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**Review of the implementation of the United Nations
Convention against Transnational Organized Crime and the
Protocols thereto: Protocol to Prevent, Suppress and Punish
Trafficking in Persons, Especially Women and Children**

**Preliminary results of the independent evaluation of the
United Nations Global Initiative to Fight Human
Trafficking (UN.GIFT)**

Note by the Secretariat

I. Introduction

1. This document is an abridged version of the preliminary evaluation of the United Nations Global Initiative to Fight Human Trafficking (UN.GIFT) conducted by Dalberg Global Development Advisors, an external evaluator, in collaboration with the Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC).
2. The evaluation was conducted in an independent, transparent, and participatory fashion, featuring an in-depth desk review of Project documents and publications, electronic surveys of several stakeholder groups, and over 70 interviews with Member States, UN.GIFT Steering Committee members, UN.GIFT and UNODC staff and management, NGOs, private sector partners, and international anti-human trafficking experts. In addition, the evaluation team triangulated findings with two in-country case studies — covering a regional conference in India and a Joint Programme in Serbia.
3. This preliminary evaluation report was created in anticipation of the Fifth Session of the Conference of the Parties to the United Nations Convention against Transnational Organized Crime (18-22 October, 2010). The final evaluation will be made available on UNODC's and UN.GIFT's websites in January 2011.

* CTOC/COP/2010/1.



4. Trafficking in persons (TIP) is one of the worst forms of human rights abuse, and one of the most brutal forms of crime. It is a multi-dimensional phenomenon affecting both adults and children and touching on nearly all countries of the world. Estimates of trafficked persons are controversial and vary widely depending on definition and methodology used, with over 800,000 people trafficked across borders annually (US Department of State, 2007), over 2.4 million victims of labour trafficking (ILO 2005), and up to 27 million people in modern slavery across the world (Bales 1999), with recognition of widespread under-reporting. Estimates on the profits from this illicit trade are at USD 32 billion annually (ILO 2005).

5. In 2000, the General Assembly adopted the Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children (“the Trafficking Protocol”), supplementing the United Nations Convention against Transnational Organized Crime (UNTOC). The Protocol laid the foundation for global action on trafficking in persons. However, while many organizations and Member States developed anti-trafficking programmes, a global spotlight on the issue and a globally coordinated approach remained elusive, with a lack of consensus on a baseline of global trafficking patterns and varying views among Member States and other stakeholders about the specific actions that should be taken to address the issue.

6. Recognizing these challenges, the Emirate of Abu Dhabi reached out to the UN Secretary-General in 2006 proposing an international conference on anti-trafficking. In subsequent discussions involving UNODC, as the custodian of the UNTOC and the Protocol, and a number of other stakeholders, the Government of Abu Dhabi committed USD 15 million to launching a global conference and broader global initiative to fight trafficking in persons. The project design was developed by the anti-human trafficking unit of UNODC (AHTMSU) and UN.GIFT was launched in March 2007 as UNODC Project GLOS83.

7. The original intent of UN.GIFT was to launch a global initiative to foster awareness, global commitment and action to counter human trafficking, initially centred on a global conference, as well as to create and strengthen support structures for victims of human trafficking. UNODC has since then managed UN.GIFT in cooperation with a Steering Committee comprised of the International Labour Organization (ILO); the International Organization for Migration (IOM); the UN Children's Fund (UNICEF); the Office of the High Commissioner for Human Rights (OHCHR); the Organization for Security and Co-operation in Europe (OSCE); and the donor government of Abu Dhabi.

8. As of June 30, 2010, the Project had spent USD 11.4 million with a committed budget of approximately USD 4.4 million remaining through December 31, 2010 including management costs and PSC.

9. There is important context to consider when evaluating this initiative. UN.GIFT attempted to achieve a very ambitious goal of creating a “global movement” to address this abhorrent crime. However, the approach for addressing this crime is quite complex, requiring coordination across multiple agencies and disciplines. Furthermore, UN.GIFT’s multi-agency structure, involving both UN agencies and non-UN global (IOM) and regional (OSCE) bodies, is novel and unprecedented within the setting of UNODC. There are only very few examples of global inter-agency structures within the UN system, with UNAIDS as a prominent

example. It is also generally acknowledged that achieving consensus and implementing a coordinated and innovative agenda within the constraints of the UN system are very challenging tasks and often take multiple years of evolution and learning before an effective working relationship is achieved.

10. In light of this context, this preliminary evaluation finds that UN.GIFT has filled an important gap as a platform for facilitating inter-agency cooperation in anti-human trafficking (AHT) efforts at the global level, within and outside the UN system.

11. Furthermore, the Project has made important contributions towards raising awareness among global decision makers, the funding, production, and dissemination of knowledge and capacity-building tools, and the broadening of the anti-trafficking coalition, including partnerships with select private and civil society organizations. The Project's contributions and relevance have been recognized by multiple UN resolutions and its role was highlighted in the Global Plan of Action to Combat Trafficking in Persons (GPA), adopted by the General Assembly on 30 July 2010 and launched on 31 August, 2010.

12. After an initially challenging period, the governance and management of UN.GIFT have substantially improved. In response to strong interest of Member States, UN.GIFT management invested significant time and resources in increasing the level of consultation. The Project was also responsive to Member State guidance by re-focusing its activities on capacity-building after 2008. There is now greater role clarity among Steering Committee members and their participation has evolved from a largely advisory function at the inception of UN.GIFT to more equitable, coordinated joint oversight of UN.GIFT's strategy, resource allocation, and activities. The experiences of UN.GIFT also point to important lessons learned about the investments — both in terms of budget and staff time — that are required to develop an effective infrastructure for facilitating coordination and ensuring that important follow-through activities occur.

13. Based on these findings, the preliminary evaluation recommends the continuation of certain aspects of UN.GIFT with renewed funding to build on existing investments and relationships and help the Project continue to fill a vital role as a platform for technical inter-agency AHT cooperation — a conclusion that is in line with the views of most consulted stakeholders.

14. Nonetheless, substantial lessons will need to be incorporated into any subsequent Project phases. UN.GIFT is still at a nascent stage of promoting global awareness and coordinated action. Progress to date on the objectives of strengthening victim support structures and resource mobilization, despite some accomplishments and increasing investment, has been relatively limited. A number of governance and management challenges continue to be an issue and will need to be addressed. In terms of long-term impact, many of the Project's objectives were defined too broadly and featured few baselines and metrics to establish impact conclusively. There is also little clear evidence for sustainability at this point, but improved inter-agency cooperation suggests potential for a more sustainable effort in the future.

15. The UN.GIFT Steering Committee, in close consultation with Member States and other key stakeholders, should ensure that the lessons of this evaluation are reflected in the Project's next phase by re-aligning the portfolio of activities to build

on UN.GIFT's strengths and key areas of need going forward. Additionally, UN.GIFT's governance structure and management approach should be revised, with improved abilities to engage with Member States, stronger Project autonomy, broader stakeholder participation, and increased transparency and metrics leading to greater accountability.

16. The summary matrix below provides an overview of evaluation findings and recommendations. More detailed information on Project background, evaluation methodology, and findings is provided in subsequent sections.

II. Summary matrix: Findings, Supporting Evidence, Recommendations

Findings: identified problems/issues	Supporting evidence/examples	Recommendations
A. RELEVANCE		
<p>1. UN.GIFT's overall role as a platform for technical AHT cooperation within and outside the UN has been highly relevant.</p>	<p>Stakeholder interviews, multiple UN resolutions (e.g., GA resolutions 58/137, 61/180, 63/194, 64/178), and the GPA (approved in GA resolution 64/293) suggest that inter-agency coordination on AHT efforts continues to be vital. Stakeholder consultations and research show that UN.GIFT has been the most active forum for inter-agency technical cooperation at the global level; the majority of consulted MS and SC members have expressed a preference that UN.GIFT continues to play this important role.</p>	<p>Pending MS consultation and donor funding, UN.GIFT SC and UNODC Senior Management should continue and renew the Project, leveraging its core strengths in order to meet the substantial ongoing need for technical cooperation in the field of AHT.</p>
<p>2. The relevance of individual activities has generally been high, especially with respect to building networks and facilitating partnerships at the global level and gathering and disseminating information. However, stakeholders have raised questions about the prioritization and geographic spread of activities. While recognizing that a recent shift to more regional and technical assistance spending has improved UN.GIFT's relevance to the needs of vulnerable populations and victims, spending and resource mobilization to facilitate support</p>	<p>The majority of expenditures (80 per cent) have been global rather than regionally focused, with an initial focus on awareness-raising and knowledge efforts. Stakeholders credit UN.GIFT for adding value at the global level through its work to strengthen networks and facilitate cooperation on technical projects (e.g., EGI tools and manuals).</p> <p>The post-2008 shift to capacity-building in line with MS guidance received strong approval from stakeholders. There is increasing demand from stakeholders at the regional and country levels for more localized forms of support. As of June 2010, expenditures on resource mobilization (including private</p>	<p>UN.GIFT SC should maintain its role in networking and technical inter-agency cooperation at the global level.</p> <p>In response to growing demand, UN.GIFT SC should increase the Project's level of inter-agency activity at the regional or country level where such inter-agency coordination efforts do not exist today. All of these activities should be guided by an in-depth needs assessment.</p>

Findings: identified problems/issues	Supporting evidence/examples	Recommendations
for victims have been limited.	partnerships) and the strengthening of victim support structures were less than 7 per cent of the total.	
<p>3. UN.GIFT's overlap with ICAT's coordination mandate remains a concern, though actual overlap with ICAT activities has been minimal due to ICAT's limited funding, infrequent meetings and different structure. The support for both ICAT and UN.GIFT in the GPA compounds the perception of overlap and highlights the need for greater clarity.</p>	<p>Interviews reveal a persisting lack of clarity on the division of roles between UN.GIFT and ICAT, with a perception of duplicate mandates. ICAT's inter-agency coordination mandate was formally established by MS resolutions (e.g., ECOSOC 2006/27, A/RES/61/180). UN.GIFT, in contrast, was originally defined by a UNODC project document, with inter-agency cooperation serving as only one of several underlying Project principles and objectives. ICAT has a de jure coordination mandate, but had limited funding and relatively infrequent (annual or biannual) meetings, combined with a broader 16-member composition. Stakeholders have, in contrast, recognized UN.GIFT as an active de facto global body engaged in inter-agency cooperation for technical AHT efforts.</p> <p>The GPA calls for strengthening of ICAT, while also urging UN entities to coordinate via both ICAT and UN.GIFT, without further clarification.</p>	<p>In the near term, UN.GIFT SC and MS should clarify UN.GIFT's role vis-à-vis ICAT and ensure that these entities can be of benefit to each other, e.g.:</p> <ul style="list-style-type: none"> • Clarify ICAT and UN.GIFT roles in next briefing or communiqué to the MS • Identify opportunities for synergy between ICAT and UN.GIFT <p>Given that UNODC is the host of both ICAT and UN.GIFT, UNODC Senior Management should immediately launch an assessment of ICAT. The assessment should consider options to maximize synergies between ICAT and UN.GIFT.</p>
B. EFFECTIVENESS		
<p>4. The UN.GIFT Secretariat in cooperation with SC members and other implementation partners has delivered a significant volume of activities, including many not specified in original project documents. 2010 initiatives are generally on track, though most of the Joint Programmes have not yet been launched.</p>	<p>Research confirms that 174 activities (including multi-year efforts) were completed or launched, including all activities in the original workplan aside from 5 cancelled in response to MS guidance; important activities like the Small Grants Facility and Joint Programmes are still in progress and will be reviewed in the final evaluation.</p>	<p>UN.GIFT SC should immediately continue to review the progress of ongoing efforts (e.g., Joint Programmes) and make provisions for funding or transitioning ownership of initiatives in case of Project termination or delays in renewal.</p>

