organizations also described that some ministries and offices collect data for their own purposes in detection, investigation and prosecution, but that those data are not shared amongst the agencies or to outside networks. In services where data are collected, they are not analyzed to improve the knowledge on the trafficking situation. One hotline, for example, collects information on each call to the hotline, but summary data on trends, geography, gender, employment, or other relevant factors are not analyzed or produced. There has been very little research conducted by NGOs or the UN to complement national data, and the results of the few baseline and knowledge, attitudes, and practices studies that have been completed, have not been shared. A national database has been included in the new NPA, and the government office responsible for leading this expects to provide more details from the database in late 2021.

I.6. COVID-19 AND CLIMATE CHANGE

The guiding questions state to explore how the trends and dynamics in TIP been impacted by COVID-19 and how this might evolve as Vietnam re-opens. At the time of the analysis, Vietnam had

been affected by the COVID-19 pandemic for approximately 1.5 years, and still had strict border and travel restrictions in place. As the situation was still ongoing and borders were essentially closed, it was difficult for organizations and embassies to assess what the impact of the pandemic will be on trafficking.

The National Hotline reported fewer calls on trafficking during the COVID-19 period and accounts for the lower numbers being due to the closed borders, which has reduced cross-border and international trafficking. NGOs working with partners in the region reported greater numbers of contacts from the families of women in China and Myanmar trying to return to Vietnam. These increases may be due to more stringent law enforcement in those countries during the pandemic, or the women trying to leave affected areas.

Changes in trafficking trends and methods due to COVID-19 could not be determined, but all organizations and government offices interviewed reported that the pandemic has created an environment of greater vulnerability, as many people became unemployed and lost sources of income. One government department reported that a large number of workers lost their jobs, and that low-skilled and seasonal laborers have been especially affected. One UN agency stated that there has been more advertising of overseas jobs that may be related to smuggling, and in the past year there have been several cases of people trying to get to Australia and Korea by boat. Another UN agency raised that although there has been rural-urban migration for many years, it may have increased during COVID-19 with greater unemployment, which could then result in greater forced labor of migrants.

The guiding questions included assessing the links between the human-trafficking situation and climate change in Vietnam, but none of the analysis respondents discussed climate change or raised that their program related to a changing climate-change situation.

2. PROGRAM ENVIRONMENT AND MAIN INITIATIVES

This program environment and initiatives section responds to the second guiding question which is ‘what are the main initiatives being delivered to combat TIP in Vietnam? Detail the focus, funding sources, and performance of efforts being delivered by a) the Government of Vietnam, b) Local and international organizations, and c) other actors, including the private sector.’

2.1. GOVERNMENT RESPONSE

The national response can be seen at the central level with the enactment of laws, legislation, polices, and the management of the NPA, and in the implementation at the provincial level with enforcement and the provision of services.

2.1.1. POLICY, LEGISLATION AND THE NPA

According to several UN agencies, the government has not demonstrated a strong commitment to countering trafficking, as they have continued to use the same NPA content and approach with a focus on sex work and marriage with women and children since 2004. Both NGOs and embassies raised that internal trafficking, forced labor, and trafficking of men have not been incorporated into plans or services. The UN agencies especially highlighted that the government has yet to demonstrate the importance of trafficking on a national scale or to incorporate global and regional commitments like the Sustainable Development Goals, the UN-Vietnam cooperation framework, or the Global Compact for Migration.

The fourth NPA was approved in February 2021. Both UN agencies and NGOs described this NPA as more of a framework and a list of statements to guide action, rather than a plan; for example, it has no targets, it lacks measurement, and it cannot be used to monitor and evaluate performance. There continues to be a lack of coherence between laws and there is a lack of consistency from the central to provincial levels, which affects the NPA implementation. With the new NPA, each ministry will make its own plans for the implementation details, which will depend on the

commitment and capacity of each ministry. Individual ministerial plans, and the lack of overall targets, may have implications in the national response, especially as there continues to be a lack of coordination between ministries. In executing the NPA, the government ministries interviewed are active in policy development, and in providing and strengthening services in selected provinces, but acknowledge that the funding and implementation of services is primarily the responsibility of the provinces.

In addition to each ministry making its own implementation plan, the budget for most activities and services for victims are determined and allocated at the province level from the provincial budget, and depend on the leadership's understanding of the issue. Although all provinces are expected to have a provincial coordinating committee on trafficking, most do not have a functioning one, as they do not consider their province to have cases of trafficking. One government agency did state that as provinces have to allocate their own budget for trafficking services, provinces with many cases that have financial difficulties can be supported by the central government.

The embassies and the UN are providing MPS and MOLISA technical and financial support on the review of the current law and the plan to revise the law in the coming year. The embassies and UN agencies highlighted the need to support the sub-laws of the trafficking law, which will be more detailed and focused. In 2020, a review of the policy stipulating provisions for victim support was assessed, and several embassies and organizations participated in making recommendations for a revised decree. The requirement of being from a poor household was removed in the subsequent proposed revision, but as of August 2021 the revised decree had not been approved.

2.1.2. PROTECTION

MOLISA is the primary government agency responsible for protection services. The ministry's Department of Social Vices Prevention (DSVP) is tasked to ensure support to victims, as well as manage related responsibilities in sex work, forced labor, and labor migration. The organizations working with MOLISA stated that assistance to victims has been established on the recognized needs of victims, but most agreed that the implementation does not adequately meet the needs of victims, as services are difficult to access or are not appropriate, and capacity in providing services is low. One of the underlying challenges with providing victim-centered services that NGOs, UN agencies and embassies emphasized, is that the absence of a national database has resulted in services not being based on established trends and the actual needs raised by victims. Without comprehensive data that is shared, there can not be an established referral network ensuring comprehensive support or a continuum of care.

The needs of many victims are also not met as they are not identified. Although the law has provisions for identifying victims who returned on their own through their local government representatives, none of the organizations interviewed in the analysis are aware of the procedure being used. The embassy and organizations working with people trafficked while overseas explained that those victims are not identified as victims by the Vietnamese government, largely because they left Vietnam voluntarily.

Victim needs may also not be met due to funding allocations and amounts. The USD 669,140 stated in 2021 TIP report is the state budget allocated by the Ministry of Finance to MOLISA and for several provinces that have financial difficulties, and MOLISA's budget for the implementation of the NPA is for communications, capacity building and victim support. Some provinces not supported by the state budget also allocate funds for their provincial trafficking services, and DSVP believes the plan for the new NPA will provide more attention to the support to the victims than previous plans and budgets. At the same time, it is recognized that many provinces allocate inadequate funding for counter-trafficking services and capacity. MOLISA stated that challenges in implementation include that the initial support for victims at reception is inadequate, as there is no policy on health care at the border guard stations and the initial financial support of USD 45 for up to three months is inadequate. Some provinces have raised that assistance to USD 90-130, but many victims are not eligible if they are not from poor households or have not been officially identified.

Two UN agencies highlighted that at the national-level there are various decrees and legislation related to services and reintegration, but they are not practical and cause confusion at the provincial and grassroots level. All of the NGOs and UN agencies interviewed described how many victims return to provinces that do not have a functioning provincial coordinating mechanism to identify needs and funding, or to determine policy implementation and the provision of relevant services.

Although the NPA specifies services and assistance for victims of trafficking, such as vocational training, loans, education, health care, legal aid and compensation, very few provinces provide this array of services. MOLISA and NGOs supporting protection assistance services report that reintegration is complicated as victims often have mental and physical health issues due to trauma from violence and abuse. Because they were not aware of their health risks and had no access to health care while being trafficked, the health status of victims can be particularly poor, and when they return there is a lack of services available and few qualified staff. Few victims receive appropriate medical care and there are no psychological services available in most of the provinces that victims return to.

