

Country Name	Project for Strengthening the Operation of Hotline for Counseling and Supporting Trafficked Survivors
Socialist Republic of Viet Nam	

I. Project Outline

Background	<p>Trafficking in persons (TIP) became a serious issue in Viet Nam. The number of victims showed an increasing trend year by year, highlighting the need for greater efforts in prevention and victim support. In response to this situation, JICA implemented the “Project for the Establishment of an Anti-Trafficking in Persons Hotline” (2012–2016) (hereinafter referred to as the “preceding phase”). The preceding phase aimed to prevent trafficking and support victims by setting up an anti-trafficking function and integrating it into the existing child helplines¹ in Hanoi, An Giang Province, and Ha Giang Province, thereby establishing an operational framework for the Anti-TIP Hotline. However, as the form of TIP became increasingly complex, there was a growing need to further strengthen collaboration with relevant institutions and enhance regional call centers (RCCs).</p>										
Objectives of the Project	<p>Through strengthening cooperation between relevant agencies at the central and provincial levels, operationalizing Anti-TIP Hotline in RCCs in Hanoi, An Giang province and Da Nang city, and raising public awareness of Anti-TIP Hotline nationwide, the project aims at strengthening the Anti-TIP Hotline operation at the regional level, thereby contributing to the promotion of appropriate referral of TIP survivors and risk individuals at the regional level.</p> <ol style="list-style-type: none"> 1. Overall Goal: Appropriate referral of TIP survivors and risk individuals is promoted at the regional level 2. Project Purpose: Anti-TIP Hotline operation is strengthened at the regional level 										
Activities of the Project	<ol style="list-style-type: none"> 1. Project Site: RCCs in Hanoi, An Giang province and Da Nang city, and Nationwide Viet Nam 2. Main Activities: Strengthening referral / information sharing systems through cooperation between relevant agencies at the central and provincial levels, operationalizing Anti-TIP Hotline in RCCs, and raising public awareness of Anti-TIP Hotline nationwide 3. Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Vietnamese Side</td> </tr> <tr> <td>1) Experts: 4 persons</td> <td>1) Staff Allocated: 23 persons</td> </tr> <tr> <td>2) Equipment: Equipment necessary for operating the Anti-TIP Hotline (telephones, servers, etc.)</td> <td>2) Facilities: Provision of project office space and facilities of the RCCs</td> </tr> <tr> <td>3) Local Cost: Costs for implementing project activities</td> <td>3) Local Cost: Costs for the operation of the Anti-TIP Hotline</td> </tr> </table> 			Japanese Side	Vietnamese Side	1) Experts: 4 persons	1) Staff Allocated: 23 persons	2) Equipment: Equipment necessary for operating the Anti-TIP Hotline (telephones, servers, etc.)	2) Facilities: Provision of project office space and facilities of the RCCs	3) Local Cost: Costs for implementing project activities	3) Local Cost: Costs for the operation of the Anti-TIP Hotline
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Project Period	(ex-ante) November 2017 – October 2020 (36 months) (actual) 19 November 2018 – 18 March 2022 (40 months)	Project Cost (Japanese side only)	(ex-ante) 294 million yen (actual) 275 million yen								
Implementing Agency	Department of Child Affairs (DCA ²), Ministry of Labour, Invalids and Social Affairs (MOLISA)										
Cooperation Agency in Japan	ICONS Inc. and INGÉROSEC Corporation										

II. Result of the Evaluation

<Constraints on Evaluation>

- The achievement level of Indicator 2 of the Overall Goal could not be assessed quantitatively, as no satisfaction survey has been conducted since the project completion.