Findings: identified problems/issues	Supporting evidence/examples	Recommendations
5. Overall, the quality of Project activities has been high, but the magnitude of these activities' contribution to progress on anti-human trafficking has been difficult to quantify.	Even though the results of most Project activities are difficult to measure without baselines and metrics, the evaluation was able to directionally assess the quality of completed activities based on extensive stakeholder interviews, surveys, and desk research.	UN.GIFT SC should continue its current agenda in terms of broad "output" areas, but deliver a much more focused and better targeted set of inter-agency activities, where UN.GIFT has demonstrated success to date or is well-positioned to do so with improved execution.
6. There is verifiable progress, particularly at the global level, on promoting multi-agency technical cooperation, awareness-raising for decision makers, broader engagement of civil society and private sector, and capacity-building through high-quality tools and manuals. There are, however, no clear links between these activities and increased political commitment at state level.	Stakeholders provided substantial positive feedback on conferences and other outreach to global decision makers as important pre-cursors to AHT cooperation; support was also evidenced by numerous UN resolutions on UN.GIFT. Interviews and surveys of civil society and private sector partners indicate an appreciation for having a neutral broker and a responsive partner within the UN system. Users also gave strong positive feedback on tools and manuals resulting from UN.GIFT activities.	Additionally, the SC should prioritize activities where impact is measurable and a clear need exists for cross-disciplinary, inter-agency efforts. UN.GIFT SC should develop a strategy that features both an agenda for global level inter-agency cooperation, and region-specific agendas tailored to specific needs where local coordination platforms do not exist today. The global agenda should feature:
7. UN.GIFT has contributed to public awareness-raising through its media and advocacy campaigns, but this contribution has proven difficult to quantify.	A variety of indicators (e.g., Google indices) suggest that public awareness of human trafficking has increased and that UN.GIFT's awareness-raising activities have had increasing reach, but existing baselines and indicators make it difficult to isolate or quantify the Project's impact on public awareness levels.	<ul style="list-style-type: none"> • Providing an ongoing forum for AHT inter-agency technical cooperation • Producing and disseminating multi-agency AHT knowledge products, including serving as a multi-stakeholder AHT knowledge hub
8. The UNODC/UN.GIFT Global Report was an important first step towards establishing a neutral global baseline on human trafficking data. However, several lessons should be incorporated in future reports to address stakeholder concerns about the consistency of analysis and ensure input from other AHT stakeholders. Other efforts by UN.GIFT to promote knowledge-sharing (e.g., Virtual Knowledge Hub) show promise	75 per cent of AHT stakeholders were aware of the UNODC/UN.GIFT Global Report, of which approximately 60 per cent found it useful or very useful. Stakeholders praised the report's objectivity, comprehensiveness, and the progress towards establishing a baseline that can be monitored over time. However, some criticized aspects of the report's analysis and reported dissatisfaction with the level of engagement of other UN.GIFT SC members and regional staff. The GPA calls for UNODC to lead the Global Report going forward,	<ul style="list-style-type: none"> • Facilitating engagement with civil society and private sector on AHT issues • Developing and disseminating multi-disciplinary inter-agency capacity-building tools and training programmes • Supporting awareness-raising campaigns, with emphasis on more targeted and measurable advocacy efforts • Fundraising for inter-agency technical cooperation projects, including the

Findings: identified problems/issues	Supporting evidence/examples	Recommendations
and have been well received.	<p>so the lessons learned on the report are meant to benefit future UNODC reports.</p> <p>Stakeholders also recognize the unique value of UN.GIFT as a forum for linking research to the needs of practitioners in AHT and facilitating multi-disciplinary knowledge sharing.</p>	<p>mobilization of resources for victim support and prevention structures</p> <p>UNODC should incorporate lessons learned on the Global Report into future biannual UNODC reports on TIP (per GPA), investing in a transparent data validation process that involves consultation with a broader range of AHT agencies and stakeholders (e.g., NGOs, UN field staff), including potentially utilizing the UN.GIFT SC as part of the data validation and peer review process.</p>
9. The least amount of progress to date has been made in the strengthening of victim support structures.	<p>Although strengthening of victim support structures has been one of the two immediate objectives in the original project document, this output area received less than 2 per cent of Project funding to date, with a planned overall budget for related activities of 6 per cent of the total. In spite of an increased focus on this output area in the more recent budget and activities of other output areas also contributing to the objective, expenditures on strengthening of victim support structures are still very low compared to other output areas.</p> <p>Notable completed activities have included a victim assistance translation MP3 tool and several study exchanges on victim support. The Small Grants Facility (USD 529k to be disbursed) and Joint Programmes, aimed in part at strengthening victim support, are in progress and will be assessed in the final evaluation.</p>	<p>UN.GIFT SC should review the results of the Small Grants Facility and ensure that lessons learned are conveyed to the management of the upcoming UN Voluntary Trust Fund for Victims of Trafficking in Persons, called for by the GPA, and currently being established by UNODC.</p> <p>UN.GIFT SC should also ensure that inter-agency technical assistance geared toward strengthening victim support structures is an integral component of global capacity-building activities and regional and national activities via Joint Programmes.</p>

Findings: identified problems/issues	Supporting evidence/examples	Recommendations
<p>10. Despite a notable amount of in kind contributions and accounting for the difficult financial environment, progress to date has been limited on the mobilization of resources for UN.GIFT and the broader anti-human trafficking agenda.</p>	<p>Fundraising efforts targeted a diverse array of private and public donors, though many fundraising events were cancelled early in the Project's life. USD 0.5 million were raised for the budget beyond the initial grant and USD 0.8 million raised by the Serbia JP team. In kind contributions, including co-financing, and direct investments into activities initiated by UN.GIFT totalled over USD 1.5 million, but have not been tracked systematically.</p>	<p>UN.GIFT SC should ensure that fundraising for inter-agency coordination and technical cooperation projects is an integral component of the Project's next phase with an explicit role for all SC members to participate in joint fundraising.</p> <p>UN.GIFT Secretariat should ensure that in kind contributions are tracked and reported in a consistent manner going forward.</p>
<p>11. UN.GIFT lacked a detailed strategic vision, long-term workplan, and impact metrics at its inception; this has affected overall effectiveness of the Project in its initial stages. Important improvements were enacted by the UN.GIFT Secretariat, including a more detailed 2009 UN.GIFT strategy document, but the new logical framework and workplan still have several shortcomings.</p>	<p>Stakeholders consider the absence of a detailed strategic vision and metrics in initial project documents as major contributors to a lack of prioritization and focus over the Project's first 12-18 months. Subsequent strategic plans (e.g., 2009 strategy approved by the SC) addressed many of these initial issues, but still feature few activity baselines and targets.</p>	<p>UN.GIFT SC should:</p> <ul style="list-style-type: none"> • Ensure a clear logical framework with distinct and well-defined activities for the next phase of the Project, including a comprehensive needs assessment and detailed and measurable impact and operational performance indicators • Invest resources into base-lining studies to ensure that all inter-agency activities can be properly evaluated and managed
C. EFFICIENCY		
<p>12. Stakeholders have raised questions about the cost effectiveness of UN.GIFT activities, particularly due to the significant expenditures related to the Vienna Forum. While the prioritization of activities remains an issue, the evaluation found that Vienna Forum costs were not inappropriately high for a high-profile and large-scale event with over 1600 participants.</p> <p>At the tactical level stakeholders have generally been highly complimentary of the responsiveness and efficiency of the UN.GIFT Secretariat team.</p>	<p>A majority of survey respondents judge UN.GIFT to be "not" or "only somewhat" cost effective, despite substantial positive feedback on the operational efficiency of the UN.GIFT Secretariat; cost-effectiveness of the Vienna Forum has been difficult to benchmark given its high profile and unique nature. However, activities have been completed in accordance with UN procurement rules and standard cost guidelines and the Vienna Forum costs were within the range of high-profile global conferences and below the planned budget.</p>	<p>UN.GIFT SC should take into consideration the scepticism that accompanies high cost, high-profile events by prioritizing inter-agency activities that can be leveraged at local levels and utilizing lower cost events with more clearly defined deliverables.</p>

Findings: identified problems/issues	Supporting evidence/examples	Recommendations
<p>13. The assessment of cost-effectiveness of other UN.GIFT activities was limited because of a lack of activity-level budgeting and expenditure tracking, related to the limitations of UNODC's financial and project management systems. While the Project made notable improvements in operational activity tracking and reporting after 2009, operational and financial monitoring, as well as feedback collection on outcomes and reporting requires further improvement.</p>	<p>Starting with 2009 workplans, the UN.GIFT Secretariat has transitioned to output-level budgeting, but activity level expenditure and timing data is still lacking. The collection of feedback on effectiveness has been limited to questionnaires sent to regional events participants, a late 2009 partner survey, and internal "lessons learned" reviews and has not been collected consistently for the wide range of activities, thereby limiting the opportunity to learn from a portfolio which included very innovative pilot projects.</p>	<p>UN.GIFT management should</p> <ul style="list-style-type: none"> • Establish new activity-level budget and progress tracking processes, with workarounds where needed to overcome the limitations of UNODC financial systems • Continue to compile lessons learned and include operational metrics at the activity level • Establish norms to systematically collect and document feedback from end-beneficiaries, partners, and participants on all major activities.
D. IMPACT		
<p>14. The evaluation team has been unable to assess the impact of many Project activities, or provide a definitive assessment of progress against overall Project objectives, given the short duration of the effort and the shortage of evaluable indicators and baselines.</p>	<p>Baselines and metrics for long-term impact are not clearly specified in Project documents; overall Project objectives, e.g., serving as a "turning point for the fight against trafficking," were highly ambitious and often formulated too broadly to serve as a realistic bar for evaluation.</p>	<p>UN.GIFT SC should ensure that the strategy for any subsequent phases of UN.GIFT features:</p> <ul style="list-style-type: none"> • Realistic overall objectives tied to time-delimited and measurable metrics • Guiding principles to inform activity prioritization (e.g., activities that cannot be implemented by any one agency independently)
<p>15. Stakeholder consultations suggest that many of the global UN.GIFT activities have not "trickled down" to the regional level, with limited evidence of impact on regional needs outside of region-specific initiatives, in spite of UN.GIFT's shift of priorities towards regional activities like the Joint Programmes.</p>	<p>UN.GIFT's activities have only had limited impact at the regional and national levels, mostly because the focus of the first phase was mainly on activities which have been global in nature with limited regional targeting and reach.</p>	<p>UN.GIFT SC should significantly strengthen the regional dimension of UN.GIFT's work:</p> <ul style="list-style-type: none"> • Ensure global inter-agency AHT activities and outputs are designed to be leveraged regionally/locally • Consider opportunities to drive regional and country-level inter-agency AHT cooperation – e.g., by selecting and partly funding local focal points among existing staff of SC member organizations or holding periodic AHT round tables at regional levels where inter-agency coordination platforms are not in place

