

Evaluation of the Brookings-London School of Economics Project on Internal Displacement

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“Reasonable people adapt themselves to the world. Unreasonable people attempt to adapt the world to themselves. All progress, therefore, depends on unreasonable people.”

George Bernard Shaw

1. Executive Summary

This evaluation was commissioned to examine the achievements of the Brookings-LSE Project on Internal Displacement within the Swiss funding period, and thus to assist Switzerland's Human Security Division in making decisions about a third, core contribution. In order to achieve this, the evaluators have looked carefully at the evolution of the Project since start-up. The full Terms of Reference can be found in Appendix.

Shortly after the start of his mandate, Francis Deng suggested three alternative institutional options for addressing the issue of internal displacement¹:

1. The creation of a new agency for IDPs;
2. The assignment of responsibility for IDPs to an existing UN agency;
3. The development of a collaborative approach among the different relevant agencies coordinated by a central mechanism.

The first option was generally rejected, principally because of concerns about national sovereignty. The UNHCR has the lead role in overseeing IDP protection and shelter needs, and the coordination and management of camps, but its original mandate does not cover IDP protection. Only a dysfunctional variant of Option 3 is still standing – now reinvented as the Cluster Approach.

In Francis Deng's 2003 report to the General Assembly², he referred to the Vienna symposium ('Taking Stock and Charting the Future') of December 2002. The principal objectives of the symposium were to assess the work and challenges of the mandate as well as the progress made by the international community. The symposium also explored future strategies for promoting enhanced responses at the international, regional, national and local levels. At this event many funding partners, UN agencies and international organisations gathered to discuss how to proceed with the then Brookings-SAIS Project. Ten years later, the global catastrophe of internal displacement continues apace. It is time for a similar, yet much more strategically focused event.

Experience in Angola and Colombia demonstrates that incorporating the Guiding Principles into domestic law does not necessarily lead to automatic improvements in the lives of IDPs, but at least there is legislation in place against which governments can be held to account. The question remains – by whom?

Meanwhile, the Brookings-LSE Project on Internal Displacement continues in its mission to 'promote a more effective national, regional and international response to the global problem of internally displaced persons...' and to support the mandate of the Special Rapporteur. Its role as a provider of original research remains a critical element of its credibility.

The current Project and its precursor, the Brookings-Bern Project - both financed within the term of Switzerland's funding - have been a productive initial investment for the funding partner, and a complement to the Human Security Division's mandate. The Normative Framework - as encapsulated by the Guiding Principles - is now generally accepted as the basis of national legislation, regional accords and humanitarian norms with regard to the rights of IDPs. This has created the foundations for a wide range of agenda-setting, capacity-building, advocacy, and humanitarian diplomacy.

¹ (Deng 2000, Mooney 2003a) (Forced migration Online)

²http://www.iom.int/jahia/webdav/shared/shared/mainsite/policy_and_research/un/58/A_58_393_en.pdf

The results for IDPs in countries where the previous mandate holder invested consistently are an impressive testament to his consummate diplomatic and advocacy skills. Similarly, results at the convening and agenda-setting level have been equally impressive when the issues have been carefully targeted and when the Project has followed through consistently. The current mandate holder's efforts in support of the AU Convention are laudable, as are his investments in opening up the displacement issue in terms of climate change, urban displacement, non-camp-dwelling IDPs, and the need to protect the most vulnerable of the displaced, notably women and children.

The Project has considerable potential to leverage its partnership role more effectively. Certainly its existing partners are keen to work much more closely with the Project to design a more coherent and strategic approach to their joint investments. Meanwhile the stakeholder group has grown in number and evolved in terms of its capacity – it is time for a rethink about the manner in which the key institutional actors could all work together more effectively.

Today the Project seems to be somewhat caught in a strategy vacuum. Most of its external stakeholders contend that the Project leadership does not bring a sufficiently strategic or focused dimension to the Project's continuing investment in change. No completion or exit strategy seems to be in evidence. Certainly the strategic planning documents reviewed by the consultants do not reflect good planning practice. Project strategy is so vague and all-encompassing as to permit virtually any investment. While a nimble and responsive approach is appropriate to a process-orientated and core-funded Project of this nature, Proposal designs, coupled with the overly general nature of Project reporting provide little evidence that the Co-Directors are clear about their focus in the medium-term. Meanwhile their plans are not being effectively communicated to their operational and funding partners.

The Brookings Project has its origins in a robust and persistent advocacy campaign³. NGOs advocated strongly for action in favour of IDPs. Their voice, coupled with recommendations from the Human Rights Commission, are what prompted the then Secretary General to establish the RSG position. Today many of its current stakeholders lament what many perceive to be an absence of advocacy activism from the Project. However, there is little wonder that so many expect so much. The numbers of IDPs keep rising, and international understanding of the complexities around internal displacement keeps growing, thanks in no small part to the Project. Meanwhile the Project remains a much-respected home for the convening function. In such a volatile context, the management of expectations remains a major challenge for the Project Co-Directors. They need to do a better job of explaining what they are doing – and why.