Access to vocational training and loans is complicated and often not relevant or available in the communities where victims live. Vocational training is often not relevant to the needs of victims and is not located near the homes of victims. Loans are not easily accessible, and most victims are not given prioritized access to loans because they are victims. One UN agency and three NGOs highlighted that reintegration support in the NPA does not reflect the actual situation, or victims' needs, as job opportunities and vocational training should be provided based on market needs and emerging trends such as information technology and the Industrial Revolution (IR) 4.0. As many victims return in debt and still have a need for income, the risk of re-trafficking remains.

NGOS reported that capacity is limited at all levels. There continues to be confusion between trafficking and smuggling, and ministerial officials have judged and blamed trafficked persons, as they lack an understanding of the effects of trauma from trafficking. All of the UN and NGO respondents stated that staff at the province, district and community levels continue to lack the necessary skills and knowledge to effectively identify and address trafficking. Several NGOs emphasized that staff rotation leads to poorer capacity, as trained staff move to different locations and positions not involved with trafficking. Additionally, every embassy and organization raised that social work is still underdeveloped in Vietnam, and there are very few provincial social workers and staff with social-work responsibilities or training in trauma, psychology and trauma-informed care.

The staff that are trained in methods and skills in technical issues like mental health are often in management, and the direct service providers still lack knowledge and expertise as there has only been some limited and small-scale training for frontline workers on victim support organized by NGOs. Police and Border Guards do not receive regular or formal training on mental health to understand trauma and basic skills in how to work with victims, although they have been included in some NGO training activities. The few facilities offering mental-health services are primarily in Hanoi and mostly through NGOs. There is no comprehensive model for mental-health support and the number of psychologists who can support survivors is very limited. Among the international NGOs, one provides rescue and initial support with limited psychological support, and one focuses on trauma-informed care but works with women affected by violence more often than trafficking. One government department stated that there are no services for providing mental-health support to victims when they are received at the border or at the community level.

Poor mental and physical health, stigma, and bureaucratic procedures hinder reintegration, but provincial departments, such as the police and DOLISA do not have the practice of collaborating with NGOs and rarely refer victims to international or national NGOs, even when those services are fully-funded and they often have greater capacity and more qualified staff. Both the UN and NGOs reported that shelters had been closed, and services were reduced, due to the lack of government referrals.

2.1.3. PREVENTION

As none of the organizations interviewed work with MIC, which is the ministry responsible for national awareness raising, no relevant experience was raised in this analysis. One embassy, however, stated that the government has the resources to effectively inform the general population on trafficking. It was recognized that the information provided is very general and is focused on women in the mountainous and ethnic-minority areas. The hotline highlighted that communication activities and raising public awareness have not been executed properly and gave the example that only two percent of identified victims know about the hotline service even though it is included in national awareness raising. Two UN agencies raised that prevention activities do not include labor exploitation and forced labor, and do not engage recruitment agencies and companies to prevent these types of trafficking.

One NGO had initially introduced home visits and livelihood activities as a component of reintegration services for victims, but changed the purpose of the livelihoods activities to preventing trafficking and re-trafficking. According to NGO projects working with the government, similar livelihoods activities by the government offices are for the purpose of poverty alleviation and not the prevention of trafficking.

2.2. INITIATIVES AND INTERNATIONAL, CIVIL SOCIETY AND PRIVATE SECTOR INVOLVEMENT

In addition to the government's response, initiatives of NGOs, UN agencies, and embassies are being funded and implemented on advocacy for policy development, building capacity, and service delivery. (See Annex II for further details of the implementation of organizations and initiatives.)

It was determined through the interviews that the approaches of the stakeholders are different based on their function and purpose of the organization. The embassies have been active in advocacy and policy development with central-government ministries and bilateral partnerships. Since 2006, when the UN initiated the One UN pilot in direct partnership with the government, the role of UN Agencies has been strategic advocacy for policy development and trialing specific provincial models which can be used for national expansion. According to Vietnamese regulations, international NGOs are required to implement projects with Vietnamese partners, and all of the NGOs working on counter trafficking partnered with provincial DOLISAs or MOLISA. Some international NGOs also partner with the Women's Union and national NGOs for community-based activities. All respondents stated that both central and provincial levels require multiple layers of approval, and that it takes time to build trust and relationships for government partners to understand intentions, objectives, and activities.

Central-level partnerships are essential to policy development and national implementation, and embassies, UN agencies, and NGOs have worked with ministries on policy development and capacity building. All respondents raised that challenges with central-level partnerships have included an unwillingness to assess or consider a broader, relevant perspective on trafficking, such as including forced labor and internal trafficking, trafficking of Vietnamese outside of Vietnam, other forms of trafficking, and using the definition of trafficking stated in the Palermo Protocol. Other challenges mentioned in the interviews included central-level partners being overly bureaucratic and inaccessible, the lack of capacity, and inconsistent approaches and terms.

One government department emphasized the important role that provinces have and that their active participation is critical in developing and implementing government policies and provinces where the People's Committee is active have demonstrated positive outcomes. NGOs mostly partner with provincial DOLISA and Women's Unions and all respondents in the analysis raised that working at the provincial level is more productive and supportive than central-level initiatives.

The initiatives of organizations and embassies have been both broad-based at the central level and targeted at the provincial level and primarily fall into the categories of policy, protection, prevention, prosecution, and capacity building.

The initiatives of the private sector were not brought up by many organizations. Two UN agencies highlighted the need to include recruitment agencies and companies when asked about the private sector, as the lack of capacity and knowledge of these companies can lead to recruiting migrants into trafficking. Additionally, their procedures of fees and deposits can greatly increase vulnerability. While some recruitment agencies are complicit in the act of trafficking, many are not informed about the law and situation.

One UN agency stated that many companies and brands do not want to publicly announce activities on counter trafficking, and their work with private-sector partners is not made open to the public. There are some activities, and one example is with the Fair Labor Association and brands like Adidas, Puma and New Balance to carry out a joint mapping study of the natural rubber supply chain in Vietnam. One NGO works with factories and companies on protecting brands in addition to training company staff and workers. Some of these companies include Abercrombie and Fitch, Walmart, Crocs, Biti's, and MGF Sourcing.

2.2.1. POLICY

All of the stakeholders interviewed in the analysis are involved in policy development, with the embassies and UN agencies more involved with direct dialogue and activities with the central level government and with NGOs providing experience and technical support. The different approaches and partnerships are summarized in the chart below:

Type of Organizations	Partnerships and nature of work	Activities	Cooperation and Partnerships
Embassies	Advocacy and policy development	Bilateral discussions Review of policy Technical assistance	Central government - MOLISA, MPS, MOFA
UN agencies	Advocacy and support in policy development Assessing and providing input of specific laws, legislations and policy	Project support on policy development - child protection, social work Review of laws and legislation - Decree 09, trafficking law Consultation with government and stakeholders on policy Workshops on policy review and revisions	Central government - MOLISA, MPS Mass organizations - Women's Union
International NGOs	Evidence-based policy development	Assessments of services Reports of quality and capacity Input on policy	Central government - MOLISA, MPS

The embassies, UN agencies, and NGOs involved in policy development are all currently supporting the government in the process to revise the law on trafficking as the current law was passed in 2011. After ten years of implementation, MPS submitted to the government to review the implementation of the law and to develop a new one. UN, embassy, and NGO priorities for supporting this process include achieving stronger alignment with the Palermo Protocol, and supporting ministries with evidence and experience to support the law and sub-laws on victim identification and support. One NGO intends to conduct an assessment of victim support to provide general policy recommendations for the law.