1 Relevance/Coherence
<p>[Relevance]</p> <p><Consistency with the Development Policy of Viet Nam at the Time of Ex-Ante Evaluation></p> <p>The project was consistent with the development policy of Viet Nam at the time of ex-ante evaluation. The <i>Third National Plan of Action on Counter Human Trafficking</i> (NPA) (2016–2020) outlined five key objectives: (1) awareness-raising for TIP prevention, (2) TIP prevention, (3) survivor assistance, identification, and protection, (4) monitoring and development of TIP-related laws and policies, and (5) international cooperation. The Plan also emphasized the integration of TIP measures into socio-economic development plans, the establishment of an inter-ministerial coordination framework, and the promotion of various awareness-raising initiatives.</p> <p><Consistency with the Development Needs of Viet Nam at the Time of Ex-Ante Evaluation></p> <p>The project was consistent with the development needs of Viet Nam at the time of ex-ante evaluation. TIP became a serious issue in Viet Nam, highlighting the need for greater efforts in prevention and survivor support. Between 2006 and 2015, a total of 3,186 TIP victims were identified in Viet Nam (920 men and 2,266 women), with 1,253 detected cases and 3,510 perpetrators. Moreover, the form of TIP became increasingly complex, there was a growing need to further strengthen collaboration with relevant institutions and enhance RCCs.</p> <p><Appropriateness of Project Design/Approach></p> <p>The project design/approach was appropriate. No problem attributed to the project design/approach was confirmed.</p> <p><Evaluation Result></p>

¹ The Anti-TIP Hotline 111 was integrated into the pre-existing Child Helpline 111, resulting in a single hotline with two functions.

² Under the government restructuring in 2025, the DCA merged with other department of the Ministry of Health (MOH) became the Administration of Maternal and Children Affairs (AMCA), and the hotline is under AMCA authority.

In light of the above, the relevance of the project is ③³.

[Coherence]

<Consistency with Japan’s ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with Japan’s ODA policy to Viet Nam at the time of ex-ante evaluation. The Government of Japan signed the Palermo Protocol in 2000. Accordingly, it established the Inter-Ministerial Liaison Committee Combat Trafficking in Persons and formulated the *Action Plan to Combat Trafficking in Persons* in 2004, thereby promoting comprehensive, government-wide measures to address the issue. The Action Plan was revised every five years, and in the *Action Plan to Combat Trafficking in Persons 2014*, the Government of Japan stated its intention to “provide supports to Southeast Asian countries through ODA in such fields as education about TIP, care for survivors, improvement of vocational ability, and improvement of law enforcement ability.”

<Collaboration/Coordination with JICA’s Other Interventions>

The collaboration/coordination between the project and the “Project on Capacity Development on Assisting Victims of Trafficking in the Greater Mekong Sub-Regional Countries” (CM4TIP) (2015-2019) of JICA was planned at the time of ex-ante evaluation and was implemented, and the positive effects expected were confirmed at the time of ex-post evaluation. The stakeholders of the project participated in the 9th Mekong Regional Workshop, held by the support of CM4TIP in Bangkok in 2019, where they shared the experiences related to anti-TIP policies and activities in Viet Nam. These information sharing efforts contributed to highlighting the need for coordination among countries and networks to address specific cases effectively. Moreover, the project supported project officials and project stakeholders in participating in JICA’s Knowledge Co-Creation Program (KCCP), “Promotion of Networking among ASEAN Countries on Anti-Trafficking in Persons”, which was organized by the Office for Gender Equality and Poverty Reduction and held at JICA Tokyo from 2010 to 2021. Through KCCP, project experiences were shared with members of other participants and institutions working on Anti-TIP in the neighboring countries, thereby contributing to the enhancement of cross-border collaboration.

<Cooperation with other institutions/ Coordination with International Framework>

The cooperation/coordination with other donors, including NGOs, was planned at the time of ex-ante evaluation and implemented as planned, and the positive effects were confirmed at the time of ex-post evaluation. The communication materials on the hotline developed through the project were utilized by relevant agencies, international organizations, and NGOs for awareness-raising activities at the commune level. The project also collaborated with the United Nations Office on Drugs and Crime (UNODC) and the International Organization for Migration (IOM) to co-organize workshops for the revision of Decree No. 09⁴, and continuously contributed by sharing experiences in inter-agency coordination to the discussions on the National Referral Mechanism, which were led by the United Nations Action for Cooperation Against Trafficking in Persons (UN-ACT). Furthermore, the project engaged in information exchange with the project of “Human Trafficking Prevention for Women and Girls in Dien Bien Province” (2020-2021), which was implemented by World Vision Japan under the Grant Assistance for Japanese NGO Projects scheme funded by the Embassy of Japan in Viet Nam. These information sharing efforts contributed to strengthening collaboration with organizations involved in Anti-TIP activities.