Ten years after the Vienna symposium and twenty years after Project start-up, is time to take stock and bring all the key stakeholders to the table to decide where to take the Project. The process will take time, funding, and additional technical and facilitation support. Switzerland should take the lead in supporting the process with Brookings.

³ Weiss 2003 (Forced Migration Online)

2. Introduction

This year will mark the 20th anniversary of the UN mandate on internal displacement, and the fifth year of Swiss funding to the Brookings – Bern/LSE Project on Internal Displacement. This report reviews progress from the start of Swiss funding to date, and proposes process steps to advance the aims of the Project. While Project development during the Swiss funding period features most prominently, the report contextualises it within its broader history.

For the Brookings Project, the past twenty years can be divided into three distinct and complementary phases associated with each of the three mandate holders, Representative of the UN Secretary-General on Internally Displaced Persons (RSG) Dr Francis Deng, RSG Professor Walter Kälin and Special Rapporteur on the Human Rights of Internally Displaced Persons (SR) Dr Chaloka Beyani.⁴

The development of a normative framework for IDPs became one of the main tasks assumed by Dr Deng, following his appointment in 1992. This assignment was fraught with complex challenges, notably:

- dealing with the sensitivities of governments wary of potential intrusions into their sovereignty;
- ensuring that international standards were based on a concept that would promote consensus;
- reassuring states that while IDPs came under their sovereign responsibility, they had to agree that sovereignty carried with it the obligation to protect and assist these vulnerable populations.⁵

Thus, the concept of sovereignty as a form of responsibility became the basis for the 'Normative Framework' that would be created, and entitled the 'Guiding Principles on Internal Displacement'.

Professor Kälin dedicated support and capacity to strengthening activities with governments, national human rights institutions and civil society organisations. He also published on national responsibility, durable solutions, consultation mechanisms, peace processes, and protection in situations of natural disaster. He developed a Manual for Law and Policy Makers, a Guide for Peace Mediators, and supported the provision of technical assistance to develop legalisation and policy, as well as the delivery of legislation courses and seminars at both regional and national levels. During his tenure some progress was made with regard to mainstreaming the rights of internally displaced persons into the work of humanitarian and development agencies of the UN system at the policy and operational levels.⁶

Dr Beyani was instrumental in the development and drafting of the 'Kampala Convention', even before he became the mandate holder. He has been influential in lobbying relevant African states to ratify and implement this regional instrument.⁷ He continues the work that Professor Kälin began with regard to natural disasters and climate change. Dr Beyani's report for the UN Secretary General to introduce at the 2011 UN General Assembly Meeting focused on displacement in the context of climate change

⁴ Interview 4 May with Dr. Beyani

⁵ <http://www.fmreview.org/FMRpdfs/GP10/4-5.pdf>

⁶ [http://www.internal-displacement.org/8025708F004CFA06/\(httpKeyDocumentsByCategory\)/EDF4E980706F3049C1257731005217D1/\\$file/NRC_Written-statement_HRC-13th-session.pdf](http://www.internal-displacement.org/8025708F004CFA06/(httpKeyDocumentsByCategory)/EDF4E980706F3049C1257731005217D1/$file/NRC_Written-statement_HRC-13th-session.pdf)

⁷ Interview 4 May 2012 with Dr Beyani

adaptation.⁸ Dr Beyani also focuses attention on IDP women, IDPs outside camp settings and urban IDPs.⁹

In 2012, Special Rapporteur Beyani is expected to focus his upcoming thematic report to the General Assembly on a progress review and an assessment of current challenges.

A summary of Project milestones follows:

Phase 1. Awareness and Recognition:

Francis Deng's 12 year mandate

Normative Framework created through extensive consultation. Ancillary policy instruments and key publications (e.g. 'Masses in Flight'). Some governments adopt laws and policies on IDPs

Phase 2. Deepening , broadening and mainstreaming:

Walter Kälin's 6 year mandate

Growing acceptance of the Guiding Principles (e.g. the 2005 World Summit), adoption of IDP laws and policies into national legislation, capacity building (notably via the Sanremo course), awareness of climate change as a displacement driver, internationally endorsed guidelines for governments and humanitarian actors re IDPs.

Humanitarian reform initiatives, operational tools such as the IDP Handbook, agenda-setting research on displacement and peace/transitional justice

Phase 3: Consolidation and continuity

Chaloka Beyani's 1.5 year (to date) mandate

Regional instruments - the AU (aka 'Kampala') Convention, increased recognition of IDP complexity - climate change, women and non-camp dwelling IDPs, technical support for governments and UN partners (Kenya and UNHCR) re legislation and policy support

The awareness and recognition phase focused on gaining acceptance that IDPs have the same human rights as everyone else within a state, but constitute a distinct group with distinct protection needs. It concentrated on advocating for the acceptance of a normative framework for internal displacement.

A highly consultative process with stakeholders resulted in the 'Guiding Principles on Internal Displacement'. With the conspicuous success of this initiative the Project focused increasingly on assisting governments in the development of national policy and legislation on internal displacement. Concurrently, the Project focused on advocacy to the UN system, assisting humanitarian actors to incorporate the IDP issue into their programming policies and operations. This deepening and mainstreaming process continues.