Findings: identified problems/issues	Supporting evidence/examples	Recommendations
E. SUSTAINABILITY		
<p>16. Evidence of sustainability to date is limited because many of the earlier event-based initiatives were not followed by continuing engagement and resources. However, some UN.GIFT activities (e.g., tools and practitioner manuals and activities with a long-term view like JPs) have more potential for sustainability.</p>	<p>Many stakeholders have criticized early UN.GIFT activities for being one-off (e.g., Vienna Forum, regional conferences), without sufficient planning or deployment of resources to ensure post-event momentum.</p>	<p>UN.GIFT SC should focus on sustainability in its forward-looking strategy, including:</p> <ul style="list-style-type: none"> • Focusing on developing multi-year projects • Engaging in joint ongoing fundraising for the Project, including clear fundraising responsibilities for all SC members
<p>17. Sustainability for UN.GIFT overall has been limited by the fact that the Project has largely relied on one major donor with few resources mobilized beyond the initial grant. However, the productive relationships between UN.GIFT SC members and partnerships with other stakeholders that have evolved over the life of the effort can be the foundation for a more sustainable Project in the future.</p>	<p>Even though a number of donors have contributed to UN.GIFT, the original USD 15 million of the Emirate of Abu Dhabi remains the major funding source of the Project.</p> <p><i>See other findings for more detailed information on resource mobilization efforts and partnerships.</i></p>	<ul style="list-style-type: none"> • Ensuring that budget and staff resources for post-event activities and working groups are built-in to maintain momentum of one-time events • Striving for a more diversified donor base in the next phase of the Project • Maintaining and sustaining partnerships with various AHT stakeholders <p>UNODC Senior Management and UN.GIFT SC should ensure that inter-agency cooperation is an explicit objective and is backed by sufficient resources, e.g., funding for bi-monthly SC meetings, partial funding for SC member “focal points” to ensure resourcing for coordination activities.</p>
F. PARTNERSHIPS, MANAGEMENT AND GOVERNANCE		
<p>18. UNODC and UN.GIFT Management did not effectively engage MS at the inception of the Project. Despite substantial steps by Project management to increase consultation with MS, lingering scepticism continues to negatively impact the governance and partnership dimensions of the Project. Additionally, in spite of a detailed communication plan and substantial investments into</p>	<p>Interviews suggest that challenges with MS engagement early in the Project were rooted in both a perception of a lack of effort by UN.GIFT to engage MS and limitations of UNODC’s own governance structure (e.g., no Executive Board).</p> <p>UNODC and UN.GIFT Management made significant efforts to improve the situation through regular meetings and online resources. Nevertheless, MS continue to report insufficient</p>	<p>UN.GIFT SC and UNODC Senior Management should adequately consult with MS on the next phase of UN.GIFT as well as identify more effective means of engaging MS on an ongoing basis through exploring the formation of new mechanisms (e.g., an informal advisory group with open membership, newsletters, feedback polls, more frequent, regularly scheduled briefings).</p>

Findings: identified problems/issues	Supporting evidence/examples	Recommendations
communications over time, the awareness of UN.GIFT's strategy and activities remains limited for many important stakeholders.	consultation and awareness of the new workplan and strategic direction by external stakeholders beyond the SC members appears limited, particularly at the regional level.	UN.GIFT Management and UN.GIFT SC should ensure a detailed proactive stakeholder communication plan on its strategy and activities, with a focus on MS and other relevant stakeholders, including SC members' AHT field staff, government officials engaged in AHT activities and stakeholders like NGOs and private sector partners engaged in AHT.
19. The original selection of UN.GIFT SC members was not guided by clear or transparent criteria, leading to questions from many stakeholders about the composition and overall credibility of the committee.	Four of the six agencies represented on the SC form part of the UN and OSCE is the only regional body represented on the committee. Notable exceptions from committee membership include, but are not limited to, UNHCR and UNIFEM, which maintain a focus on AHT efforts and have contributed to the ongoing work of UN.GIFT through JPs.	UN.GIFT SC should review its composition in order to broaden participation and increase external stakeholder involvement by creating an associate member track or involving official observers while maintaining an efficient decision-making structure.
20. The distinction between UNODC and UN.GIFT is still not well understood by all stakeholders, particularly at the regional level or by external stakeholders.	Beyond the SC and MS, external stakeholders (e.g., private sector partners and NGOs at regional levels, regional opinion makers) often could not distinguish between UN.GIFT and UNODC efforts.	In line with UN.GIFT's role as a multi-agency AHT platform, greater autonomy and a further clarification of roles and responsibilities of UN.GIFT is needed vis-à-vis other UNODC sections and functions engaged in AHT efforts.
21. Despite examples of effective collaboration and major investments into integrating UN.GIFT within UNODC, some structural organizational tensions persist with UNODC sections and functions engaged in AHT efforts. Increased clarity of roles to resolve such tensions is needed, though UN.GIFT should continue to be hosted by UNODC.	Senior UN.GIFT and UNODC management have made notable efforts to ensure a collaborative relationship between the Project and UNODC sections and functions involved in AHT efforts, e.g., common manager with AHTMSU, leading to examples of effective collaboration (e.g., Vienna Forum, Parliamentary Handbook). Stakeholder interviews and surveys show that some structural organizational tensions persist, particularly with UNODC's AHTMSU, and that more clarity on roles and responsibilities is needed. Despite these challenges most consulted stakeholders believed that	UNODC should continue to host UN.GIFT but increase the autonomy of the UN.GIFT Secretariat, while ensuring accountability to Member States through: <ul style="list-style-type: none"> • Primary reporting line to the SC on workplans and prioritization, while retaining UNODC's fiduciary financial responsibility and administrative relationship • Increased emphasis on leveraging existing expertise and capabilities from other SC members

Findings: identified problems/issues	Supporting evidence/examples	Recommendations
	UNODC should remain the host of the Project, considering its role as a guardian of the Trafficking Protocol and host of ICAT.	Separate branding and clear communication within and outside UNODC on UN.GIFT's mandate and role
22. UN.GIFT has contributed to a spirit of partnership around AHT issues and developed strong partnerships within the UN.GIFT Steering Committee, which resulted in successful technical cooperation activities and products. SC members universally acknowledged the significant investment of time and effort which helped establish UN.GIFT as a productive forum of inter-agency cooperation.	Significant inter-agency tensions in the early phase of the project have given way to progress following a shift to more equitable decision-making and consultation within the SC. Capacity-building manuals and tools resulting from Expert Group Initiatives, alignment on and joint fundraising for regional or national JPs, and collaboration on awareness-raising are examples of the successful cooperation among SC members.	UN.GIFT SC and UNODC Senior Management should continue to increase the equity of participation in UN.GIFT through clear decision-making rules and, potentially, a rotating Steering Committee Chair.

Executive Summary Matrix Key

AHT	Anti-Human Trafficking	NGO	Non-Governmental Organization
AHTMSU	Anti-Human Trafficking and Migrant Smuggling Unit	MS	Member State(s)
GA	General Assembly	SC	UN.GIFT Steering Committee
GPA	UN Global Plan of Action against Human Trafficking	TIP	Trafficking in Persons
ICAT	Inter-Agency Cooperation Group against Trafficking in Persons	UN.GIFT	United Nations Global Initiative to Fight Human Trafficking
JP	Joint Programme(s)	UNODC	United Nations Office on Drugs and Crime

III. UN.GIFT Background Information

17. In accordance with the initial project document, the overall objective of UN.GIFT is to prevent trafficking in persons and reduce the number of trafficked persons worldwide and the immediate objectives are to (1) foster awareness, global commitment and action to counter human trafficking in partnership with different stakeholders including Governments, the international community, non-governmental organizations and other elements of civil society and media, and (2) to create and strengthen support structures for victims of human trafficking.

18. To this end, the Project pursued five “output” areas since 2007 (figure 1):

Figure 1
Project budget, expenditures, and activities by output area

Outputs	Total 2007-2010 budget (USD mil, %)	Expenditures till June 2010 (USD mil, %)	Major programme activities funded, facilitated, and/or implemented by UN.GIFT (not exhaustive)
1a. Increased awareness of human trafficking ²	3.6 (30%)	1.8 (20%)	<ul style="list-style-type: none"> Extensive media campaigns including a BBC TV Series, 3 films, and UN.GIFT PSAs broadcast on 9 international news channels (CNN, TV5, Deutsche Welle, Xinhua, AP) Awareness-raising posters, brochures, publications, and advocacy materials Awareness-raising initiatives like the Gulu Project and Start Freedom Campaign
1b. Increased knowledge of human trafficking ²		1.1 (12%)	<ul style="list-style-type: none"> UN.GIFT Global TIPs Report covering 155 countries (major share of knowledge budget) Multiple reports including 5 content specific reports/research papers, several region-specific UN.GIFT website launched in 2008 and expanded with rich content, receiving up to 15k unique visitors per month and now being expanded to feature a Virtual Knowledge Hub
2. Increase political commitment and capacity of Member States to counter human trafficking and implement the Trafficking Protocol	5.1 (41%)	1.12 (13%)	<ul style="list-style-type: none"> 10 regional conferences, covering Africa, Eastern Europe/Central Asia, South Asia and Lat. Am.
		2.1 (23%)	<ul style="list-style-type: none"> 6 Joint Programmes focused on local capacity building and technical assistance (Serbia launched in June 2010, others in formulation, revision, or awaiting donor approval of funding) Capacity-building tools for AHT professionals and government officials – including 9 Expert Group Initiative manuals and toolkits developed by UN.GIFT Steering Committee members Capacity building events (e.g., parliamentarian training, 6 law enforcement trainings) Inter-agency coordination – regular coordination meetings (22 since programme launch) for UN.GIFT Steering Committee members representing many of the key players in AHT
3. Mobilize resources to implement the action required to combat trafficking at international, regional and national level	0.66 (5%)	0.4 (5%)	<ul style="list-style-type: none"> Fundraising events and partnership with UNF: USD 509k raised towards UN.GIFT budget, USD 780k raised by the JP team in Serbia, over USD 1.5 million in indirect donations and co-funding 17 private partnerships, 8 active, e.g., Qatar Airways, Eurolines, Hilton Hotels, ongoing private sector engagement and training, and facilitation of initiatives like the upcoming Tourism Industry Code of Conduct in India; Business Leader Awards Best practices on private partnership design
4. Global Conference (i.e., Vienna Forum)	2.3 (18%)	2.3 (26%)	<ul style="list-style-type: none"> Vienna Forum involving 1600 decision-makers from 130+ countries, covered by 250+ media outlets, with 6,000+ separate reports in media, and mentioned in multiple UN resolutions
5. Increase support to victims of trafficking through NGOs and other service providers	0.74 (6%)	0.15 (2%)	<ul style="list-style-type: none"> Engagement and funding for global NGOs (e.g., Stop the Traffik), study exchanges for victim support providers from Nigeria and UAE Victim Translation Assistance Tool (MP3 audio tool) Small Grants Facility (USD 529k) launched with 800 applications from NGOs globally
Total	USD 12.4 mil¹	USD 8.9 mil¹	

1. Budget and expenditures exclude management and PSC costs; total budget including management and PSC is USD 15.8 mil, with expenditures of USD 11.4 million to date
2. Output area 1 ("awareness and knowledge-building") has been further sub-divided into 1a and 1b to facilitate transparency
Note: Budget and expenditure data based on preliminary internal reports; updated data to be provided in the final evaluation report
Source: Based on internal UN.GIFT Secretariat progress reports and tracking of expenditures; amounts may not exactly match UNODC financial reporting system information

19. Considering the multiple objectives of many Project activities and overlaps between output areas, there are considerable limitations to the output categories. However, since all budget and expenditure data, including for new activities introduced in 2009, are organized against these outputs, the evaluators have adopted the five output areas for maximal consistency and clarity.

20. Overall Project expenditure by June 30, 2010 has been USD 11.4 million, with USD 4.4 million committed budget remaining out of a total Project budget of USD 15.8 million¹ (figure 2).

¹ Excluding management and PSC "overhead" costs, the total budget was USD 12.4 million with expenditures of USD 8.9 million.