Both embassies are active in policy dialogue with their government counterparts. Since the One UN model was piloted in Vietnam, the UN partners with central-level government to advocate for policy change and support in policy development, and all of the UN agencies interviewed in the analysis had a focus on advocacy and supporting policy related to the law, various legislation, and national programs.

During the past year, several embassies, UN agencies and NGOs were involved in assessing Decree 09, which included policy on victim support and assistance. Policy input and recommendations were also provided during the process of revising the Law on Contract-Based Overseas Workers, which improves protection for Vietnamese migrant workers.

2.2.2. PROTECTION – IDENTIFICATION AND SERVICES

Protection approaches are focused on reintegration and assistance and are summarized in the chart below:

Type of Organizations	Partnerships and nature of work	Activities	Partnerships and cooperation
Embassies	Fund NGO activities at the provincial level Monitor projects	Bilateral discussions Review of policy Technical assistance	International NGOs
UN agencies	Fund government, UN and NGO activities at the provincial level Monitor projects	Technical assistance	Central government (MOLISA), provincial government (DOLISA), international NGOS
International NGOs	Establish agreements and partnerships at provincial level Build capacity Provide technical input Monitor projects Provide services	Legal aid, counselling, case management, home visits, economic empowerment, vocational training	Provincial government (DOLISA), international and national NGOs
National NGOs	Currently no national NGOs are involved in protection services, but have capacity for counselling and other services	Counselling	Communities

The international NGOs working on protection largely work in northern, mountainous provinces near China, such as Quang Ninh, Haiphong, Ha Giang, Lao Cai, and Dien Bien and also in the central provinces of Nghe An, Ha Tinh and Quang Binh. (These provinces are the same as the northern and central provinces highlighted on the map seen in Figure 1.) Of eight international NGOs, all but one have partnerships with provincial DOLISAs, or MOLISA, on aspects of protection, such as strengthening the role of social workers and counsellors, developing alternative livelihoods, and establishing a national hotline. All of the interviewees emphasized the lack of social-work skills, and the need for raising the voice of exploited and traumatized persons, and several NGOs are strengthening social-work skills for frontline workers, which include health and DOLISA staff, Women’s Union collaborators, and police officers. Several NGOs provide direct services, or support DOLISA’s services, to operate centers and shelters for women where they can receive counselling, vocational training and accommodations while starting new jobs, and several NGOs are developing alternative livelihood schemes to support reintegration and prevent re-trafficking.

One NGO partners with MPS to provide support to facilitate the rescue of victims and then provides additional protection services with legal aid and psycho-social support. Although protection

includes both the identification process and the provision of services to support victims, no organizations reported they had a role in identification except in advocacy.

Of the two national NGOs met during the analysis, both have focused largely on counselling and mental health, but currently do not have funding for services. One is a group of psychologists and mental-health professionals who have been active in grant-funded projects on trauma-informed care, self-help groups and capacity building, but continue to operate by offering counselling on a fee-for-service basis. Another has provided counselling for victims of trafficking, violence, and other trauma, but has also been active in community-based, participatory activities to improve knowledge and skills on protection.

2.2.3. PREVENTION

Most organizations support prevention activities in their larger program and projects using the approaches as follows:

Type of Organizations	Partnerships and nature of work	Activities	Partnerships and cooperation
Embassies	Fund UN and NGO activities at the provincial level Monitor projects		International NGOS, UN
UN agencies	Fund government and NGO livelihoods, communications, events and other activities at the provincial level Monitor projects	Province - Celebrity events, outreach, school activities, leaflets, contests	Central government (MOLISA, WU), provincial government (DOLISA, WU), International NGOS
International NGOs	Establish agreements and partnerships at provincial level Build capacity Provide technical input Monitor projects Provide services	Central - Films, leaflets, content Province - Celebrity events, outreach, school activities, leaflets, contests, livelihoods, early warning, home visits Factories - Training workers and staff	Provincial government (DOLISA, WU), international and national NGOS
National NGOs	Implement community-based activities funded by donors/NGOs Provide services	Drama, theatre	Communities, international NGOs, government partners

The international and national NGOs interviewed during the analysis reported activities at the community-level to raise awareness and three NGOs specifically target ethnic-minority and mountainous areas. All provide information through various channels, such as radio, leaflets, posters, and signboards, and some supported video clips and an animated film. Some NGOs reported participatory activities such as contests and performances.

Awareness-raising efforts are being directed largely toward youth, as it is recognized that most trafficking occurs with youth looking for employment and income, but some activities conducted in markets, bus stations and factories reached broader populations and age groups. NGOs with established relationships at the provincial level included activities in schools, and one initiated a community-based early-warning system where community leaders and authorities were trained to identify at-risk youth and families. One NGO's community activities included developing livelihood models and vocational training to reduce the need for migration, and another trained migrant

women to be peers in their community and explore local economic opportunities to reduce forced labor risks. One NGO focuses on factory-based training and awareness-raising to improve the knowledge of trafficking and forced labor to migrant workers. It is also using a mobile app for migrants to calculate the costs of migration to make informed decisions and is using the social-network app Zalo to provide a hotline for migration information and trafficking support.

One national NGO was recently an implementing partner with an international NGO in a community-theatre activity on increasing knowledge and awareness of criminal justice and human trafficking.

The UN is using its central-level partnership with government to integrate trafficking communications into the child-protection system and at schools, and conducting research on migrant youth in the Mekong Delta and on the fishing industry so that prevention can be more evidence-based. One UN agency is implementing activities in five provinces with a variety of events and activities on raising awareness. These include increasing awareness of unsafe migration and alternatives to migration by having celebrities involved in sports activities and events, arranging job fairs and livelihood support, and organizing outreach in communities and at schools.

2.2.4. PROSECUTION

The analysis did not include prosecution, but the UN agencies raised that their training activities included building capacity at the central level with two agencies training judges and prosecutors at the Supreme People’s Court and Supreme People’s Procuracy on trafficking prosecution. One NGO and one regional project also provide training for law-enforcement officials and on strengthening the judicial response to human trafficking. Some of the approaches related to prosecution are as follows:

Type of Organizations	Partnerships and nature of work	Activities	Partnerships and cooperation
Embassies	Fund NGO activities at the provincial level Monitor projects	Bilateral discussions. Review of policy. Technical assistance.	International NGOs
UN agencies	Fund government and NGO capacity-building activities at the provincial level Monitor projects	Training judges and prosecutors.	Central government (SPC, SPP), provincial government
International NGOs	Establish agreements and partnerships at provincial level Build capacity Provide technical input Monitor projects Provide services	Training law-enforcement agencies - officers and staff. Raising community awareness.	Central government (MPS), provincial government
National NGOs	Implement community-based drama activities funded by donors/NGOs Provide services	Community theatre	Communities

2.2.5. BUILDING CAPACITY

The capacity of government officials, provincial authorities, and district and community staff is a priority raised by all stakeholders interviewed in the analysis as knowledge, skills, and experience affect the national response at all levels. Capacity needs identified through the analysis include the following:

Level	Agency/office	Capacity needs
Central level officials	Ministerial officials Department leadership Department officers and staff	Understanding and use of consistent definitions based on international conventions. Collection and purpose of data. Adapting national approach according to evidence. Recognizing the value and benefits of coordination.
Provincial government and staff	People's Committee leadership Department office leaders Administrative and training staff	Understanding trafficking and the situation in the province. Recognizing why victims need support and services provided through a coordinated referral network with trained staff. Recognizing the importance of trauma and mental health, physical health, household environment and family involvement in services and support.
Community and frontline workers	Social workers Health workers Teachers Police Labor inspectors Border Guards	Knowledge and skills in victim-centered services, protection, technical skills, trauma. Basic social-work services.