⁸ General Assembly, A/66/285, Sixty-sixth session Item 69 (b) of the provisional agenda, Promotion and protection of human rights: human rights questions, including alternative approaches for improving the effective enjoyment of human rights and fundamental freedom, Protection of and assistance to internally displaced persons, Note by Secretary-General, 9 August 2011

⁹ Interview 4 May with Dr. Beyani

Meanwhile the complexity of displacement became increasingly apparent to all major stakeholders in the issue, and a raft of questions has emerged:

Mainstreaming

Few countries would accept what they would perceive as gross interference in their sovereign affairs. Does this mean that the IDP issue is mainstreamed by default? Is this the time to continue with mainstreaming efforts - and if so who should drive it—the SR/Bookings or the Emergency Relief Coordinator of the UN? Is the IDP issue so integrated into funding partner strategy, NGO operating principles and national government policies that a new approach is needed? Has critical mass been achieved in the non-UN humanitarian and development spheres? Or is the IDP issue still so fragile at an institutional level that it needs to be championed as a distinct topic for another 20 years? What does agenda-setting and convening mean in this context? Moreover, how will new actors in internal displacement (e.g. those working on natural disasters and climate change) be brought into the picture?

IDP protection and rights

How can governments and humanitarian actors mitigate conflict between IDPs and host communities? Given that vast and growing numbers of IDPs are relatively invisible (and exploitable) in non-camp settings, how should their rights and needs be addressed? How should IDPs be protected in conflict? What does a durable (i.e. developmental) solution for IDPs look like in these contexts?

The UN's role

Twenty years on, and more strategically - is there now a role for a UN agency on internal displacement? Is this the time for internal displacement to be subsumed into wider human rights and humanitarian dialogue and implementation? Is the policy battle won? The UN's disarray on how to address the issue is painfully apparent, as many of the interlocutors who contributed to this report attest.

In this evolving scenario, funders must ask themselves what investments will deliver the most valuable and enduring change.

Where should the Brookings-LSE Project go from here? Is quiet, targeted diplomacy still an appropriate investment in the face of countless millions of IDPs? Five years into its funding relationship with Switzerland's Human Security Division, what should the developing Phase 3 of the Brookings-LSE Project look like?

This report reviews the period financed by two core grants, encompassing the period January 1st 2007 to December 31st 2011. It also references two other 'joint venture grants' that were provided by the Human Security Division: 'IDPs and Peace' and Desplazamiento y Construcción de la Paz'.

Acknowledgements

The evaluators would like to acknowledge and thank all those key informants who spoke candidly, both on and off the record, during the many interviews and discussions that inform this report. Special thanks are due to Chaloka Beyani and Elisabeth Ferris for their support to the process.

3. Context overview

IDP numbers are rising

The numbers of IDPs continues to rise, with an exponential increase from 2010 to 2011 and a modest drop from 2011 to 2012.¹⁰ Since 1990, the numbers have fluctuated between 20-30 million people. At the end of 2010 the figure was 27.5m, and at the end of 2011 the figure was 26.4m. However, since 1990 the number has never dropped below 20 million, except once in 1997. In 1990 the estimated global figure for people displaced because of conflict surpassed the figure for refugees for the first time. Since then IDPs have continued to outnumber refugees substantially.

The trends are disturbing

The range of internal displacement conditions is vast: IDPs find themselves in camps and dispersed into communities, in rural and increasingly in urban settings – and with varying levels of social acceptance or rejection. Some find themselves trapped in a status vacuum, where they are neither classified as internally displaced, nor as refugees. Women, children, the elderly and minorities are particularly vulnerable in such circumstances.

- **Urban displacement.** Most international attention focuses on rural-urban migration and the difficulties of distinguishing the categories of vulnerable populations in the poor, urban areas of mega-cities and capitals. Less attention is focused on increasing movements by IDPs into unplanned settlements in other types of urban settings. Vulnerability in these environments is particularly acute because they invariably lack the means to return home or to move on to the bigger cities.¹¹
- **Displacement outside camps.** Most IDPs live outside camps and stay with host families. This, combined with the fact that very few countries collect data on IDP numbers disaggregated according to sex, age or location – severely hampers the effectiveness of responses.¹²
- **Protracted displacement.** In approximately 40 countries IDPs live in protracted situations of internal displacement in which entire generations have grown up in displacement.¹³
- **Displacement due to climate change and natural disasters.** An estimated 35 million people are displaced because of climate change. The numbers are growing exponentially and the trend is clear: internal displacement is one of the most significant humanitarian, human rights and development challenges on the planet.¹⁴ The Intergovernmental Panel on Climate Change report 'Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation (SREX)', concluded that climate change impacts, including less predictable monsoons, changing rainfall patterns, significant temperature rises and more intense tropical cyclones, combined with rapid population growth in areas exposed to such hazards, are likely to result in greater displacement in the future.