Figure 2
Project budget and expenditures (2007-2010)

	USD Millions, %									
	2007	2008	2009	2010 Q1-Q2	March 2007-June 2010 expenditures		2010 Q3-Q4 forecast	Total UN.GIFT budget		
					USD millions	% of spending		USD millions	% of budget	
Output 1	1.54	1.21	0.09	0.04	2.88	25%	0.78	3.66	23%	
Output 2	0.99	1.23	0.46	0.44	3.12	27%	1.96	5.08	32%	
Output 3	0.27	0.08	-	0.08	0.43	4%	0.24	0.67	4%	
Output 4	0.35	1.93	-	-	2.28	20%	-	2.27	15%	
Output 5	0.04	0.03	0.04	0.05	0.16	1%	0.58	0.74	5%	
Mgmt costs	0.24	0.42	0.70	0.64	2.00	18%	0.58	2.58	16%	
PSC	0.15	0.27	0.07	0.06	0.55	5%	0.24	0.79	5%	
Total	3.58	5.17	1.36	1.28	11.42	100%	4.38	15.78	100%	

Output 1: Increase awareness and knowledge of human trafficking
Output 2: Increase political commitment and capacity of Member States to counter human trafficking and implement the Trafficking Protocol
Output 3: Mobilize resources to implement the action required to combat trafficking at the international, regional and national level
Output 4: Organize a Global Conference to assess the global trafficking situation and to promote global action against human trafficking
Output 5: Increase support to victims of trafficking through NGOs and other service providers

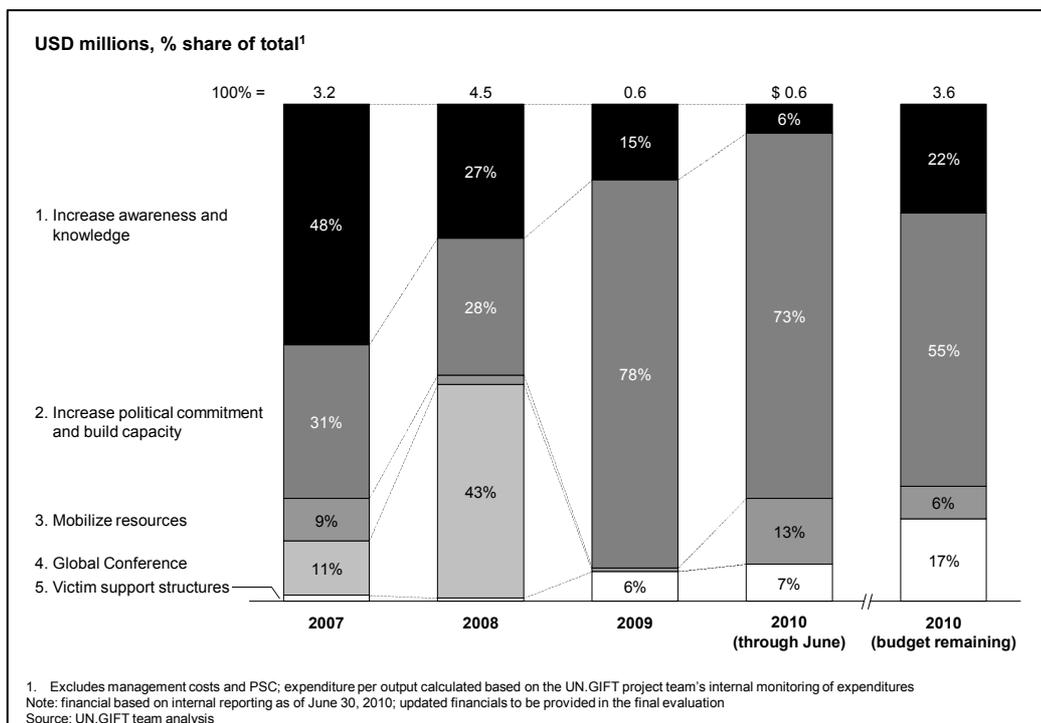
Note: Not official UNODC reporting figures; the financials are calculated based on the project's internal monitoring of expenditures; numbers may not add up to 100% due to rounding
Note: Finalized adjusted expenditures and budgets will be provided in the final evaluation document
Source: UN.GIFT Secretariat; Dalberg analysis

21. During the initial “preparatory” and “stock-taking” phases (2007-2008), UN.GIFT focused on awareness-raising for the public and opinion makers, including ten regional AHT conferences,² the Vienna Forum to Fight Human Trafficking, a variety of public awareness campaigns, and the launch of the UN.GIFT website. UN.GIFT also funded, coordinated, and produced research and capacity-building tools on various aspects of human trafficking, with the most substantial knowledge investment being the funding of the UNODC/UN.GIFT Global Report on Trafficking in Persons.

22. At the end of 2008, as mandated by Member State resolution and broadly in line with the Project’s original plans for an “implementation” phase, the UN.GIFT workplan priorities shifted more toward capacity-building and technical assistance (figure 3). While continuing to carry out awareness-raising and knowledge efforts, UN.GIFT began to shift its resources to developing six Joint Programmes at the national or regional levels, mobilizing global and national public-private partnerships, and launching a Small Grants Facility for NGOs with a focus on prevention and victim protection.

² The regional conferences have been categorized under the “political commitment and capacity-building” output area, but in many cases, like the Vienna Forum, were mostly intended as a tool for political mobilization and awareness-raising for decision makers.

Figure 3
Evolution of expenditures (2007-2010)



23. While the majority of UN.GIFT activities were completed by June 2010, several important activities, including the Joint Programmes, the Small Grants Facility, and a number of private-public partnership initiatives are still in progress.

III. Evaluation Scope, Methodology and Limitations

24. This preliminary evaluation was initiated by the UN.GIFT Secretariat in accordance with the original project document and carried out by Dalberg Global Development Advisors and IEU in July to September of 2010. The final report, to be published in early 2011, will account for the remaining funds to be disbursed through December 2010, provide more background information and will focus in more detail on forward-looking recommendations.

25. The evaluators have focused on the criteria laid out in the evaluation Terms of Reference, including relevance, effectiveness, efficiency, impact, sustainability, partnerships, management and governance.

26. To assess the Project against these dimensions, the evaluation team has conducted a wide-ranging desk review of project documents, external research on impact indicators, several electronic surveys of stakeholder groups, and extensive structured live and phone interviews with over 70 Member States, UN.GIFT Steering Committee members, UN.GIFT and UNODC staff and management, and external stakeholders like NGOs, private sector organizations, and anti-human

trafficking experts. The evaluation was further supplemented by two country case studies undertaken through field missions — a regional conference in India and a Joint Programme in Serbia (figure 4).

Figure 4
UN.GIFT evaluation methodology — stakeholder coverage

Stakeholder Group	Interview coverage (#)	Methodology (interviews)	Survey coverage # of responses/ # invited	Methodology (survey)	Total stakeholder coverage
Member States (MS)	26	<ul style="list-style-type: none"> Interview invitation to all 192 Member States Follow-up invitations to Regional Chairs, countries who have hosted regional events or Joint Programmes, UN.GIFT donor countries, countries who have demonstrated particular interest in UN.GIFT in the past 	9/192 (5%)	<ul style="list-style-type: none"> Electronic survey invitation to all 192 Member States, with 3 weeks provided for survey completion 	29 / 192 15% of all Member States
UN.GIFT Steering Committee (SC)	7	<ul style="list-style-type: none"> Interviews with primary points of contact from all Steering Committee member organization Interview with the representative of the donor 	3 / 7 (43%)	<ul style="list-style-type: none"> Survey invitation to primary points of contact or alternative representatives as nominated by SC member organizations 	All SC Members, including donor
Internal Stakeholders (UN.GIFT / UNODC)	27	<ul style="list-style-type: none"> Interviews with entire UN.GIFT Secretariat team and former UN.GIFT management, UN.GIFT funded staff (e.g., consultants), and UNODC staff and management with responsibilities for UN.GIFT or who acted as UN.GIFT's implementation partners 	27 / 62 (43%)	<ul style="list-style-type: none"> Survey sent to UNGIFT funded staff and UNODC staff with managerial responsibilities for UN.GIFT or who acted as UN.GIFT implementation partners Survey also open to field office representatives within the UNODC 	34 UN.GIFT/ UNODC management and staff
External Stakeholders	12	<ul style="list-style-type: none"> Sample of external stakeholders with direct involvement in UN.GIFT activities, including NGOs and Private sector partners 	223 / 2264 (10%)	<ul style="list-style-type: none"> Wide sample of external AHT stakeholders with and without exposure to UN.GIFT activities, sourced from various UN.GIFT contact lists and AHT databases 	235 external stakeholders
India case study	13	<ul style="list-style-type: none"> UNODC field office staff involved in UN.GIFT activity implementation; Other implementation partners; Regional actors in the field of AHT without direct involvement in UN.GIFT 	13 / 326 (4%)	<ul style="list-style-type: none"> Electronic survey invitation to the 326 South Asia Regional Conference participants (40% of total conference participants) whose contact details were registered with UN.GIFT 	26 internal and external stakeholders
Serbia case study	13	<ul style="list-style-type: none"> UNODC, IOM, UNHCR field office staff implementing the Joint Programme; Government officials and representatives of agencies and NGOs who had exposure to Joint Programme activities; representatives of Joint Programme donors 	N/A	<ul style="list-style-type: none"> N/A 	13 internal and external stakeholders

27. Beyond the inherent difficulties of evaluating multi-stakeholder initiatives like UN.GIFT, the limitations of this initial phase of the evaluation have been substantial. Limitations have included tight timelines, partly due to an extended evaluation procurement process; the absence of baseline data and evaluable metrics for most Project activities and objectives; lack of activity-level budgets and limited performance review documents with end-user feedback; substantial shifts of planned activities within the original log-frame in 2008 and 2009-2010; and a limited regional perspective, which was to some extent addressed through the two case studies. Furthermore, despite efforts to ensure maximal outreach (e.g., reminder emails), the response rates for electronic surveys of MS and external stakeholders remained low, partly due to the brief evaluation period and evaluation timing during the summer period.

28. Despite these limitations, given the extensive triangulation of findings with external research, the evaluators are confident about the quality of the preliminary findings and recommendations.

IV. Major findings of the preliminary evaluation

A. Relevance

29. UN.GIFT's overall role as a platform for technical AHT cooperation within and outside the UN has been highly relevant.

30. International coordination and cooperation on anti-human trafficking, within and outside the UN system at both global and local levels is an important and persisting need. The importance of coordination and cooperation has been recognized by multiple UN resolutions (e.g., GA resolutions 61/180, 63/194 and 64/178 on "Improving the coordination of efforts against trafficking in persons" and GA resolution 58/137 on "Strengthening international cooperation in preventing and combating trafficking in persons and protecting victims of such trafficking"). Coordination remains a top priority as highlighted in the recent UN Global Plan of Action to Combat Trafficking in Persons (GPA), which "strongly urge[s] all responsible UN entities to coordinate their efforts to fight trafficking in persons effectively and protect the human rights of its victims" and supports broader collaboration with NGOs and the private sector.

31. UN.GIFT has provided a mechanism for technical cooperation through its multi-agency Steering Committee, its global and regional conferences, and its efforts to engage with private sector and civil society. Interviewed stakeholders recognize UN.GIFT as the most active global forum in promoting multi-stakeholder cooperation in the field of AHT and have also commented positively on the relevance of UN.GIFT's role in regional and local inter-agency cooperation as part of UN.GIFT Joint Programmes.³ UN.GIFT's contribution to AHT cooperation and awareness-raising for opinion makers has also been positively noted by multiple UN resolutions, the recent GPA, and by the UN Secretary-Generals (both former and current).