<Evaluation Result>

In light of the above, the coherence of the project is ③.

[Evaluation Result of Relevance/Coherence]

In the light above, the relevance/coherence of the project is ③.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the Time of Project Completion>

At the time of project completion, the Project Purpose was mostly achieved as planned. The Anti-TIP Hotline was reflected in the NPA (2021-2025) and the final draft of the revised Decree No. 09 (Indicator 1). The total number of TIP-related calls received by three RCCs reached 3,808 in 2021, representing 84% of the target (Indicator 2). The number of referrals made by RCCs to relevant agencies in 2021 totaled 35, which was 38% of the target (Indicator 3). According to the Project Completion Report (PCR), the under achievement of Indicator 3 in 2020 and 2021 was largely attributable to the impact of the COVID-19 pandemic as well as a general downward trend in TIP cases.

<Continuation Status of Project Effects at the Time of Ex-Post Evaluation>

By the time of ex-post evaluation, the project effects have been continued. The *Law No. 53/2024/QH15*, which came into effect on July 1, 2025, formally incorporates the institutional framework for the hotline—covering the reception, handling, and referral of reports—and legally establishes the hotline as part of the national system (Indicator 1). The number of TIP-related calls in the three RCCs declined in 2022 and 2023, but showed a slight increase in 2024. The sluggish growth observed in recent years was partly attributable to insufficient funding, which has hindered the effective implementation of communication activities related to the hotline in previous years (Indicator 2). The total number of referrals made by the three RCCs amounted to 77 in 2023 and 64 in 2024, which was higher than the levels during the project implementation period (59 in 2020 and 35 in 2021), suggesting a certain degree of continuity in the project effects (Indicator 3).

<Status of Achievement of the Overall Goal at the Time of Ex-Post Evaluation>

At the time of ex-post evaluation, the Overall Goal has been mostly achieved as planned. The cumulative number of TIP survivors and at-risk individuals referred by the three RCCs was 73 in 2024 against the target of 100 (Indicator 1). The satisfaction level of relevant agencies receiving referrals from the RCCs could not be verified quantitatively, as no satisfaction survey has been conducted since the project completion. However, according to the counsellors’ self-assessments monitored through the software system, the performance was

³ ④: very high, ③: high, ②: moderately low, ①: low

⁴ The *Decree Stipulating in Detail a Number of Articles of the Anti-Human Trafficking Law* (Decree No. 09/2013/ND-CP) described specific measures to support TIP victims.

rated as “good,” and so far, no complaints have been received through the hotline regarding counseling, information provision, or referrals for the rescue and support of TIP survivors (Indicator 2).

<Other Impacts at the Time of Ex-Post Evaluation>

Due to the large number of female survivors, most of the counsellors at the Anti-TIP Hotline are women. Through this project, many female staff received training to enhance their legal knowledge and counselling skills, which is considered to have contributed to the empowerment of women.

No negative impacts on the natural environment have been observed.