¹⁰ IDMC Global Overview, p. 24

¹¹ Interview with IFRC

¹² IDMC Global Overview 2011

¹³ IDMC Global Overview 2011

¹⁴ IDMC, Global Overview 2011 and United Nations, General Assembly, 66th session, Third Committee, Item 62 of the agenda, statement by the ICRC, New York, 2 November 2011.

IDPs have the aid community's attention – even if it cannot agree on how to proceed

IDPs and their plight seem finally to be squarely on the agenda of 'donor' governments, regional organisations, human rights agencies, NGOs and humanitarian and development actors within the UN. In such a complex context, political, strategic and capacity challenges abound for any investor in systemic change. Twenty years ago there were few tools and fewer champions to challenge and change the way IDPs were perceived and protected. Today, many of the tools are available and increasingly finding acceptance. Meanwhile debate continues as to whether internal displacement is a humanitarian or a development issue. Further, the constellation of organisations and mechanisms that focus on the internal displacement issue has evolved to the point where complementary capacity could perhaps be combined to achieve much more than the sum of its parts.

Many states are not stepping up

Many governments lack the resources, the capacity and - as borne out by Brookings' and others' research¹⁵ - most significantly, the will - to implement and operationalize the Guiding Principles. Many lack the capacity to generate national IDP law and policy. IDP monitoring organisations and human rights organisations continue to report grave rights violations of IDPs

Meanwhile, the need to strengthen the mainstreaming of internal displacement into international humanitarian, human rights and development responses during all phases of displacement remains an enormous challenge. Moving normative and policy gains towards tangible improvements in the lives of millions of people who are internally displaced, while reversing the trend of increasing internal displacement is primarily a government responsibility. However without strengthened and concerted by the UN system, affected states and other relevant actors including donor countries, the trend is likely to continue.

Some governments and political systems are strong enough to absorb political investments without being destabilised or their political mandate endangered. Some are so fragile that any suggestion of a change in the status of a vulnerable population is considered an existential threat to an already teetering political system and a fragile social equilibrium. Yet more significantly, many governments, regardless of their stability, simply lack the political will to protect and assist IDPs in their own country. Other governments may welcome the arrival of a Special Rapporteur on Displacement, and take on board much of what is on offer, but because of volatile and poorly institutionalised political systems, the investment is held by individuals rather than penetrating – and acculturating – essential institutions. If the rule of law and the legislative and political environment are weak, investments in policy change can founder, no matter how well conceived.

Integrate or ring fence? There is no consensus

There is no consistent view that the time is ripe to abandon a specific focus on IDPs in favour of a more integrated approach. Most practitioners argue that the vulnerabilities, risks and sheer numbers of IDPs continue to need focused attention, not the subsuming of the internal displacement issue into a broader category of vulnerability. But for many funders and implementers, the logic of including IDPs among a broader vulnerability category is compelling.

¹⁵ 'Responsibility to Response: Assessing National Response to Internal Displacement', <http://terra0nullius.wordpress.com/2012/02/21/from-national-responsibility-to-response-part-i-general-conclusions-on-idp-protection/>, 'Protecting Migrants in Complex Crises' , Khalid Koser

An overview of potentially complementary roles and functions by selected key actors

The Brookings LSE Project plays the leading role as convenor. Although this diagram indicates key agencies in key ancillary roles, the level of commitment, resource-allocation and capacity to engage, fluctuates over time.

(e.g. IDMC's presence and capacity has increased markedly. UNHCR's has diminished. ICRC seems to have mainstreamed displacement. Tufts is increasingly a significant research contender)



The Swiss perspective

Switzerland decided to involve itself as a funding partner after several years of Project development. Initial funding was through project grants, whereas the last two packages of financial support have come through core grants. However even at the outset of the relationship it was already clear to the HSD that the Project would be a good fit in terms of the Swiss mandate. Switzerland's engagement was further reinforced by its confidence in Professor Kälin as the mandate holder, coupled with a general HSD view that authoritative research was needed into the IDP issue. The opportunity of developing a cooperative relationship with the Brookings Institution was thus perceived as a reinforcement to the FDFA/HSD mandate. Further, Swiss thinking was also informed by a concern to develop and expand backing for the IDP issue from a globally respected institution outside the Geneva orbit. The Project has also been of strategic and political interest to the FDFA in leveraging the Brookings relationship to support access to - and dialogue with - the US government.

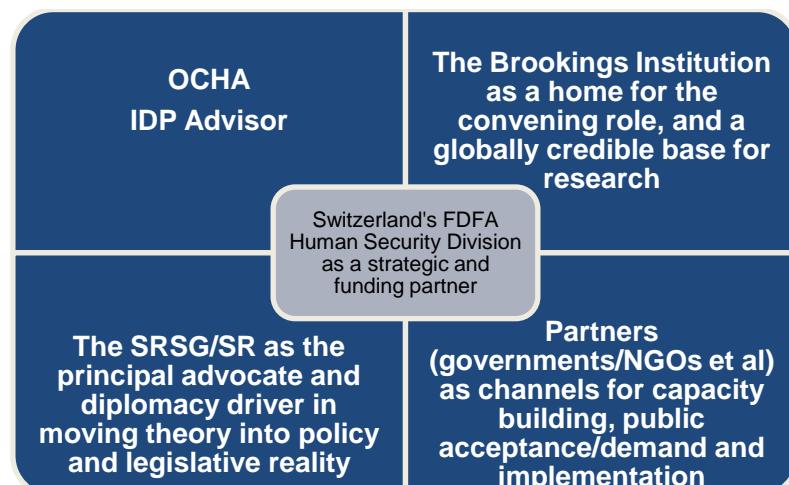
According to the then HSD point person, the first core funding package was arranged in something of a rush. The intention was to support a strategic approach to the IDP issue, and thus a broad Project approach was encouraged. However, even at that time the HSD was expecting a gradually increasing focus on concrete results for IDPs.