Capacity at all levels of provinces, districts, and communes is limited, despite NGOs including training activities in all initiatives. NGOs state that lack of capacity continues largely due to lack of provincial commitment, rotation, turnover, and retirement.

All of the international and national NGOs interviewed in the analysis have included various aspects of capacity building in their counter-trafficking activities. Training activities for provincial and community DOLISA and Women’s Union staff are a component of each of the NGO’s programs, and all include aspects of counselling and trauma, social work, and the provision of frontline support. Most capacity-building is through training workshops, but on-the-job training and mentoring are also used. Two NGOs have developed training curriculum for wider use and expanding capacity through TOT methods and two NGOs used online training and webinars to continue training during COVID restrictions.

Two UN agencies are training provincial authorities in preventing unsafe migration and trafficking and improving provincial inter-agency coordination. One has included trafficking into the child-protection program and with MPS on recognizing trafficking of children.

2.2.5. COLLABORATION AND PARTNERSHIP

Most NGOs report some level of collaboration in the implementation of activities. Examples included sharing awareness-raising materials and joint training. Some NGOs trained the staff of other NGOs in specific technical areas, such as trauma-informed care. In a review of a national policy on victim assistance, one organization included the experience of victims by collaborating with NGOs that provided direct support to victims. There is an informal referral network related to counselling, with some organizations referring cases to others when they need more specialized support. Some NGOs have partnerships and networks in other countries and regions to facilitate the return of victims, to share experience, or to provide online counselling to Vietnamese victims in other countries.

The CTN is the only counter-trafficking information-sharing and coordination mechanism. Co-chaired by UNDP and IOM, all of the UN agencies, international NGOs and embassies interviewed in the analysis regularly attend the quarterly CTN meetings. The CTN has focused on being a venue

for sharing experience and activities and includes guest presentations by the government on specific issues, such as the new NPA, the review and revision of the law on trafficking, and the revised migrant-worker law. The CTN has been discussing establishing sub-groups to provide more discussion and action on key topics and issues such as policy, reintegration, and partnership.

GAPS AND CONCLUSIONS

The conclusions and gaps section responds to the guiding question ‘where are the key gaps in programming at present, and why do they persist?’ The conclusions and gaps reflect the knowledge from literature presented in the desk review, and the experience raised by organizations in the interviews.

Based on the stakeholder interviews, the government has not demonstrated strong commitment in countering trafficking as they continue to use the same basic NPA content and the same approach since the first NPA in 2004. The current NPA demonstrates less cohesive national guidance and achievements will depend on the commitment of each of the ministries to establish relevant and detailed plans, and for provinces to address the issue and allocate adequate funds. This approach of each ministry and province establishing their own priorities and strategy is being established despite that one of the major challenges raised by government and other stakeholders, is the lack of coordination and communications in the implementation of the NPA.

Similarly, the initiatives of the UN and NGOs have also been limited in scope and design with only several provinces reached and without comprehensive activities. Most UN agencies are incorporating trafficking into other initiatives of social work, child protection, border management, or labor, and one agency is implementing a project that is specifically focused on migration and trafficking to the UK. NGOs also have a narrow focus with some including trafficking in their work on trauma or community development, or have initiated the initial stages of a model with one province.

The national response or initiatives by other stakeholders (government, NGO, donor) cannot be considered comprehensive. The national response is focused on targeted provinces and on women trafficked to China, and NGOs work in targeted districts in the same geographical areas and with largely the same populations. Due to the lack of data and NPA monitoring, programs, projects and activities of all stakeholders, including government, UN agencies, and NGOs, are not designed based on evidence, and continues to omit internal and labor-related trafficking, and populations such as men. NGOs acknowledge they do not use the NPA as a basis for their programming.

The current environment is particularly suitable for donor support and the active involvement of the international community. As one embassy summarized, ‘without outside assistance with international standards, the government’s trafficking effort will go back to the traditional approach,’ which has been women in areas along the borders being deceived and trafficked to China.

One weakness of the government response is that the emphasis on law enforcement and criminal justice is greater than the victim identification process and reintegration mechanisms, and the needs of victims is not placed at the forefront of the response. Some findings in the interviews and the desk review demonstrate where the needs of victims are not the primary consideration of the government response include the following:

- The needs being addressed by programs and projects do not include a comprehensive interpretation of the trafficking situation, as there is a lack of active screening for victims, including at border gates, at healthcare, labor, and legal aid centers, on boats suspected of illegal and unregulated fishing, upon entry of foreign workers or re-entry of Vietnamese migrant workers, and during inspections of enterprises, including suspected of facilitating sex work.
- The response is selective in defining the acts, means, and purpose of trafficking, and not recognizing the abuse of power and vulnerability that are often used by traffickers.
- The needs of many victims are not met as men, victims of forced labor, or internal trafficking, as well as LGBTQ and disabled victims, are not identified as victims and reintegration and legal assistance are only provided to victims from poor households.

- Trafficking that occurs overseas is not recognized due to a victim’s initial consent to leave the country.
- Services are provided in selected provinces, and only support victims if they return to their homes, even if their families may have been involved in their trafficking or there may be other household factors, like violence, that led to unsafe migration and trafficking.

The lack of coordination between government ministries and departments responsible for the government response and the continuing lack of capacity of authorities to recognize trafficking and enforce laws and of service providers to deliver relevant and appropriate services continues to affect the overall response.

Although provinces have a major role in the implementation of the national response, many do not include human trafficking in their provincial services or budget, have limited interagency cooperation, and staff at all levels lack capacity on all aspects of human trafficking.

Gaps and conclusions that affect the implementation based on the 3Ps framework, and cross-cutting issues, are as follows:

Prevention: The government’s approach to prevention has been primarily focused on informing populations with the purpose of raising awareness. Through this, large numbers of people are reached by broadly disseminating information to the general public, and specifically to communities in priority provinces, with information on the laws of trafficking and methods used by traffickers. NGOs and UN agencies also include prevention activities with their partners at the provincial level or supporting specific central-level initiatives, but gaps in prevention continue to include the following:

- Information and communications are not based on data of knowledge, attitudes, practices, and behavior, and are not directed towards changing behavior and building skills for protection and critical thinking and only two NGOs and one UN agency have conducted any preliminary knowledge and behavior studies.
- The mass media and community activities of the Women’s Union do not address many types of trafficking, as they are not designed to reach men, labor migrants, or communities outside of priority provinces.
- Despite high mobile-phone and internet usage, mobile apps and internet are scarcely used in prevention.
- The education sector has not included human trafficking into the curriculum, and teachers are not trained in reaching youth on countering trafficking. The NPA allows for schools to include human trafficking into extra-curricular activities, but there is no national approach.
- NGOs and UN agencies use mass media, theater, drama, contents, animated film, to reach targeted areas in specific provinces, and also include home visits and community-based early-warning systems, as well as developing alternative livelihoods as prevention efforts, but these initiatives remain at a small scale and there is no national expansion.
- There are no reported evaluations of prevention activities, but organizations recognize that no one method or channel is effective, and a variety of activities are necessary to reach targeted audiences.