<Evaluation Result>

In light of the above, the effectiveness/impact of the project is ③.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results	Source																																			
(Project Purpose) Anti-TIP Hotline operation is strengthened at the regional level.	Indicator 1 Anti-TIP Hotline is reflected in policy documents (national plan, policies, laws and regulations).	Status of the Achievement (Status of the Continuation): achieved as planned (continued and further developed) (Project Completion) The Anti-TIP Hotline was reflected in the NPA (2021-2025) and the final draft of the revised Decree No. 09. (Ex-Post Evaluation) The <i>Program on Human Trafficking Prevention and Combat during 2021–2025, with orientations toward 2030</i> (Prime Minister’s Decision No. 193/QD-TTG) includes provisions on receiving information, handling reports, and referring cases through Anti-TIP Hotline 111, thereby formally recognizing the hotline as an integral part of the national system. Furthermore, <i>Law No. 53/2024/QH15</i> , which came into effect from July 1, 2025, formally incorporates the institutional framework for the Anti-TIP Hotline—covering the reception, handling, and referral of reports—and legally establishes the hotline as part of the national system.	PCR, Administration of Maternal and Children Affairs (AMCA)																																			
	Indicator 2 The number of TIP related calls in each RCC reach 2,475 in Hanoi, 900 in Da Nang and 1,125 in An Giang in 2021 respectively.	Status of the Achievement (Status of the Continuation): mostly achieved as planned (partially continued) (Project Completion) In 2021, the number of TIP-related calls received by each RCC was as follows: 2,841 in Hanoi (achievement rate: 117%), 197 in Da Nang (achievement rate: 22%), and 770 in An Giang (achievement rate: 68%). According to the PCR, the low achievement rate in 2020 and 2021 was primarily attributable to the impact of the COVID-19 pandemic and the general declining trend in TIP cases. Overall, the achievement rate across the three RCCs was 84% against the total target. (Ex-Post Evaluation) The number of TIP-related calls in the three RCCs declined in 2022 and 2023, but showed a slight increase in 2024. The sluggish growth observed in recent years was partly attributable to insufficient funding, which has hindered the effective implementation of communication activities related to the hotline in previous years. Number of TIP-related Calls	PCR, AMCA																																			
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	<p>Indicator 3 The number of referrals from each RCC to relevant agencies in each province and city reach 51 in Hanoi, 18 in Da Nang and 23 in An Giang in 2021 respectively.</p>	<p>Status of the Achievement (Status of the Continuation): partially achieved (achieved and continued)</p> <p>(Project Completion) In 2021, the number of referrals from each RCC to relevant agencies reached 19 in Hanoi, 6 in Da Nang, and 10 in An Giang, respectively. The achievement rate against the total target values of the three RCCs was 38%. According to PCR, the under achievement in 2020 and 2021 was largely attributable to the impact of the COVID-19 pandemic as well as a general downward trend in TIP cases.</p> <p>(Ex-Post Evaluation) In 2022, the number of referrals increased to 105, primarily due to a series of trafficking cases involving teenagers being trafficked to Cambodia. Subsequently, the total number of referrals made by the three RCCs was 77 in 2023 and 64 in 2024.