Swiss funding plays a significant role in the overall Project budget and has ranged from 8%-17% of the total in the past four years.

The following chart reflects what Switzerland has referred to as the 'square logic' model of key relationships. The model served as Switzerland's reference in the transition from project funding to core funding, and remains its frame of reference for the achievement of the Project's goal.

'The concept of human security focuses on the safety of individual human beings and protecting people against political violence, war and acts of arbitrary violence. It is based on the recognition that peace policy, human rights policy and humanitarian policy are closely interlinked'*

*http://www.eda.admin.ch/eda/en/home/dfa/orgcha/section/pad/pad4.html#ContentPar_0007



A wide range of views circulates on how to address the advocacy challenge:



Walter Kälin was perceived by all interlocutors during this evaluation as a successful exponent of humanitarian diplomacy who understood how to translate theory into practice. Current mandate holder Chaloka Beyani has joined other UN Special Rapporteurs in joint diplomatic efforts, such the statement on the Syrian situation in April 2011.¹⁶

Meanwhile, the 'hard' advocacy role seems to remain in the hands of civil society. No UN lead agency seems likely to emerge on the internal displacement issue.

4. Recommendations

¹⁶ <http://www.ohchr.org/en/NewsEvents/Pages/DisplayNews.aspx?NewsID=10941&LangID=E>

Recommendations to the Brookings Institution and the Project Co-Directors

a) Convene a stakeholder partnership group and design a co-owned Project re-launch strategy where the Brookings-LSE Project adds measureable value in a changing internal displacement environment

The Co-Directors should solicit special funding in order to ensure the external facilitation of an extensive and inclusive strategic planning process during the next six months. In the best traditions of the Brookings-Bern – LSE Project, the process should be highly inclusive, and should incorporate the voice of key partners and actors working in all phases of displacement and of organisations representing IDPs. The process should include the following components:

Participants	Process	Timeframe	Outputs
Brookings-LSE Project staff.	Internally commissioned environmental scan re current and forecasted displacement and funding trends, plus an institutional review of all key partners and potential partners, with details of their programming focus and niche. Desk review. Bilateral/multilateral discussions.	By 3 rd quarter 2012.	In-depth understanding of evolution of the displacement situation and the capacities of partners.
Current funding partners. External facilitator.	Update on current Project status, summary evaluation review, and briefing on strategic planning process. First funding partner forum.		Awareness of partner priorities. Co-ownership of challenges.
Brookings-LSE Project Co-Directors and staff. Partners and representatives of organisations representing IDPs. External facilitator.	Externally facilitated strategy workshops in Europe, Africa, Asia, the Caucasus, the Middle East and Latin America.	By 4 th quarter 2012.	Co-ownership of potential strategy.
Brookings staff at all levels. Co-Directors. Selected partners. External facilitator.	Internal evaluation, progress review, targeted SWOT analyses, Stakeholder analysis, PEST analysis, incorporation of environmental scan, incorporation of stakeholder inputs, and generation of potential avenues and strategies, informed by a Theory of Change. (See Theory of Change example in Chapter 6).		Strategy options.
Key partner organisations and funding partners. External facilitator.	Inclusion of partners in the development of a joint strategy on internal displacement.	By 1 st quarter 2013.	Joint strategy. New partnership protocols.
Brookings Project staff.	Plan development (including organisational, financial, institutional		Full strategic plan for the next five

Selected partners. External technical support.	and strategy support arrangements).		years with a detailed business plan for the next two years.
All Project staff. Co-Directors. All current funders and invited funding prospects. External facilitator.	Present and review re-launch strategy.	By 2 nd quarter 2013.	Buy-in.

b) Work with funders to design an inclusive Project strategy support structure

Further to the development of the Project re-launch strategy; work closely with funding and technical partners in building an inclusive and strongly capacitated Project strategy support structure that includes selected external stakeholders and external experts. Use external consultancy to support the process. The strategy support structure would be an informal body to which the Project Co-Directors would report bi-annually. Project strategy would be co-designed and updated with the key stakeholders in order to ensure optimal complementarity between contributing agencies and to measure Project progress against objectives.

c) Design a staffing structure that reflects the new strategy

Project human resources allocations should be reviewed and modified in line with strategic imperatives, in order to complement and reinforce project content, management, and administration. Human resource allocation should be reinforced to support consistent, high level follow-up on workshops and other events.