32. As an example of broad cooperation, stakeholders agree on the need for a neutral source of information on trafficking in persons. For example, over 85 per cent of external survey respondents stated that data gathering and dissemination should be a significant or very strong area of focus for AHT efforts. Given this, UN.GIFT's efforts to fund and facilitate a Global Report, publish other more focused research reports, and launch of a multi-agency AHT Virtual Knowledge Hub were highly relevant.

33. The evaluation team consequently believes that the recognized technical cooperation and partnership-building role is the crucial justification for UN.GIFT's

³ At the regional level, within the UN system, the most prominent example of a dedicated forum for inter-agency technical AHT coordination is the United Nations Inter-Agency Project on Human Trafficking (UNIAP), responsible for facilitating a stronger and more coordinated response to human trafficking within the Greater Mekong Sub-region. Additionally, multiple inter-agency and inter-governmental mechanisms and initiatives from outside the UN system have focused on regional coordination (e.g., OSCE Action Plan and Forum to Combat Trafficking in Human Beings; Council of Baltic Sea States Task Force against Trafficking in Human Beings; CIS Agreement on Cooperation in Combating Human Trafficking, Trafficking in Organs and Tissues; Central American Coalition against Trafficking in Persons; SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution.

mandate and is one that will continue to be important in the coming years to sustain the momentum of global and regional anti-trafficking efforts.

34. A number of stakeholders remain concerned, however, of UN.GIFT's role as a platform for inter-agency cooperation vis-à-vis the Inter-Agency Cooperation Group against Trafficking in Persons (ICAT), a 16-member AHT coordination body established pursuant to a request from the Economic and Social Council (ECOSOC 2006/27) and reinforced by GA Resolution 61/180 "Improving the coordination of efforts against trafficking in persons" in line with a UN Chief Executives Board for Coordination (CEB) initiative to increase coordination on transnational crime issues. While the evaluators did not conduct an in-depth evaluation of ICAT, desk review and extensive stakeholder feedback as part of the UN.GIFT evaluation suggest a substantial overlap in mandates, with multiple shared objectives, but with no significant overlap of activities, due to ICAT's limited funding, infrequent meetings (annual and biannual) and its different structure, without an active Secretariat and with a higher number of members. There is a risk of significant potential overlap in the future, based on planned activities of ICAT (e.g., website for information sharing) and its objectives, which include publication of technical assistance toolkits to promote best practices; coordination of activities and projects at the regional and national levels; alignment on global trafficking indicators and methodologies; and enhanced cooperation with organizations outside of the UN system. Apart from funding and structure, the most notable difference between ICAT and UN.GIFT is their legal basis — a General Assembly resolution for ICAT and a technical assistance project document (GLOS83) for UN.GIFT. Based on these facts and given the strong support for both ICAT and UN.GIFT in the GPA, further clarification is critical to reduce confusion and avoid duplication of roles in the future.

35. The broad objectives of UN.GIFT (i.e., at the level of output areas) match external stakeholder assessments and Member State feedback on AHT needs, but the prioritization of individual activities, particularly the Vienna Forum, has been questioned by many stakeholders.

36. The major spend areas have been global (26 per cent) and regional (13 per cent) conferences and affiliated activities, capacity-building including tools, events, and Joint Programmes (23 per cent), and awareness-raising (20 per cent). In contrast, enhanced victim support structures, an output area and one of the two major Project immediate objectives, has received less than 2 per cent of Project resources to date and will receive up to 6 per cent of the total budget by the end of 2010. It has to be noted that additional funding for victim support structures is also embedded in the capacity-building output area (e.g., a part of the Serbia Joint Programme), though it could not be disaggregated and tallied as part of the overall victim support structure spending. Over time, in light of the funds committed to the Small Grants Facility, the victim support budget has doubled from earlier project documents.

37. While there has been a shift in Project activities, with more focus now being put on strengthening victim support structures through the Joint Programmes and the Small Grants Facility,⁴ there remains on balance a very limited amount of funds

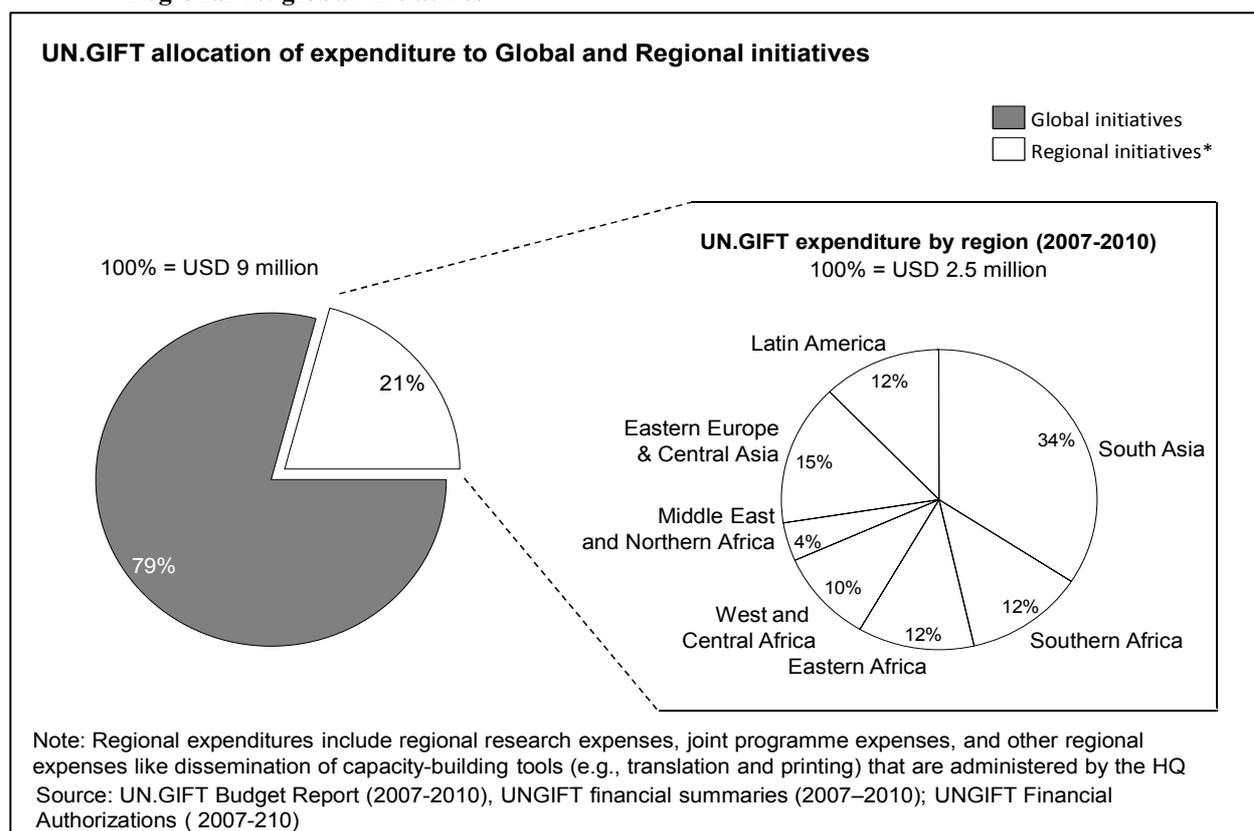
⁴ While categorized under the Victim Support output area, the Small Grants Facility is not

directed towards this critical and relevant objective. Survey and interview results highlighted victim support structures as a top concern of Member States, NGOs, the private sector, and multilateral agencies in the global fight against trafficking in persons.

38. Questions have also been raised on the large share of resources allocated to conferences relative to other AHT priorities. The prioritization of conferences was approved by the donor and is transparent in early Project documents. Furthermore the need for a global forum for sharing ideas, coordinating, and increased global profile for TIP was acknowledged widely at the time of the event. Stakeholder feedback suggests that the continued need for such forums remains, but at a smaller scale and on more targeted issues, often at regional level since such opportunities for best practice exchanges are still limited in many regions.

39. In terms of geographic mix, 80 per cent of all Project expenditures have been global (i.e., not targeting specific regions) with South Asia receiving the majority of regional expenditures (figure 5). While these expenditures are in accordance with the original project document and the global focus of the Project, stakeholders particularly expressed strong needs for AHT technical cooperation and coordination on the regional and national level.

Figure 5
Regional vs. global initiatives



exclusively dedicated to NGOs that provide direct victim support (only 4 of out of the 12 that have been funded to date); further information will be provided in the final evaluation.

B. Effectiveness

1. Completion of activities against UN.GIFT plans

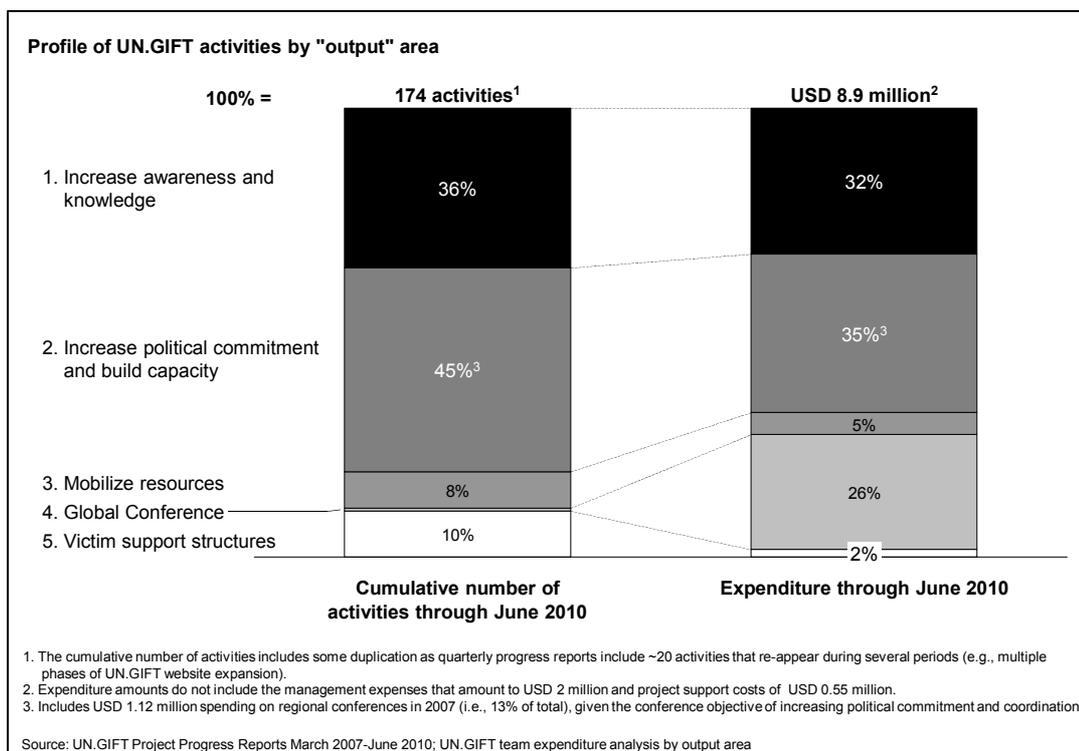
40. Based on the volume of activities, UN.GIFT accomplishments against the original and revised workplans are impressive in light of the small size of the UN.GIFT Secretariat (5-8 core staff and consultants over the Project's lifetime).⁵ The large volume of activities was also possible due to the substantive contributions of Steering Committee members and key partners in supporting and implementing many of the Project's activities. The function of the UN.GIFT Secretariat itself varied for different activities and products, ranging from funding, management and coordination to the development of specific events, knowledge products, and capacity-building tools.