</p> <p>Number of Referrals from Each RCC to Relevant Agencies</p> <table border="1" data-bbox="576 593 1374 790"> <thead> <tr> <th></th> <th>Target 2021</th> <th>Actual 2020</th> <th>Actual 2021</th> <th>Actual 2022</th> <th>Actual 2023</th> <th>Actual 2024</th> </tr> </thead> <tbody> <tr> <td>Hanoi</td> <td>51</td> <td>37</td> <td>19</td> <td>58</td> <td>40</td> <td>27</td> </tr> <tr> <td>Da Nang</td> <td>18</td> <td>4</td> <td>6</td> <td>21</td> <td>11</td> <td>9</td> </tr> <tr> <td>An Giang</td> <td>23</td> <td>18</td> <td>10</td> <td>26</td> <td>26</td> <td>28</td> </tr> <tr> <td>Total</td> <td>92</td> <td>59</td> <td>35</td> <td>105</td> <td>77</td> <td>64</td> </tr> </tbody> </table>		Target 2021	Actual 2020	Actual 2021	Actual 2022	Actual 2023	Actual 2024	Hanoi	51	37	19	58	40	27	Da Nang	18	4	6	21	11	9	An Giang	23	18	10	26	26	28	Total	92	59	35	105	77	64	PCR, AMCA
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<p>(Overall Goal) Appropriate referral of TIP survivors and risk individuals is promoted at the regional level.</p>	<p>Indicator 1 The number of TIP survivors and risk individuals referred to relevant agencies reach 100 in 2024.</p>	<p>Status of the Achievement: mostly achieved as planned</p> <p>(Ex-Post Evaluation) The cumulative number of TIP survivors and at-risk individuals referred by the three RCCs was 73 in 2024. The high figure in 2022, as noted in Project Purpose Indicator 3, was due to a series of trafficking cases involving teenagers trafficked to Cambodia.</p> <p>Cumulative Number of TIP Survivors and Risk Individuals Referred to Relevant Agencies</p> <table border="1" data-bbox="576 1115 1374 1227"> <thead> <tr> <th></th> <th>Target 2024</th> <th>Actual 2022</th> <th>Actual 2023</th> <th>Actual 2024</th> </tr> </thead> <tbody> <tr> <td>Cumulative Total</td> <td>100</td> <td>160</td> <td>81</td> <td>73</td> </tr> </tbody> </table>		Target 2024	Actual 2022	Actual 2023	Actual 2024	Cumulative Total	100	160	81	73	AMCA																									
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	<p>Indicator 2 80% of reviewers rate “Good” in satisfaction level of relevant agencies which receive referrals from RCCs.</p>	<p>Status of the Achievement: mostly achieved as planned</p> <p>(Ex-Post Evaluation) Since the project completion, no satisfaction survey has been conducted. However, the monitoring and evaluation of reports related to human trafficking have been entirely carried out by the call center counsellors, including the receipt of calls, transfer routes, and the recording of shifts within the software system. According to this system, the counsellors’ self-assessments were “good”, and so far, no complaints have been received through the hotline regarding counseling, information provision, or referrals for the rescue and support of TIP survivors.</p> <p>% of Reviewers Who Rated “Good”</p> <table border="1" data-bbox="576 1608 1374 1713"> <thead> <tr> <th>Target 2024</th> <th>Actual 2021</th> <th>Actual 2022</th> <th>Actual 2023</th> <th>Actual 2024</th> </tr> </thead> <tbody> <tr> <td>80%</td> <td>58.3%*</td> <td>N/A</td> <td>N/A</td> <td>N/A</td> </tr> </tbody> </table> <p>* Results of the Endline Survey in 2021</p>	Target 2024	Actual 2021	Actual 2022	Actual 2023	Actual 2024	80%	58.3%*	N/A	N/A	N/A	AMCA																									
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3 Efficiency