In the medium term:

d) Focus the commissioning and dissemination of research on targeted campaigns with specific objectives and sustained follow-through

The Co-Directors should jointly determine which limited research outputs will deliver the most value for the Special Rapporteur's mandate. All research results dissemination should be linked to a follow-through strategy to optimize the investment and leverage impact.

Recommendations to Switzerland

a) Support the Project through a transition to a more strategic programme and well-founded structure

Switzerland should leverage its investment in the Project, its credibility with counterpart funding partners and its close relationship with the Brookings Institution to support a transition to a more coherently structured Project. The focus should be on a re-launch strategy that capitalises strongly on partnerships, and prioritises the role and primacy of the mandate holder.

b) Convene a funding partner forum to provide more consistent and coherent value to the Project, and to leverage influence

Switzerland, in partnership with other major funding partners (notably USAID and Norway) should convene a permanent funding partner forum for the Brookings-LSE Project. The forum should formalise an internal protocol of communications and should meet virtually and face to face at its convenience to review Project progress and determine a complementary approach to the Project.

c) Require funding to be linked to objectives and reported accordingly

Regardless of future funding mechanism, and regardless of whether the current Project structure and strategy is modified, Switzerland should require a detailed breakdown of costs, budgeted by planned activity, and attributed to the appropriate individual or cost centre. HSD should require financial reporting to demonstrate how funds were spent by objective and by cost centre. Assuming the project remains as currently structured, HSD should ensure that Project budgets and financial reports demonstrate how funds were attributed and expended by the mandate holder and by the Brookings-based Co-Director.

d) Invest in the development of an Project strategy support structure

Further to the development of a Project re-launch strategy; assist the Brookings Institution in building an inclusive and high capacity Project strategy support structure that includes external stakeholders and external experts. The use of external consultancy may be appropriate.

e) Require performance-to-objectives reporting supported by narrative reports

Switzerland should consider continuing its core funding approach, but only on the basis of the above mechanisms being put in place. If the Project is unable or unwilling to consider this recommended approach, Switzerland should consider a resumption of project funding that fully reflects Swiss policy priorities and the HSD mandate. In such a case, funded projects should be supported by authoritative Log frames and indicator-based reporting.

f) Support the Special Rapporteur financially in the short-term

Switzerland should determine if the current mandate holder does indeed require financial or additional staff support to enable his independent action within the remaining funding period, and should make special funds available if this is the case. Switzerland should encourage the Co-Directors to resolve current administration issues with regard to funds already proposed but never solicited. This may require additional, (higher level support than P3) administrative support to the mandate holder.

g) Consider supporting a restructured project

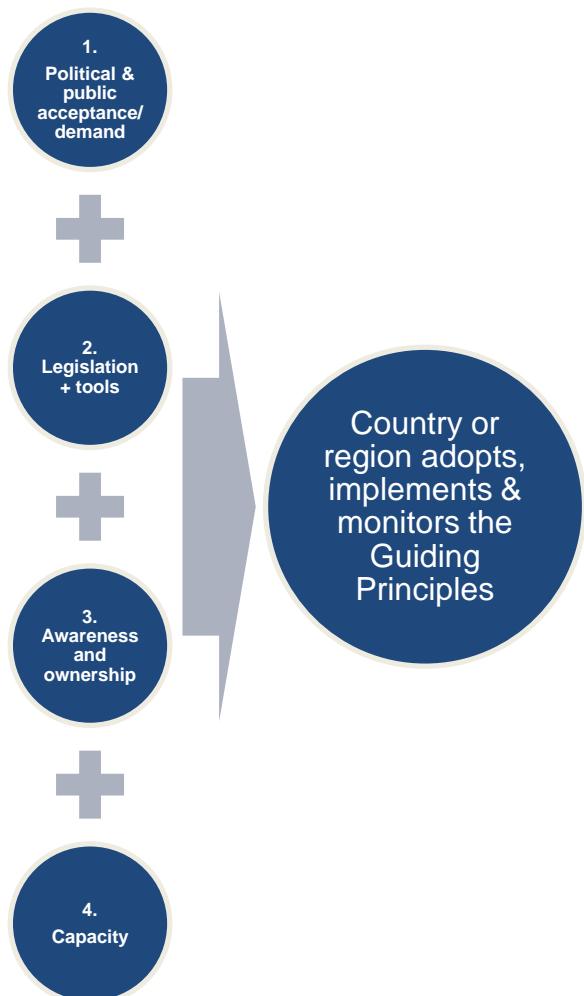
Switzerland should be responsive to moves to strengthen and re-launch the Project at the programmatic and structural level, and should accompany Brookings and the Co-Directors in a dialogue about how to optimise value from the Swiss (and eventual funding partner forum) investment. This should be backed up with financial support to the process, in concert with other funding partner engagement.