Protection: Protection in the government response includes victim identification and assistance in return and reintegration. The implementation of protection support continues to have gaps, such as the following:

- Although the courts and MPS have databases, there is no national database or national mechanism to ensure a continuum of care or support coordination.

- With the majority of victims identified by neighboring countries and returning through official channels, victims who are internally trafficked, self-returns, and victims trafficked into Vietnam, are rarely identified. Similarly, victims trafficked in migration programs and using smugglers, or leaving Vietnam voluntarily are not included. Men and boys, therefore, are rarely identified as victims or provided support.
- Some victims are not eligible for support as they are not officially identified, their household has not been classified as poor, or they did not return to their home province, and many victims are not identified, especially related to labor and migration, which makes them particularly vulnerable to being trafficked again.
- Provincial protection services, such as health care, counselling, vocational training, and increased economic opportunities are limited and there is a lack of trained social workers, or frontline workers with basic social work skills, to advocate on behalf of victims, and to monitor their support services and reintegration progress.
- Identifying priority provinces further complicates meeting the needs of victims, as many return to provinces that have not received funding and lack capacity to provide adequate and appropriate support. The lack of national capacity is one primary reason a national hotline for child protection was expanded to include counselling and providing relevant information.
- Identification and protection support for foreign victims in Vietnam is not clearly defined. Foreigners trafficked into Vietnam are included in the NPA in reference to coordination between the Vietnamese agencies and law enforcement forces and relevant organizations of other countries, primarily for the return of the victims.
- Most NGOs activities are focused on reintegration services at the provincial level, which is in response to the major gaps related to capacity of providers and services to victims.
- Despite being more community-based, initiatives of NGOs and UN agencies have not broadened the scope of trafficking and provide support to additional populations, such as internal and labor-related, LGBTQ, and disabled victims.

Prosecution: Detection, investigation, and prosecution are a primary focus with trafficking response placed under the central Steering Committee on Crime Prevention and Control. Although the analysis focused on prevention and prosecution, some conclusions on gaps include the following:

- Investigations and prosecutions are dependent on the effectiveness of the identification mechanism.
- Laws and legislation use inconsistent definitions and courts require evidence of transfer a person to be considered trafficking, which makes providing evidence and prosecuting traffickers difficult.
- Vietnamese investigators face several challenges in collecting physical evidence and verifying accounts of victims, especially in cases of internal trafficking or in international trafficking where the process relies on the cooperation of foreign authorities.

Policy: The law on trafficking, the criminal code, and the NPAs are comprehensive in scope and cover the fundamental range of trafficking approaches, including prevention, protection, and prosecution. The Office of the Government, various ministries, and provinces have passed various decrees, decisions, and circulars on law enforcement, identification, protection support, and prevention of trafficking.

Some gaps related to policy include the following:

- There is a lack of clarity on the terms and definitions used in laws and legislation, that lead to inadequate victim identification and support.

- The 2018 Criminal Code does not fully adopt the definition or principles of trafficking set out in ACTIP and the Palermo Protocol, which has created several challenges to the investigation, prosecution and adjudication of trafficking cases and has contributed to the decrease in number of cases, suspects and victims identified from 2018-2020.
- There is a lack of cohesion between various legislation, especially as one statute may refer to an outdated or revised statute, where definitions and policies have changed and terms used further complicate enforcement, such as requiring the transferring a victim in addition to the acts of recruiting, transporting, or harboring, having the age of majority as persons below 18 years old, and that consent, and nullifying consent, are not properly specified in legal documents.

Cooperation and partnership: Partnership and international cooperation in the NPA refers to agreements and participation in international instruments, such as the Palermo Protocol and ACTIP, and the ASEAN Plan of Action and other regional commitments. Vietnam also emphasizes bilateral arrangements and has agreements with countries sharing borders, including China and Cambodia, as well as with countries where trafficking and unsafe migration have been identified, like the UK. In the tasks and solutions section of the current NPA (2021-2025) the overall objective includes mobilizing resources from different agencies, social organizations, enterprises, international organizations, non-governmental organizations, and individuals for trafficking prevention and victim assistance. In terms of partnership, gaps identified include:

- The NPA focuses largely on law enforcement for the primary consideration of international partnership and cooperation.
- There is limited partnership with civil society to include victims in strengthening services or developing policy.
- National, and international, NGOS have no specified role in complementing the government's national effort, and the only working group on trafficking does not include active involvement of the government.
- The CTN has established a strong foundation for collaboration and information sharing and has active participation of the NGOs and UN agencies. There is a history of focused sub-groups within working groups that have achieved concrete outcomes in Vietnam, and the CTN is well placed to initiate sub-groups on protection and reintegration, prevention, policy, and other issues.

Resources (financial and human) and sustainability: Through desk review, interviews and government reports assessing the implementation of the NPA, inadequate funds for activities and services were emphasized by each sector and province related to prevention activities, protection support, and management. Knowledge and capacity of staff and authorities have affected implementation at all levels and some of these gaps include the following:

- Adequate funding sources have not been identified and most of the support for victims is allocated through provincial funds which requires residency and include priorities on poverty.
- Many provinces do not recognize trafficking as a provincial issue or assess the scope of trafficking adequately to allocate sufficient funds.
- There is no central mechanism to provide reintegration support for victims who are not supported by provincial funds.
- Many authorities and staff have limited knowledge on trafficking and the needs of victims, despite training and capacity-building initiatives. Funding for capacity building activities have not been allocated equally across all provinces, staff are transferred frequently, training

methods vary considerably, and training content has not been detailed on such issues as protection and labor.

- Prior capacity-building efforts have not resulted in systemic change. UN agencies and NGOs have been conducting provincial and community level training workshops and capacity-building activities since before the first NPA in 2004, and many of the capacity needs remain the same. An example is social work, which was raised by every respondent in the interviews. Although social-work skills have been identified as a major gap in necessary skills, this is despite that social work was made a priority in a national UN-VN initiative in 2010 to have social work degrees in universities and to establish the social-work profession within the government system.
- Efforts have not been sustained. Examples raised in interviews include that none of the shelters established during the first (2004-2010) NPA period are still operating, and only two of nine provinces that had established social-work centers have operating centers.

RECOMMENDATIONS

The purpose of this situational analysis report has been to assess the human-trafficking situation and landscape and identify gaps to support future programming. Given the conclusions of gaps and challenges from the desk review and interview findings, the following are recommendations for consideration to strengthen effective counter-trafficking programming:

Prevention:

- Support and implementation of prevention approaches and activities should be based on comprehensive data of knowledge, attitudes, practices, and behavior of potential victims and migrants and families and communities, and should be designed to reduce risk through behavior change using participatory approaches and digital technology.
- Safe migration and trafficking, as well as life skills, should be introduced into the primary and secondary school curricula.