41. The evaluation team's review of Project documents shows that 174⁶ activities, albeit of highly differing levels of size and effort, were launched or completed since March 2007 against total activity expenditures of USD 8.9 million, excluding management costs and PSC of USD 2.55 million (figure 6). The evaluation team's desk research confirms that major activities in the initial and revised project documents were completed in accordance to plans through June 2010.

⁵ UN.GIFT core staff and consultants, including 1 General Service position, ranged from 5 (2009) to 8 (2007/2008), 1 to 4 additional positions were embedded in other sections of UNODC (Advocacy, Research, Co-financing and Partnership, Procurement, AHTMSU, Office of the Executive Director). In addition, consultants were temporarily funded for specific activities (e.g., conference management, JPs, research for the Global Report on TIP).

⁶ Approximately 150 activities, if multi-year activities are counted once.

Figure 6
Activity mix by output area



42. Of the 27 activities in the original workplan, five were cancelled in response to Member State guidance — a second global conference planned for Abu Dhabi in 2008, the Group of Like-minded Member States, the creation of a special purpose “AHT Implementation Fund,” and two fundraising events. Of the 19 activities in the 2010 workplan, most were completed but major activities like Joint Programmes and the Small Grants Facility are still in progress, with one Joint Programme launched in June 2010 and five in formulation, revision, on hold or awaiting funding as of the date of the preliminary evaluation.

2. Quality of activities and Project outcomes

43. The evaluation team reviewed a large sample of UN.GIFT activities, with a focus on initiatives with larger budgets. The available evidence indicates that the execution of individual activities has generally been high in terms of output quality, timeliness and on budget performance by the UN.GIFT Secretariat and its partners. However, the contribution of these often experimental and innovative activities to Project objectives (i.e., “outcomes”) is difficult to quantify because of a lack of outcome-level feedback data.

(a) Awareness-building for decision makers and political commitment

44. The most consistent theme across all stakeholder interviews was UN.GIFT’s notable contribution to raising the profile of human trafficking with opinion makers at the global and regional levels particularly via the Vienna Forum, ten regional

conferences in 2007, and activities like the active participation by UN.GIFT SC members at the General Assembly Thematic Debate on AHT by in June 2008 and multi-stakeholder efforts such as the launch of a parliamentary handbook.

45. The 2008 Vienna Forum, a gathering of over 1,600 participants, including government (50 per cent), civil society (32 per cent), international agency (15 per cent), and private sector (3 per cent) decision makers across more than 130 countries, was the most prominent UN.GIFT event aimed at mobilizing opinion makers and building stakeholder awareness on the issue of anti-trafficking. The Forum was the most commonly mentioned example of effective UN.GIFT activities in stakeholder interviews (with 90 per cent of mentions being positive) and was highly rated in our survey of external stakeholders (60 per cent awareness among external stakeholder sampled, with 60 per cent of attendees finding the event useful or highly useful), with most commenting on the enhanced profile for AHT with opinion makers and the benefits of involvement of new social and private sector players in the AHT effort.

46. The evaluation team's case study on the 2007 South Asia Regional Conference (SARC) directionally suggests that regional conferences have also been important in raising the profile of human trafficking, with over 60 per cent of SARC participants in the evaluation's survey sample considering the conference as useful or highly useful and 75 per cent of respondents reporting high or very high impact on AHT awareness of regional government officials and other key stakeholders, the highest ranked dimension among other conference aims. The multitude of mentions of UN.GIFT in UN resolutions and documents — the UN.GIFT Secretariat has compiled over 50 such mentions over the course of 3 years — can also be seen as a directional indicator of decision-maker recognition and awareness of UN.GIFT activities.

47. There is some evidence of increased political commitment to AHT. Desk research shows increasing political commitment at the national level. The number of parties to the Trafficking in Persons Protocol has grown from 111 to 140 between the launch of the Project in March 2007 and July 2010. The number of countries introducing a specific offense of TIP has also increased over the period, though the improvement from 2006 to 2008, the latest year known, has been relatively marginal (from 72 per cent to 80 per cent) according to the UNODC/UN.GIFT Global Report on TIP.

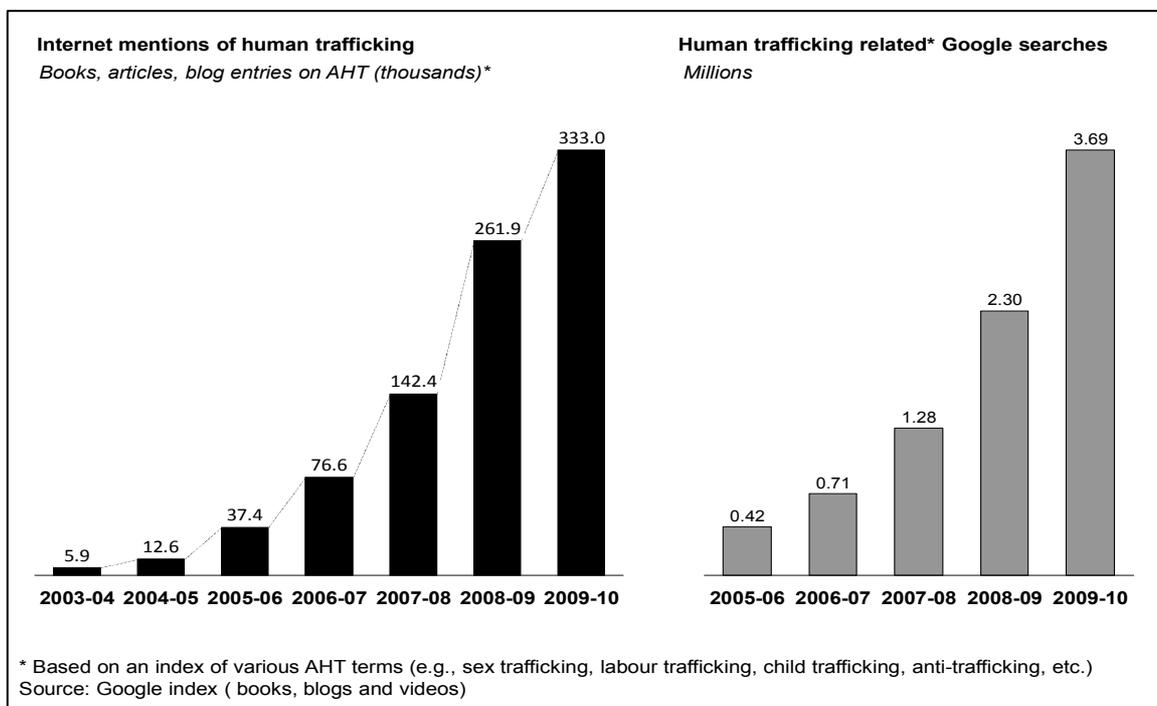
48. However, the attribution of such increases in political commitment is difficult due to the involvement of many other parties in promoting such commitment. Stakeholder interviews and surveys suggest that UN.GIFT's contribution to increasing political commitment has been limited relative to other Project accomplishments, with the "output" area of political commitment receiving the lowest "very effective or effective" rating relative to other Project objectives in Member State, external stakeholder, and UNODC/UN.GIFT staff electronic surveys.

49. Substantial evidence suggests that initial awareness and momentum created by the global and regional conferences did not translate into immediate, concrete political commitments, e.g., no defining statements or declarations came as a result of the Vienna Forum. In the case of the South Asia Regional Conference in India, case study interviews likewise suggested that UN.GIFT's role in driving political commitment for governments in the region has been limited.

(b) Awareness-raising for the public:

50. Public awareness has increased since 2007, continuing an earlier trend of rapid growth in web searches on human trafficking related terms and articles, books, and blogs related to AHT (figure 7).

Figure 7

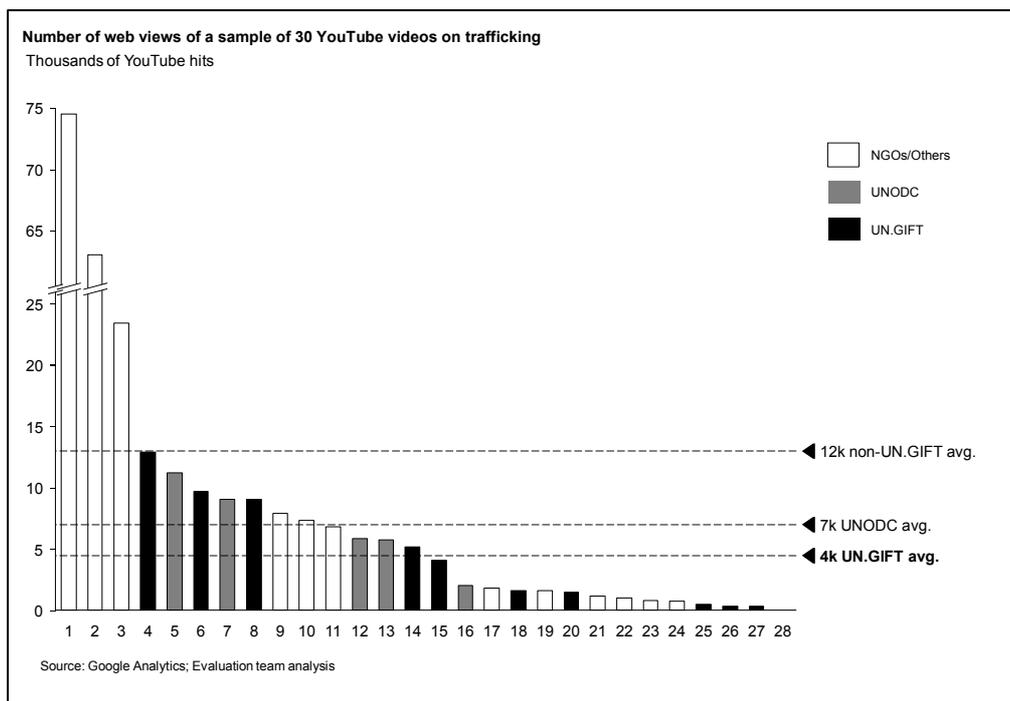
Awareness of human trafficking on the Internet

51. UN.GIFT awareness-raising products have likewise had a substantial and growing reach. UN.GIFT has provided substantial funding (20 per cent of Project activity expenditures) on public awareness-raising, including film events, TV series, PSAs, posters, and more targeted advocacy activities (e.g., Start Freedom Campaign for youth). UN.GIFT's website has also been an awareness-raising tool, featuring 7-8k monthly unique visitors on average in the Project's early years and 13-19k by the summer of 2010, and typically rating in the top 10 websites on human trafficking online.⁷

52. The magnitude of UN.GIFT's overall contribution to public awareness is difficult to isolate and quantify, however, without clear baselines for UN.GIFT campaigns and in light of the fact that public awareness-raising is a common tool, adopted by most of the multilateral agencies, many NGOs, and governments involved in AHT. Directional evidence like the below average online popularity of UN.GIFT PSAs vis-à-vis alternative products (figure 8) suggests that while UN.GIFT has unquestionably contributed to public awareness, it must be considered as one awareness-raising effort among many.

⁷ Alexa and Google analysis.

Figure 8
Comparison of UN.GIFT PSAs with those of other stakeholders



53. Many of UN.GIFT's public awareness-raising activities (with notable exceptions of UN.GIFT campaign focused on youth) were relatively untargeted and global in nature, whereas many practitioners believe that more narrowly tailored advocacy campaigns (e.g., local language materials, advocacy campaigns targeting specific vulnerable groups at the regional and national levels) have a much higher likelihood of impact.

(c) Knowledge efforts

54. UN.GIFT knowledge coordination efforts have been well received and knowledge products funded by UN.GIFT have helped fill a number of gaps in the AHT knowledge landscape.