'In my view, displacement is mostly a developmental issue, but it is perceived as mostly humanitarian'

Niels Harild, Lead Social Development Specialist (Displacement) - Social Cohesion & Violence Prevention, The World Bank Group

5. Towards a Potential Theory of Change (Investments)

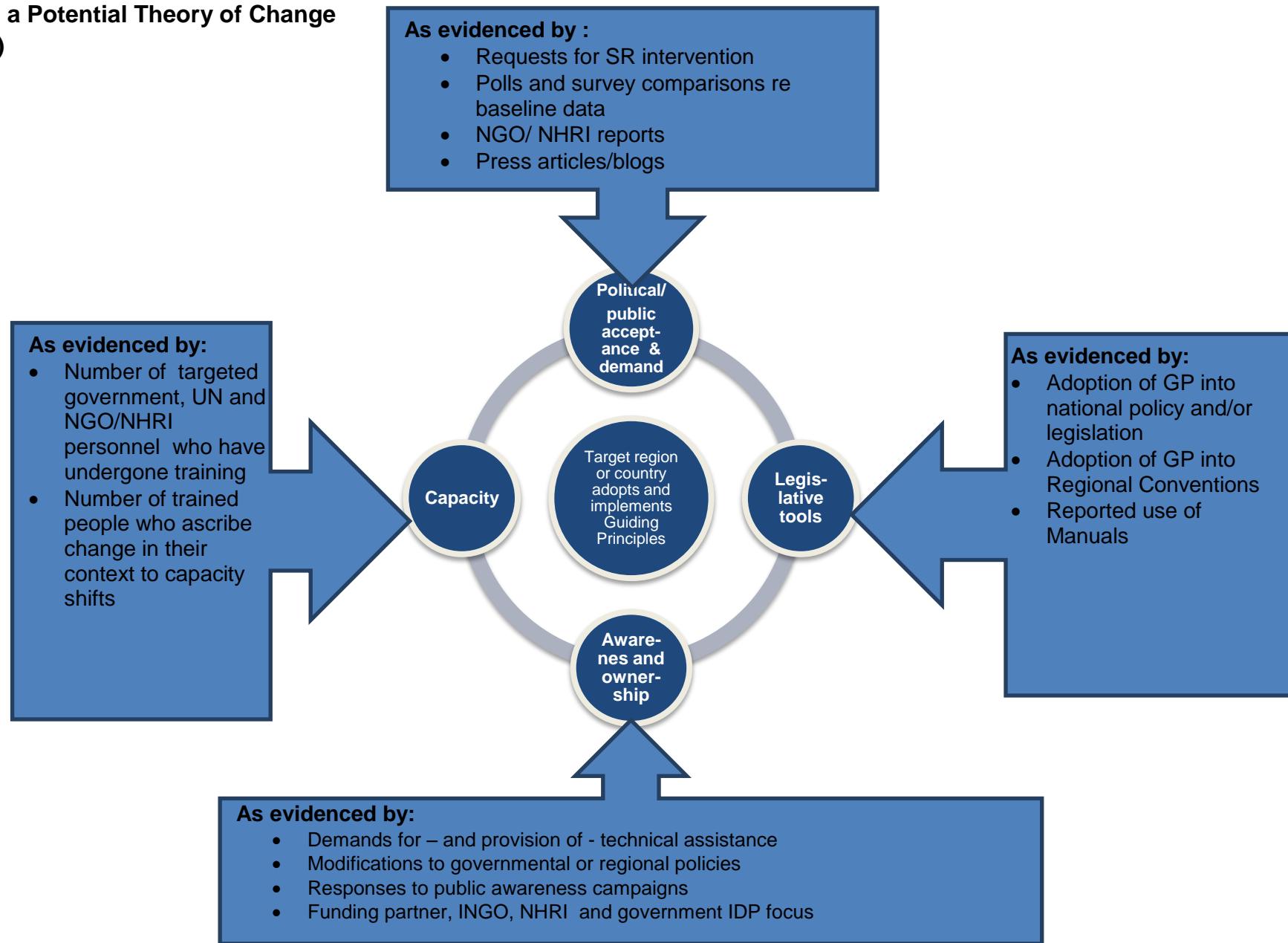
In the following two diagrams, the current Project is represented by the evaluators in the form of a basic Theory of Change. This type of model is not used in current Project design, presentation or reporting, but is recommended in order to clarify strategy, and to demonstrate how inputs will support planned outputs and outcomes.



Strategies

- 1. Build acceptance and demand in target regions/countries**
 - Regional and country-specific studies, seminars and workshops indicate how and to what extent political and public acceptance/demand can be mobilised and opposition mitigated
 - Bespoke, targeted acceptance/demand strategies are designed by region/country, in concert with key actors
 - Key mobilising actors/agencies are identified and integrated into the strategy
- 2. Provide legislative and policy tools and advocate for their adoption**
 - The Guiding Principles and related manuals and tools are written into a dissemination strategy and plan to be made available to the target audience, advocated by the Special Rapporteur and further developed/supported by Brookings
- 3. Raise target government's/region bodies' and UN bodies' awareness, and build their ownership of the change process**
 - Strategies (thematic, macro and micro) are designed to raise awareness of target governments/NGOs and related international actors (funders, UN agencies, et al)
 - The Co-Directors select specific areas within the internal displacement and human rights arena for a targeted approach to awareness-raising. All publications, meetings, conferences are budgeted and targeted to support a specific regional or country strategy re the adoption and implementation of the Guiding Principles
- 4. Build the capacity of targeted actors to fulfil their roles as per the overall strategy**
 - Further to research and baseline data re capacity needs, targeted actors are provided with training (by Brookings and/or partners)

Towards a Potential Theory of Change (Results)



6. Conclusions

The following table provides a broad overview of the return on Swiss investment to date. It is followed by a more detailed presentation of conclusions.