Protection

- All provinces, even those not considered as high-prevalence or priority provinces, should be supported to have an active trafficking committee, preparedness plan, and referral network to ensure support.
- Support and implementation of reintegration and victim assistance activities should be based on the needs of all victims (including self-returns, internal, and others) identified through community screening, comprehensive data collection, and active input from victims.
- Community-based authorities and staff (DOLISA, health, education, Women's Union, Youth Union) should be supported to have an active role in detecting victims of trafficking and supporting them in the victim identification and assistance process and activities such as screening and home visits should be included.
- Victim assistance support should recognize that the impact of trafficking can be profound and victims may suffer from physical, mental, emotional and financial harm which affect their needs. Victim assistance should be based on victim needs and be focused on recovery and preventing re-trafficking, and not on other criteria
- Pilot models for return and reintegration, such as micro-credit schemes, self-help groups, and counselling, should be assessed and expanded nationally when effective.
- Capacity building and training of human trafficking and basic social-work skills should include staff of all provinces even if apparent numbers of identified victims seem low.
- As an alternative to providing repeated training to provincial staff, all provinces should be supported to have core trainers, and a training plan and schedule, to regularly provide on-going training to relevant staff and newly-arrived staff, including teachers, health staff, and social workers.
- Programs and projects should be based on data, and documented evidence designed for advocacy and national expansion, so that commitment and sustainability can be incorporated into the design.

Policy

- National policy and program development should be influenced by evidence and effective practices demonstrated at the provincial level.

- Program results, especially in protection services and support, should demonstrate challenges in policy definitions, and be used to advocate for policy coherence with the Palermo Protocol and ACTIP.

Coordination and partnership

- Coordination and partnership among the UN, NGO and international community should be strengthened with clear and concrete outcomes that can be used for demonstrations and concerted advocacy.

SUPPORT FOR USAID PROGRAMMING DESIGN

The ‘Situational Analysis of Countering Trafficking in Persons Activities in Vietnam’ scope of work included two components: 1) a Situation Analysis and 2) Support for USAID Programming Design. The guiding questions for supporting program design include the following:

In light of the situational analysis, where could USAID have the greatest impact on TIP, though both existing and new programming?

- What could be delivered with a new funding envelope of approximately \$1 million per year over the next five years?
- What could be delivered with further additional resources?

Based on the gaps and challenges raised in the analysis, the following are three suggested programming considerations for USAID:

I. EVIDENCE-BASED PROVINCIAL MODEL FOR NATIONAL EXPANSION

Need

Although there is a plan of action at the national level, the implementation of the response is primarily the responsibility of the provinces. Provinces are generally only aware of selected victims who are detected and identified by MPS and Border Guards, and who return to their home communities as identified victims. Provincial governments do not know the actual situation in their province as they do not actively detect or identify victims in their communities. This prevents them from providing appropriate services or building relevant capacity, and they are not able to contribute to the national evidence-base or response. Many provinces also lack capacity on implementing laws and legislation, managing a counter-trafficking response, and providing relevant services.

Purpose

To strengthen the national human-trafficking knowledge-base and response by providing a demonstration model based on evidence and effective methods. The provincial model would demonstrate the importance of identifying all forms of trafficking rather than only specific types or acts, and recognizing the need for coordination, referral, and effective services that are designed to reach all victims. The project will gain evidence on various forms of trafficking, such as internal trafficking, trafficking related to forced and exploitative labor, foreign victims, men, and children, and identify relevant services and capacity-building methods. By collecting data and experience, and developing appropriate program and policy responses, the province model will provide evidence in national dialogue. The project will strengthen structures and build provincial capacity on provincial implementation of laws and agreements, as well as community and frontline skills and methods to support victims.

Scope

One province that is not a border province and has many determinants of vulnerability, but has not been designated a priority province or received national or donor attention. The province should have industrial zones or numerous factories, hospitality and entertainment services (restaurants, massage, karaoke, bars), urban areas attracting rural migrant workers and have a variety of different livelihoods that are related to trafficking vulnerability. Possible provinces may include Bac Giang (north), Danang (central), Binh Duong (south).

Target groups and populations

Government officials, authorities, staff who work with youth, laborer’s, and sex workers, as well as various target communities and locations (workers, sex workers, restaurant staff, women in markets, bus stations, labor recruitment sites...)

Partner organization

Implementing partners: NGO with partnerships with MOLISA and experience in the selected province, or a similar environment, with influence to be able to successfully introduce new definitions and approaches, and establish new methods of screening and reporting.

Counterparts: Provincial government (People's Committee and departments)

Potential activities

- Support quarterly/monthly provincial committee meetings including all departments with responsibilities in the NPA (which also includes health, education, and agriculture).
- Build committee capacity and collaborative-team environment.
- Establish provincial strategy and plan with priorities.
- Build sectoral capacity (DOLISA, WU, health, education, police)
- Initiate screening mechanism in identified locations – factories, entertainment, hospitals, schools, markets, gatekeepers, consolidate data from screening for planning.
- Conduct training on trafficking, services, referral networks and social work at all levels of the province.
- Future (beyond year 1) activities:
 - Continued active and expanded screening.
 - Train provincial authorities on government legislation (or trafficking, labor, and migrant workers) and relevant international conventions such as the Palermo Protocol and ACTIP
 - Develop relevant social-work and trauma-care skills
 - Establish social-work positions and roles
 - Initiate a community detection and response (early-warning) system
 - Provide crisis care and reintegration support to trafficked persons.
 - Include internal and labor-related trafficking into trafficking investigations and prosecutions and documenting precedents for prosecuting traffickers.

2. SECTOR APPROACH

Need

There are some sectors that tend to generate greater vulnerability to trafficking, but that vulnerability is not recognized by the government or the stakeholders involved in the sector. There are various determinants of vulnerability that start with the individual, and their family and community, and continue through social networks, recruitment, and in the workplace, but there are no concerted sector-wide efforts to reduce them. Support to victims is limited, or non-existent, and there is a lack of coordination in prevention and support. Depending on the sector, both women and men are affected, but in sectors like construction and fisheries, men are likely victims but are under-reported, which results in a lack of initiatives and support.

Purpose

Establish a model project in a specific province with a targeted sector that covers a full range of activities, from job-seeking behavior, recruitment and job placement, workplace capacity and

awareness, screening, detection, rescue, identification, database maintenance, and reintegration support.

Scope

Sectors considered most vulnerable, such as fishery, construction, and hospitality. The fishery sector may have the most potential, as the fishing industry was introduced into the fourth NPA and MARD was included primarily because of fishing. The UN is doing a study on the fishing industry, and there may be more concrete opportunities to address recruitment and work-place environments than other sectors that are more diverse. The province could be in the central or southern regions and may be able to actively engage the private sector involved in the fishing industry. Possible provinces may include Quang Nam (central), Khanh Hoa (south) or Ca Mau (south).

Target Populations

People (youth, men) working in the selected industry (such as fishing), recruiters, companies, and authorities.

Partner organization

NGOs with experience working in the community and in trafficking, have an understanding of how the provincial system works, and have policy advocacy capability. Experience with DOLISA and MARD, and preferably in fisheries sector.

Counterparts

Provincial People's Committee, Provincial departments – DOLISA, DARD

Potential activities (using fishing as an example):

- Build capacity for provincial staff to screen and identify victims in the community, illustrating and refining definitions and practices that are not in alignment with international conventions or Vietnamese law.
- Strengthen social-work skills of social workers and community-level staff, so that men are directly targeted with specific, relevant support.
- Create peer education and peer-driven alternative opportunities.
- Develop communications targeting men and families.
- Conduct training with recruiters.
- Develop a reporting and dissemination mechanism for exploitative companies.
- Develop a provincial referral network to support TIP victims, targeting the sector. The network could then be expanded to include other type of trafficking should the model is proven successful.
- Advocate for provincial input into the national database of victims includes the sector, which could then be shared among different agencies.