55. As the Project's biggest knowledge investment, the UNODC/UN.GIFT Global Report on Trafficking in Persons was an important step to meet what stakeholders have identified as a significant deficit in standardized and neutral trafficking statistics. The report, managed by UNODC and with input provided by other SC members, established a baseline for future research and analysis, with data on over 155 countries. The report is one of the most visible products for Member States (top mention along with the Vienna Forum) and external stakeholders, with 32k downloads off the UNODC/UN.GIFT websites in 2009 and more than twice the web hits (100k vs. 40k) in comparison to the US 2008 Report on TIP, identified by all interviewees as the main alternative data source on global trafficking.

56. The majority of external AHT stakeholders (75 per cent) were aware of the report, of which approximately 60 per cent found it useful or very useful,

highlighting factors like objectivity and neutrality, comprehensiveness, and the progress towards establishing a baseline that can be monitored over time.

57. Despite the largely positive reception and wide audience, the Global Report faced a number of criticisms and challenges. These should be noted in order to increase the effectiveness and buy-in for future Global Reports on TIP that will be published by UNODC biannually in accordance with the GPA. While the objectives of the report were universally praised, a number of stakeholders suggested that the implementation was not in the inter-agency spirit of UN.GIFT in so far as the report — a major UN.GIFT investment at nearly USD 1 million, with 9 regional researchers and a year-long preparation process — was driven by only one agency (i.e., UNODC), with what some noted as a lack of a holistic view and cross-disciplinary expert consultation.

58. The evaluation found that other SC members were nevertheless involved to some extent: data was collected from SC members willing to participate, SC members were regularly briefed about the report's progress via the Steering Committee meetings, and UNODC complied with requests from UN.GIFT Steering Committee by, for instance, sharing the entire database with other members. Nonetheless, stakeholder interview feedback — and disagreements noted in SC meeting minutes about report branding — do suggest a lack of clarity on SC members' roles in developing the report which resulted in a misalignment of expectations and perhaps a missed opportunity to better involve a broader group of AHT stakeholders in data collection and validation. Furthermore, multiple stakeholders suggested that consultation with regional AHT experts outside of government officials, including with the AHT field staff of UNODC and other SC member agencies, was inadequate. This suggests, at the very least, a need for systematic post-report feedback from a global panel of stakeholders and AHT experts as well as the need to clearly communicate the data collection and syndication process to field staff and external stakeholders.

59. Some design issues have also been raised in the interviews, such as limited value and comparability of data for practitioners due to reliance on official statistics, focus on sex trafficking rather than labour trafficking, focus on factual reporting rather than comparative analysis of trends, but these limitations were clearly noted in the report's introduction and were an acknowledged component of its methodological design. Finally, stakeholder interviews and survey feedback noted instances of factual inconsistencies (e.g., a national action plan was listed as adopted when it was not actually in place), unbalanced descriptions of anti-human trafficking initiatives (e.g., focus on specific NGOs without clear explanation of whether they were representative of the broader AHT landscape), and some production errors (e.g., cut off sentences or paragraphs). The evaluators conclude that such inconsistencies are not uncommon of first version reports and could easily be addressed through a refined regional and global peer review process in the future.

60. UN.GIFT spending on other knowledge efforts, not counting EGIs captured under the capacity-building output area, has been minimal, but some of the smaller regional reports, such as the India Trafficking Report in 2007, and recent knowledge efforts like the Virtual Knowledge Hub have been positively acknowledged by many stakeholders.

(d) Capacity-building and technical assistance

61. Capacity-building tools (e.g., EGI manuals) have been extremely well received by stakeholders and the evaluation team has found evidence of frequent use and adoption at global and regional levels. In terms of direct delivery of technical assistance, Joint Programmes are at a very nascent stage of development, with the first having been launched in June 2010 in Serbia. Early signs for this project are positive. However, five other Joint Programmes are still in earlier stages of development and the evaluation team's analysis in Serbia suggests that success requires substantial investment of time and resources, with multiple other factors indicating that replication may be difficult.

(e) Private sector and civil society engagement

62. Many stakeholders have recognized that UN.GIFT has established a welcome platform for private sector companies and civil society organizations to engage with the UN and broader actors in the AHT space.

63. For the private sector, pilot partnerships have been high quality with very positive feedback from private partners for the UN.GIFT Secretariat. However, many have been limited in scope (e.g., 5 are limited to agreements to disseminate information on human trafficking either internally or to customers of the company via means like in-flight magazines). Sourcing of partnerships has proven a difficult task with a low conversion rate (e.g., 112 companies contacted to generate 17 partnerships, with 8 active today). Furthermore, some stakeholders raised concerns about the potential for overlap between the UN.GIFT Secretariat and individual agency efforts to engage specific companies.

64. The partnerships are pilot projects and will prove useful examples for future partnership development efforts to be used by regional AHT advocates and organizations. While recognizing the value of global partnerships with major multinational companies and civil society organizations, many stakeholders have highlighted that for greater impact partnerships need to be refocused on regional and more easily leveraged efforts (e.g., Tourism Code of Conduct in India).

(f) Mobilization of resources

65. Mobilization of financial resources for AHT efforts has been a struggle for UN.GIFT, but efforts to mobilize in kind private sector and government involvement (e.g., broadcast space, partnerships on victim rehabilitation) have been more effective. Beyond the initial grant of USD 15 million, as of June 30, 2010, UN.GIFT has been able to raise USD 0.5 million at the headquarters level through donor grants and, minimally, USD 0.03 million in public donations via the United Nations Foundation. Additionally, approximately USD 0.8 million has been raised by the multi-agency Joint Programme field staff in Serbia.

66. Though not tracked systematically by the UN.GIFT Secretariat, additional resource mobilization has taken place in the form of at least USD 1.5 million in kind donations, funds provided as co-financing, or funds contributed by donors directly to activities initiated by UN.GIFT Steering Committee members or the UN.GIFT Secretariat.

67. Despite some important fundraising successes, internal and external stakeholders have almost unanimously described resource mobilization as a major Project challenge. The fundraising difficulties must be seen in the context of a generally difficult funding environment in the wake of the economic downturn. Additional contributing factors reported by stakeholders should be considered in the Project's next phase, including: cancellation of most fundraising events early in the life of the Project in line with new priorities and new workplans approved by Steering Committee; concerns by Steering Committee members that joint mobilization of funds will lead to the "cannibalization" of resources from individual member organizations; suppression of Member State donations due to the lingering effects of the initially rocky consultation process; lack of willingness to contribute due to the perception that the Project was already extremely well funded by the original donor, and the perception of some stakeholders that the original donor had a strong influence on the Project's priorities and strategy.

(g) Strengthening victim support structures

68. While a top level objective of UN.GIFT and identified as the top need in our external stakeholder survey, limited activities have been directed toward victim support. Recently launched activities, such as the Small Grants Facility for grass-root anti-trafficking NGOs (USD 529k), hold promise, but will need to be reviewed in the final evaluation, including assessing the lessons from this effort and UN.GIFT's potential role in the upcoming United Nations Voluntary Trust Fund for Victims of Trafficking in Persons.

3. Strategic vision and metrics

69. The trade-off between specificity and flexibility in the initial strategic plan led to a lack of transparency and insufficient clarity on Project activities and prioritization, while also creating obstacles for the evaluation of Project effectiveness and the assessment of longer term impact.

70. Initial strategic documents also did not clearly link Project objectives and activities to specific end-beneficiaries and needs (i.e., a "theory of change"). The original logical framework featured multiple broadly defined overlapping output areas and few outcome and impact indicators. The initial Project documents also featured few impact indicators, no baseline data for core objectives (e.g., starting public awareness levels of trafficking in persons), and no quantitative impact targets.

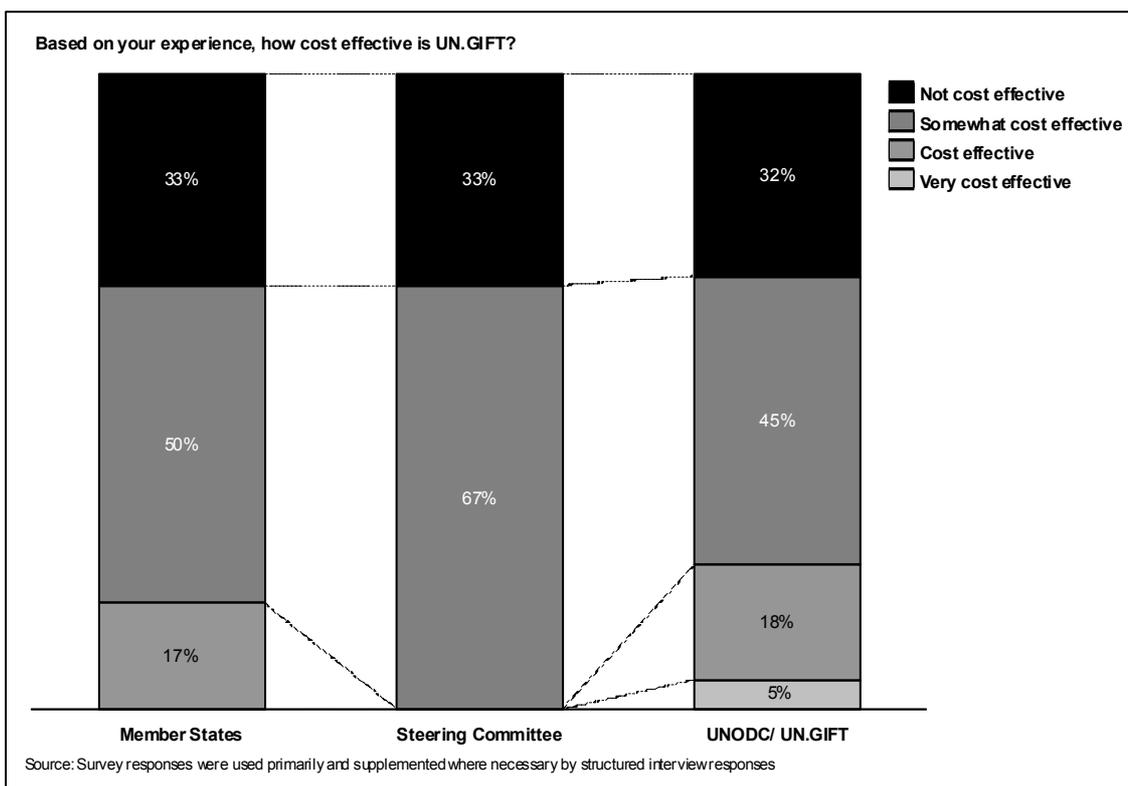
71. Stakeholders have recognized the most recent revised UN.GIFT strategic plan, developed by the UN.GIFT Secretariat and approved by the UN.GIFT SC in November 2009, as a major improvement on the tactical level with more granular project deliverables and indicators. However, the new plan does not clarify why some activities were prioritized over others and still lacks consistent activity baselines and targets.

72. Consultations with AHT stakeholders, particularly at the regional level, suggest a persisting lack of awareness of UN.GIFT's strategy with many only being able to recall select activities like the Vienna Forum and the Global Report. This points to the need for an improved communications strategy for all stakeholder groups.

C. Efficiency

73. Many stakeholders, including those highly positive on the impact of the Vienna Forum, perceived the costs of the Vienna Forum and regional mobilization events in the initial phase of the Project as excessive. This has resulted in broader perception of insufficient cost effectiveness (figure 9).

Figure 9
Cost Effectiveness



74. Many stakeholders, including those highly positive on the impact of the Vienna Forum, perceived the costs of the Vienna Forum and regional mobilization events in the initial phase of the Project as excessive. This has resulted in broader perception of insufficient cost-effectiveness.