Both the project cost and the project period were within the plan (the ratios against the plan: 94 % and 100 %, respectively). Although there was a four-month delay in the project period, it was due to COVID-19, which is considered an external factor.

	Project Cost (Japanese side only, yen)	Project Period (months)
Plan (ex-ante)	294 million yen	36 months
Actual	275 million yen	40 months
Ratio (%)	94 %	111 % (100% considering the delay due to the external factor)

Outputs were produced as planned.

In the light above, the efficiency of the project is (4).

4 Sustainability

<Policy Aspect>

The revised *Law on Prevention and Combat of Human Trafficking (Law No. 53/2024/QH15)* and *Decree No. 162/2025/ND-CP regarding the implementation of the Law on Prevention and Combat of Human Trafficking* both came into effect on July 1, 2025. As a result, the Hotline was officially upgraded and recognized as the National Telephone Call Center for the Prevention and Combat of Human Trafficking. In addition, Prime Minister's *Decision No. 193/QĐ-TTĐ* dated February 9, 2021, approved the *Program on human trafficking prevention and combat during 2021–2025, with orientations toward 2030*, which serves as a national framework for promoting the prevention and combat of TIP in Viet Nam.

<Institutional/Organizational Aspect>

Following the government restructuring in 2025, the Anti-TIP Hotline is currently operated by the Center for Counseling and Communication Services, which is under AMCA of MOH. Both AMCA and the Center have received approval from the MOH regarding their functions, responsibilities, and organizational structures. Although there was a cross-ministerial organizational restructuring of jurisdiction, the Anti-TIP Hotline continues to operate normally in accordance with current regulations. The Social Work/Social Protection Centers under the Departments of Health serve as the main focal points for maintaining coordination with other agencies, such as the border guard, police, diplomatic agencies, international organizations, and NGOs.

No particular issues have been observed regarding the staffing of the Anti-TIP Hotline. In Hanoi (Central Call Center), 15 staff members work in a three-shift system, providing 24-hour service. In Da Nang (under the Da Nang Social Work Center, which is managed by the Da Nang Department of Health), 5 staff members, including 1 shift leader, work in two shifts per day, with the night shift handled by the Hanoi center. In An Giang (under the An Giang Provincial Children's Fund, which is managed by the An Giang Department of Health), 5 staff members, including 1 shift leader, also work in two shifts per day, with the night shift likewise handled by the Hanoi center.

<Technical Aspect>

The hotline counselors have been performing their duties appropriately through regular evaluations, training, and supervision. Newly appointed counselors also receive continuous support from shift leaders and supervisors, which has contributed to the improvement of their knowledge and skills. From 2022 to 2024, intensive training sessions for call center consultants were conducted with support from IOM. The *Operational Guidelines for Anti-TIP Hotline* revised in 2019 under the project continue to be used regularly.

<Financial Aspect>

The Anti-TIP Hotline has not received any allocation from the state budget to date. Due to the lack of funding, communication and awareness-raising activities about the Anti-TIP Hotline have been limited, leading to low public awareness and, consequently, which has affected the number of incoming calls to the Anti-TIP Hotline. With the enactment of *Law No. 53/2024* and *Decree No. 162/2025*, funding for the hotline—now officially upgraded to the National Telephone Call Center for the Prevention and Combat of Human Trafficking—is expected to be secured through the state budget.

<Environmental and Social Aspect>

No issue on environmental and social aspects has been observed, and it has not been necessary to take any countermeasures.

<Evaluation Result>

In light of the above, slight problems have been observed in terms of the financial aspect of the implementing agency. Therefore, the sustainability of the project effects is (3).

5 Summary of the Evaluation

The project mostly achieved the Project Purpose and the Overall Goal, as Anti-TIP Hotline operation has been strengthened and appropriate referral of TIP survivors and risk individuals has been promoted at the regional level. The sustainability of the project effects is considered high, as the operation of the Anti-TIP Hotline is now supported by a solid legal foundation through the revised law.

Considering all of the above points, the project is evaluated to be highly satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

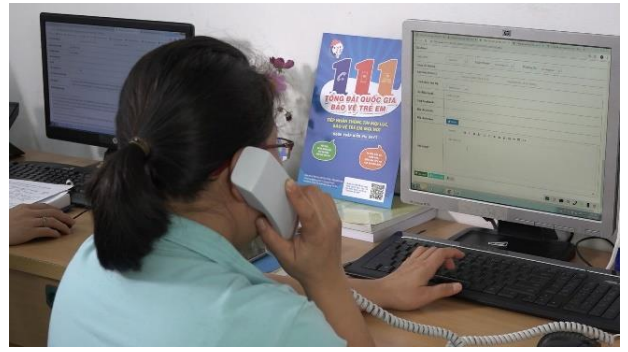
1. Communication activities to promote the Anti-TIP Hotline 111 should be further strengthened and coordinated with the focal agency, the Ministry of Public Security
2. Advocate to the ministry leadership for securing a separate budget line for the operation of the Anti-TIP Hotline.
3. Satisfactory assessment on the service of the Anti-TIP Hotline should be conducted by the outsider for measuring the quality of services and further improvement.

Lessons Learned for JICA:

Establishing a new function to the existing functioned hotline was a wise approach because we could utilize the available resources of the counterpart. It may take a certain time until the newly introduced function got the official status but this way of approach was worth.



The Anti TIP Hotline Center in Hanoi



A counselor is receiving a phone call on TIP related issue