3. STRENGTHENING THE NATIONAL KNOWLEDGE BASE AND PROVIDING EVIDENCE FOR PROGRAMMING THROUGH A NATIONAL KAP STUDY

Need

There are no national data on trafficking and the only knowledge on the trafficking situation is based on the identification mechanism, which is very limited in scope and depth. Studies have shown men and women nationally may be equally affected by trafficking, and NGOs have reported internal trafficking. Trafficking due to forced labor has been reported globally, but has not been assessed in Vietnam. Considerable internal migration and an expanding industrial sector, however, creates the

environment for forced labor. Victims identified in the Middle East and Europe are not identified or supported when they return to Vietnam. Foreigners are trafficked into and through Vietnam, but are not identified. As the government does not collect data on different types of trafficking, and continues to focus on women in provinces along the borders, national data and the understanding of the actual human trafficking situation remains inadequate, and national programs and legislation reflect that lack of knowledge.

Purpose

Conduct a national knowledge, attitudes, and practices study to support policy development and the national response with relevant and appropriate projects that more-accurately target specific audiences and behaviors for prevention, effectively provides community-based activities, and supports advocacy using data that represents the scope and nature of trafficking.

Scope

National – Six provinces (northern, central, southern, rural, mountainous, peri-urban, industrial): Wide coverage with targeted locations such as factories, karaoke, villages, schools, markets, bus and train stations, vocational-training centers, construction sites, worker housing

Populations

Youth, family and parents, community members, employers, teachers, social workers, trainers, health staff, police

Partner organization

Organizations with extensive experience in research methodologies and working with partners on using appropriate methodologies correctly, and experience conducting large-scale research in Vietnam. (Examples may include CARE, RMIT, Social Impact, CCHIP, ISDS,)

Counterparts

A large-scale organization with national scope (such as GSO, VASS, MOLISA, university) For relevant results, the study partner would need to be able to have approval and support nationally, or in approximately six provinces. The implementing partner will need to be able to access people in communities and work-places through Provincial Peoples Committees, DOLISAs, Women's Unions and to be able to reach people anonymously without relying on official data, residency, census participation and be open to different methodologies to reach 'hidden' and hard-to-reach populations, such as respondent-driven sampling.

Potential activities

- Identify a research institution with relevant experience
- Collect data in selected provinces
- Conduct national workshops and dialogue on results
- Publish and disseminate results

The recommendations for programming options include one additional activity that is recommend to complement any of the three above options and be included to support USAID's presence in human trafficking in Vietnam and to strengthen cooperative action as follows:

DELIVERING A COORDINATED RESPONSE THROUGH COORDINATION, COOPERATION, AND NETWORKING

Need

The UN agencies and NGOs working on counter trafficking have recognized that various aspects of the national response continue to have weaknesses and UN and NGO action has been limited and fragmented. A counter-trafficking network has been established and is facilitated by IOM and UNDP, and the quarterly meetings are attended by UN agencies, NGOs, and embassies, but the structure of the network has focused on informing participants on activities and not on coordinated and collective activities or outcomes.

Purpose

Discussions and joint activities of subgroups of the CTN will improve coordinated efforts and achieve specific outcomes that will lead to focused advocacy and policy development.

Scope

CTN members and organizations involved in counter trafficking efforts.

Target populations

UN, INGOs, National NGOs, Embassies, Individuals,

Partner organization

Organizations with extensive experience in facilitating collaboration and joint programming (preferably the same recipient of the project activities)

Potential activities

- Support a secretariat (staff and materials) and the facilitation of focused sub-groups meetings
- Conduct collective activities of the CTN and sub-groups
- Document results and lessons
- Organize workshops with government to disseminate results

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ANNEX II: CURRENT INITIATIVES

Organization	Approach (3Ps, Research, Coordination)	Experience related to trafficking	Specific Programs/Projects	Funding Modality	Location
Embassies/Delegations					
Australian Embassy	Policy	Monitoring support to ASEAN for ACTIP		Monitors DFAT regional funding to ASEAN-ACT in Vietnam	No geographical focus
EU	Policy	Support to NGOs/joint activities with MOLISA on awareness raising and communications. Formulating new program strategy for upcoming 7 years, where migration and anti-trafficking is a focus		Funds NGOs	No geographical focus
German Embassy	Policy	Recognizing visa fraud and over-staying			No geographical focus
UK Embassy	Prevention, Protection, Prosecution, Policy	Continue supporting law enforcement, Border Guards, and other agencies on the exchange of evidence, information and joint opportunities, human trafficking and investigation training, and also focus on returning migrants in 2021 with more work in reintegration Training on law enforcement		Monitors UK Home Office funds to IOM, World Vision, British Council, Blue Dragon	Central level, provincial level (Quang Ninh, Haiphong, Nghe An, Ha Tinh, Quang Binh)

Organization	Approach (3Ps, Research, Coordination)	Experience related to trafficking	Specific Programs/Projects	Funding Modality	Location
		for Vietnamese border guards. E-learning anti human trafficking package Supporting UK law enforcement police and other agencies and Viet Nam's MPS			
US Embassy	Policy, Protection, Prosecution	Policy, prevention, protection, prosecution		Will monitor J/TIP funding to organizations - 2021 call for proposals on implementing legislation at the provincial level, partnerships between government and NGOs, victim identification (particularly domestic trafficking,) and with ensuring victim-centered, trauma-informed care	Location not determined
		Support for training for judges and prosecutors on TIP and update the training materials, and support legal perform effort in conducting research on labor market.		Monitoring funds to UNDP (INL) for training judges and prosecutors Monitoring IOM (INL) for training to border guards Monitoring 2022 J/TIP funds	Central level

Organization	Approach (3Ps, Research, Coordination)	Experience related to trafficking	Specific Programs/Projects	Funding Modality	Location
Bilateral Donor Agencies/Cooperation Development Organizations					
JICA	Prevention, Protection	Support MOLISA for the trialing and expanding regional and national hotline	Support the implementation of the Project for Strengthening the Operation of Hotline for Counseling and Supporting Trafficked Survivors	Funds icon.inc for project implementation	Central level - MOLISA Ha Giang, Danang, An Giang
USAID	Protection	Social work, trauma-informed and rights-centered approaches capacity building; working on building relations with MOLISA, related work with sex workers	Supporting MOLISA (through FHI 36) in social work, trauma-informed and rights-centered approaches capacity building; working on building relations with MOLISA	Funds FHI360	Central level - MOLISA
UN					
IOM	Protection, Prevention, Prosecution, Policy	Policy development and support. Capacity building. Community and school outreach, communications events, materials, TV, contests. Migrant resource and one-stop centers. Support for returning victims and migrants.	Tackling Modern Slavery in Vietnam (TMSV) - overall management and prevention OSSO - support to women related Building capacity of border guards	Recipient of funds from UK Home Office Recipient of funds from KOICA Recipient of funds from INL	Quang Ninh, Haiphong, Nghe An, Ha Tinh, Quang Binh Can Tho, Haiphong National

Organization	Approach (3Ps, Research, Coordination)	Experience related to trafficking	Specific Programs/Projects	Funding Modality	Location
ILO	Policy	Labour migration, forced labor, Convention Concerning Forced or Compulsory Labour	Fair international recruitment against slavery and trafficking (FIRST) Triangle	Recipient of funds from U.S. Department of State, through the Global Fund to End Modern Slavery (GFEMS), co-financing provided by the IOM Development Fund	Central level
UNDP	Prosecution, policy, research	Led UN-ACT (now finished regional program), supported government with COMMIT involvement, capacity building	Capacity building for the Supreme People's Procuracy (SPP) and Supreme People's Court (SPC), amendment of the TIP law, research on trafficking situation in garment and fishing sector, finalization of NRM, and support to the COMMIT Process. UN-ACT (now finished)	Recipient of funds from US INL	Central level
UNICEF	Policy, Research, Prevention, Protection	Development of social work, cooperating with MOLISA, MOH and MOET. Raising awareness on child protection and cyber security. Support to CWD shelter and social work shelters			Central level