75. The Vienna Forum and affiliated pre-forum events resulted in the expenditure of USD 2.3 million against the attendance of over 1600 global participants. Given the unique profile of the Vienna Forum, few comparable benchmarks exist, but the evaluation found that it cannot be concluded that such costs were disproportionately high for such an event, especially given the fact that expenditures included a number of publications, events, and activities beyond the conference itself (e.g., the Journey exhibition, parliamentary side event, Vienna Film Forum), which accounted for nearly 40 per cent of total Forum expenditures. Furthermore, the Vienna Forum and regional event costs were fully transparent in the original project document and came in substantially under the planned budget of USD 3 million. As a UN event,

expenditures had to be in line with UN procurement procedures and standard cost guidelines.

76. In spite of these facts and substantive positive feedback on the Vienna Forum, the percentage of funds spent on this particular event were very high compared to other output areas, which had a strong negative impact on the perceptions of UN.GIFT's cost effectiveness and prioritization of activities. In the future UN.GIFT management should be sensitive to such perceptions in relation to high-cost events in designing activities.

77. Stakeholders have also questioned the efficiency of the Project in the area of activity based record-keeping and monitoring. This is partly due to UNODC's financial and project management systems, which require the development of work-around solutions by project managers to track activity based budgets and expenditures. Despite some recent improvements by the UN.GIFT Secretariat, such as the successful transition to output-level tracking in 2009, the lack of activity level data continues to be a challenge and should receive further investment and attention from the UN.GIFT Secretariat.

D. Impact

78. Considering that the project was only launched in March 2007 and that some major activities (e.g., Small Grants Facility and Joint Programmes) are still ongoing, an impact assessment is still premature. The lack of evaluable impact indicators, baselines and systematic end-user feedback will be significant limitations for long term impact assessments.

79. In the view of the evaluators, the SC, as a productive forum for technical cooperation among agencies involved in AHT efforts, bears the most significant potential for long-term impact to date. Another important foundation for potential long-term impact are the relationships that have been developed with civil society stakeholders, the media, and the private sector.

80. On the first overall objective of "increased awareness, coordination, and political commitment", the Project reached many important outcomes on the underlying activities as noted earlier. Stakeholder interviews and case studies suggest, however, that these accomplishments did not, as stated in the Project document, "set in motion a broad-based global movement that will attract the political will and resources needed to stop trafficking" nor produce "a turning point in the fight against trafficking." The evaluation team believes that beyond being difficult to evaluate, such broad objectives were overly ambitious given the institutional capacity, timing, and resources of UN.GIFT in relation to the broader anti-trafficking landscape. The evaluation team estimates that even at their peak, UN.GIFT expenditures presented 2-5 per cent of annual AHT spending by UN and non-UN agencies, foundations, NGOs, and major bilateral donors, an amount which is likely insufficient to demonstrably catalyze a global movement.

81. The second strategic objective of creating and strengthening support structures for victims is more clear-cut, but as noted in the effectiveness discussion above, progress as of June 2010 has been very limited, which is also due to the early stage of many initiatives like the Small Grants Facility and Joint Programmes.

82. Despite helpful information in project documents, including annual progress reports, quarterly reports, and “lessons learned” for major output areas, in many cases a detailed attribution was not possible due to limited activity-level documentation and the difficulty in disaggregating the value added by the UN.GIFT Secretariat from the contributions of SC members or other external partners.

E. Sustainability

83. Evidence for the sustainability of many individual UN.GIFT activities and the overall Project is relatively limited, but the next phase of the Project has the potential to be far more sustainable.

84. Few efforts initiated by UN.GIFT have had a life of their own without ongoing UN.GIFT funding. The lack of sustainability and continuity of impact was a consistent theme with many stakeholders criticizing UN.GIFT for focusing on large one-off activities (e.g., the Vienna Forum, South Asia Regional Conference, and large awareness-raising campaigns), without sufficient programmatic engagement and resources to ensure a sustainable platform for impact over the long term. However, some of the Project’s activities like capacity-building tools (e.g., EGI manuals) and results of partnerships (e.g., Code of Conduct for Safe and Honourable Tourism in India) are likely to have sustained impact without ongoing UN.GIFT funding. Furthermore, the long-term time frame and focus on stakeholder ownership for Joint Programmes (e.g., in Serbia) also demonstrates appropriate design for sustainability.

85. For the overall UN.GIFT effort, the Project has not achieved sustainability due to limited resource mobilization beyond the initial grant as already noted in the discussion of UN.GIFT’s fundraising track record. Even though several donors have made contributions to UN.GIFT, it will be beneficial for sustainability to further diversify the donor base in the future. If the fundraising issue is addressed, there is promise of greater sustainability due to the strong working relationships within the Steering Committee, which represents many of the major players in AHT globally, and partnerships with other stakeholders which have evolved over time.

F. Partnerships, management and governance

86. When evaluating the management and governance of UN.GIFT there are some important considerations about the nature of the Project and the broader context must first be taken into account. This was the first Project of its kind implemented by UNODC. UNODC had never implemented a multi-stakeholder partnership of this degree of size, complexity and level of high profile before. There are also systematic challenges to international coordination among UN and other international agencies, including incentives that agencies have to secure and maintain resources and variations in their governance structures. As a result of all of these factors, it is reasonable to expect that the management and governance arrangements of UN.GIFT would involve some degree of trial, error, and subsequent learning and refinement. This evaluation has found evidence both of challenges experienced at the outset, but also substantial learning and improvement in subsequent years.

1. Partnerships

87. Many stakeholders view UN.GIFT as an important and most visible global attempt to drive inter-agency technical cooperation on the issue of AHT. Specifically, UN.GIFT is viewed widely as an effective mechanism to facilitate inter-agency cooperation on joint programmes and initiatives, which has created a sense of partnership among AHT actors on the UN.GIFT Steering Committee. Beyond inter-agency partnerships, UN.GIFT has been supporting relationship-building between the UN and civil society and private sector organizations. UN.GIFT has made progress towards raising awareness within the private sector, creating a new channel through which civil society can engage with the UN, and brokering partnerships at the regional and national levels through Joint Programmes and conferences.

2. Engagement with Member States

88. At the outset of the Project, UNODC and UN.GIFT management did not effectively engage Member States. This was partly due to an overall lack of effective mechanisms and processes for engaging with Member States on technical cooperation projects within UNODC. However, as a result of increased focus on consultation with Member States, this situation has improved. For example, 22 total briefings and consultations were held between June 2007 and June 2010, UN.GIFT annual reports were provided to MS in 2008 and 2009, and updates were provided on a Member States' corner accessible through the UNODC website. Nearly half of the MS survey respondents and a number of interviewees believed that there continues to be insufficient consultation and transparency between UN.GIFT and Member States.

89. There are also substantial opportunities to improve awareness of UN.GIFT's activities and how it is distinct from UNODC's broader AHT efforts. This may be due to the fact that of the 22 total briefings and consultations, 19 took place in 2007 and 2008, while only three (including a Secretariat briefing to the Working Group on TIP) have taken place in 2009 and 2010. This finding suggests that it will be critical for UN.GIFT to involve Member States upfront in the next phase of UN.GIFT and to find a mechanism for better engaging them on an ongoing basis.

3. Steering Committee Working Relationships

90. The working relationships of the Steering Committee members have evolved significantly over the life of the initiative. Initially, lack of transparency of member selection criteria, differing understanding of the "advisory" role of SC members, and the strong leadership role initially taken by UNODC led to inter-agency tension and lack of buy-in — a situation recalled in many interviews and apparent in Steering Committee meeting minutes. The original selection of SC members was not guided by clear or transparent criteria, resulting in questions regarding the representativeness of the SC. However, it is important to note that the group was intentionally kept small so as to create a strong and focused working group rather than a completely representative body. After 2008, the UN.GIFT Secretariat, under the leadership of the Senior Manager, took steps to improve the situation including implementation of a fully participatory decision-making process and the joint development and adoption of a revised UN.GIFT strategy by the committee in November 2009. There is now a universally acknowledged improvement in the

working relationships on the SC with multiple tangible examples of fruitful cooperation including Expert Group Initiatives (i.e., capacity-building manuals and tools), alignment on and joint fundraising for regional/local Joint Programmes, and collaboration on awareness-raising. Nonetheless, SC members continue to call for further clarification of decision-making authority and many external stakeholders have raised concerns about opportunities to make the Steering Committee a more representative body.

4. Positioning of UN.GIFT within UNODC

91. There has been strong visible support for UN.GIFT by UNODC management, including the agency's Executive Director. Following divisional realignment within UNODC, both UN.GIFT and AHTMSU are now housed within the Division for Treaty Affairs under the Organized Crime and Illicit Trafficking Branch (OCB) and from early 2008 to July 2010, both have been under the leadership of a common Senior Manager. However, ambiguity around the precise role and activities of the UN.GIFT Secretariat created some organizational structural tensions with other sections of UNODC involved in AHT efforts, particularly AHTMSU. Attempts to achieve a constructive working relationship between the UN.GIFT Secretariat and other UNODC sections involved in AHT efforts have been challenging due to perceived overlaps in work areas (e.g., on advocacy campaigns) and in connection with roles and responsibilities of staff embedded in or shared with other sections of UNODC (e.g., AHTMSU, Advocacy). These challenges have abated somewhat in recent years with multiple examples of effective collaboration like the Vienna Forum and the Parliamentary Handbook, but a number of stakeholders have expressed concerns about the clarity of roles and responsibilities of UN.GIFT within UNODC.

92. The evaluation team finds that such intra-UNODC frictions are a structural issue, unrelated to individuals and personalities, and largely stemming from a lack of clarity of UN.GIFT's mandate and role vis-à-vis other UNODC sections engaged in AHT. Despite such tensions, which should be addressable through the careful definition of roles and increased autonomy of UN.GIFT, the evaluators find that UNODC is a natural host for UN.GIFT given the agency's mandate as guardian of the Trafficking Protocol, host of ICAT, and its role in the implementation of AHT technical assistance efforts in line with the Trafficking Protocol and GPA.

93. Beyond better definitions of roles, better internal and external communication of UNODC's relationship with UN.GIFT is also needed. Multiple stakeholders mentioned confusion on this front, with many external stakeholders contacted by the evaluation team (e.g., NGOs, private sector partners, regional AHT opinion makers) viewing UN.GIFT and UNODC as interchangeable.

Abbreviations and Acronyms

AHT	Anti-Human Trafficking
AHTMSU	Anti-Human Trafficking and Migrant Smuggling Unit
ECOSOC	Economic and Social Council
EGI	Expert Group Initiative(s)
ICAT	Inter-Agency Cooperation Group against Trafficking in Persons
IEU	Independent Evaluation Unit
ILO	International Labour Organization
IOM	International Organization for Migration
GA	General Assembly
Global Report	UNODC/UN.GIFT Global Report on Trafficking in Persons
GPA	UN Global Plan of Action to Combat Trafficking in Persons
JP	Joint Programme
MS	Member State(s)
NGO	Non-Governmental Organization
OSCE	Organization for Security and Co-operation in Europe
PSC	Programme Support Costs
SC	UN.GIFT Steering Committee
TIP	Trafficking in Persons
TOR	Terms of Reference
UN.GIFT	UN Global Initiative to Fight Human Trafficking
UN.GIFT Secretariat	UN.GIFT Project team (also referred to as the Project staff)
UN.GIFT Management	Project Senior Manager and UNODC managers responsible for UN.GIFT
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
UNIFEM	UN Development Fund for Women
UNODC	UN Office on Drugs and Crime
Vienna Forum	Vienna Forum to Fight Human Trafficking (February 2008)