Organization	Approach (3Ps, Research, Coordination)	Experience related to trafficking	Specific Programs/Projects	Funding Modality	Location
UNODC	Policy	Focusing on legal and policy development, support Vietnamese government, especially MOLISA in implementation of NPA on human trafficking and victim support. Capacity building for criminal justice officials			Central level
UN Women	Policy	Women and labor migration, local capacity building on trauma and trafficking	Safe and Fair (regional project safe migration women)		Central level
NGOs/Firms					
Alliance Anti Traffic (AAT)	Prevention, Protection	Training women on trafficking and labor		Sponsorship, donations, various donors	HCMC
American Bar Association (ABA)	Prosecution	Training judges and lawyers		Grants, INL	National
Blue Dragon	Prevention, Protection, Prosecution	Training, capacity building, shelter, rescue. Legal assistance. Counselling. Review and provide input on laws and legislation. Sharing reports on victim profiles and traffickers based on	Project X - support with psychological counselling, meals, safe accommodation, personal supplies, health checks, and life skills Safe and Sound - supports children and adults (trafficked or at risk) to access essential	Recipient of grants and donations from a variety of sources including EMPower, Global Fund to End Modern Slavery, NOREC, UN Trust Fund for Victims of Human Trafficking, U.S. Department of State, as well as foundations and corporate donors	Hanoi, Hue, Dien Bien, Ha Giang

Organization	Approach (3Ps, Research, Coordination)	Experience related to trafficking	Specific Programs/Projects	Funding Modality	Location
			services and builds resilient communities		
British Council	Prevention, Prosecution	Law, prosecution, training	Tackling Modern Slavery in Vietnam (TMSV) - Prosecution	Recipient of UK Home Office TMSV funds (with IOM)	Quang Ninh, Haiphong, Nghe An, Ha Tinh, Quang Binh
CSAGA	Prevention, Protection	Counselling, drama, community activities	Implementing partner with British Council on TMSV	Recipient of British Council TMSV funds	Quang Ninh, Haiphong, Nghe An, Ha Tinh, Quang Binh
FHI 360		Social work training, work with MOLISA, support to sex workers	Social work training, work with MOLISA	Recipient of USAID funds	Central level
Free the Slaves	Protection	Support for livelihoods			Hanoi (partnership with local organization)
Hagar International	Prevention, Protection	Trauma, case management, psychologists, capacity building, peer groups	The Whole Journey Building capacity of duty bearers and beneficiaries to improve access to services for women and children survivors of intimate partner violence and non-partner sexual violence and change community's attitude	Various donors UN Women funded 'building capacity' project included trafficking as one form of violence	Yen Bai, Nghe An

Organization	Approach (3Ps, Research, Coordination)	Experience related to trafficking	Specific Programs/Projects	Funding Modality	Location
			and behavior towards violence against women		
Hope For Justice	Assessing role in VN (May-Sept 2021)				
Hope Unending	Prevention, Protection	Training, capacity building, shelter	House of Hope PAC (Prevention, Awareness and Capacity Building) Program	Donations, various donors	HCMC
icons Inc	Prevention, Protection	Support for hotline to include trafficking prevention and protection support. Work with MOLISA. Project ending 2021.	Project for Strengthening the Operation of Hotline for Counseling and Supporting Trafficked Survivors	Recipient of funds from JICA	Central-level. Provincial (with national coverage) - An Giang, Danang, Ha Giang
Pacific Links	Prevention, Protection	Shelter support to MOLISA - An Giang, Lao Cai - compassion house in Lao Cai. Youth empowerment. Women empowerment capacity.	Protection RISE - returnee support Compassion House - Center and support for victims CaRes - capacity building for responders Prevention		Lao Cai, Quang Ninh, Da Nang, Tien Giang and partnerships in several border and disadvantaged provinces or districts with large numbers of workers in the central and southern regions

Organization	Approach (3Ps, Research, Coordination)	Experience related to trafficking	Specific Programs/Projects	Funding Modality	Location
			<p>Action to Prevent Trafficking Award</p> <p>FACT - Factory awareness</p> <p>GLOW - Improving skills at factories</p> <p>EMMI - Economic empowerment</p> <p>PAXU - Migrant worker information</p> <p>GEMS - School-based and scholarships</p>		and provinces in the South
REACH	Protection	Vocational training in hospitality where victims can participate		Recipient of funds from NGOs (Plan International) and through a social-enterprise	Hanoi
Samaritan's Purse	Prevention	Trafficking included in project activities			Project sites in Lao Cai, Lai Chau
SHARE	Protection	Mental health, trauma, counselling - self-help groups			
World Vision	Prevention, Protection	Livelihoods, home visits, information	Tackling Modern Slavery in Vietnam (TMSV) - Protection (Return and Reintegration)	Recipient of UK Home Office TMSV funds (with IOM)	Quang Ninh, Haiphong, Nghe An, Ha Tinh, Quang Binh, Dien Bien

Organization	Approach (3Ps, Research, Coordination)	Experience related to trafficking	Specific Programs/Projects	Funding Modality	Location
Government and Mass Organizations					
MARD	Prevention, Policy	Prevent trafficking in rural development and fisheries - new to 2021 NPA			National
Ministry of Culture, Sports and Tourism	Prevention, Policy	Incorporating counter-trafficking legal dissemination and communication in art, cultural, sports and tourism activities			National
MOD	Protection, Prosecution, Policy	Victim reception, identification, prevention, detection			National (along border areas)
Ministry of Health	Protection, Policy	MOH was added to the 2021 NPA to provide guidance and support. Health insurance for victims was included in 2020			National
MIC	Prevention, Policy	Mass media and communications in NPA			National
Ministry of Justice	Policy	Reviewing and enhancing the legal system; monitoring the implementation of policies and laws related to trafficking in persons			National

Organization	Approach (3Ps, Research, Coordination)	Experience related to trafficking	Specific Programs/Projects	Funding Modality	Location
Ministry of Education and Training	Prevention, Policy	Information on trafficking in extra-curricular activities in schools			National
MOFA	Policy	Supporting embassies overseas and victims awaiting verification. Contact point for international commitments and conventions. Capacity of labor officials and diplomats.			National
MOLISA	Protection, Policy	Return and Reintegration, National Hotline			National
MPS	Prosecution, Policy	Victim reception, identification, investigation, prevention, detection at border areas. Lead of NPA			National
Supreme People's Court and Supreme People's Procuracy	Prosecution, Policy	Collaborating with ministries and agencies, providing guidance to local judicial agencies, strengthening the investigation, prosecution and adjudication of trafficking and related crimes			National
Women's Union	Prevention, Protection	Communications activities. Shelter to support victims			National (for events), selected provinces for

Organization	Approach (3Ps, Research, Coordination)	Experience related to trafficking	Specific Programs/Projects	Funding Modality	Location
					communications activities
Regional					
ASEAN-ACT		Support to ASEAN for ACTIP/LEAs			ASEAN
IOM		Partnership with private sector	CREST	Recipient of funds from the Regional Development Cooperation Section, Embassy of Sweden	Regional (based in HCMC - includes Bangladesh, Hongkong, Malaysia, Philippines, Thailand, Vietnam

United States Agency for International Development
Hanoi, Vietnam