Yields on Swiss Investment	Challenges	Prognosis
The Project supports and complements FDFA and HDS mandates		As internal displacement is increasingly seen as a 'vulnerability' issue, a stand-alone displacement investment will be harder to justify
The Guiding Principles are recognized	Much more work needed to drive acceptance deeper, and to build the 'will' to buy into them, especially at regional and national levels	The Principles will mean more, not less investment is required to translate the norms into realities for IDPs
Flexibility of approach and core funding has allowed the Project to be process rather than product driven – important for agenda-setting	Absence of viable strategy means few stakeholders know where the Project is going or 'what success will look like'. No baselines and weak proposal design make success and failure hard to measure	Increasing interest by funding partners in working together more collaboratively to support the Project may be leveraged for better value for investment
Strong sense of co-ownership of the Project by its growing number of stakeholders	Raised expectations, coupled with insufficiently targeted communications exacerbate misunderstandings and frustrations about the Project	Without more participation in Project strategy and progress reviews by a wider group of stakeholders, the Project will miss opportunities for synergy and value
Prolific amount of research material, articles generated by Brookings, as well as large number of facilitated events for stakeholders	Lack of sufficient follow through (and strategic direction) means many interlocutors perceive the Project to be research output-driven rather than strategic Some research has been criticised as substandard	Without a strategic approach to the use of research and the closer involvement of external stakeholders in building and supporting strategy, the Project risks losing focus
Indirect support for the mandate and the two mandate holders' work in negotiations with national governments and regional bodies Many bilaterally (23) and regionally (AU) negotiated agreements	Many stakeholders perceive the current mandate holder as insufficiently engaged in driving the Project and in sustained follow up on bilateral negotiations. His revised status only adds to this challenge, coupled with his non-use of available funding to advance his field agenda	The current Project leadership structure will continue to mitigate against a sustainable Project or complementarity of skills. Available funding for the SR may continue to be unused, thus limiting his movements and activities
Brookings continues to lead the field in the Convening role on internal displacement	This is both a challenge and an opportunity: Climate change and displacement is an area that will only receive increased focus and here Brookings can play a key role in ensuring it is examined and promoted from a rights-based perspective	As the issue is increasingly mainstreamed (or perceived as such) Brookings' primacy will be dissipated, especially if the Project becomes part of the planned 'Center for Humanitarian Policy'

Project Results

a) Overall, the Project has been a conspicuous success during – and before Swiss funding of projects and core costs

The Brookings-Bern/LSE Project has leveraged and developed the Normative Framework instruments in a highly skilled, targeted and politically astute manner.¹⁷ Professor Kälin's mandate was marked by a coherent, consistent and subtle process of relationship building, confidence reinforcement and persistent, tenacious yet respectful follow-through that let partners know the internal displacement issue was not another short-term initiative, but a fundamental human rights issue that would not be airbrushed away. His skill and tenacity paid significant human rights dividends for IDPs throughout his mandate. Dr Beyani, the current mandate holder, has made significant inroads with regard to the AU Convention, and has brought new focus to aspects of displacement that previously had received less attention, notably, with regard to climate change, gender and urban, non-camp related displacement. Both mandate holders have favoured a strategy of engagement and keeping government doors open for dialogue. Twenty three countries or territories¹⁸ currently have laws, pending laws or policies on internal displacement. This figure includes Kenya's draft policy and the Chiapas state-level legislation in Mexico, both of which have been produced during the current mandate holder's tenure.

It is clear that government policies have been positively impacted by the Project in many countries, including the US, Europe and in countries struggling with internal displacement issues.

The humanitarian – and to a much lesser extent, the development community – has been variously impacted by the agenda-setting and convening investments made by the Project. The Project has contributed substantially to opening up the complexities of the internal displacement issue and making them accessible to humanitarian actors from civil society and UN agencies. Some of these agencies have mainstreamed the displacement issue to the point where it is integrated into policy, planning and strategy.

b) The biggest challenge is building the will for change

As Brookings found in a study last year, the most significant Project challenge is building states' acceptance, demand, buy-in to - and ownership of - change. This conclusion reflects the voices of many Project stakeholders who question the current balance of Project investment in the displacement issue.

The change challenge is no longer about the lack of a Normative Framework. Now that the legislative instruments are becoming increasingly available, the more obvious issue is that

¹⁷ <http://www.fmreview.org/FMRpdfs/GP10/4-5.pdf>

¹⁸ Countries with IDP law or policy: Angola, Burundi, Liberia, Sierra Leone, Sudan, Uganda, India, Nepal, Sri Lanka, Tajikistan, Colombia, Guatemala, Peru, United States, Armenia, Azerbaijan, Bosnia-Herzegovina, Georgia, Serbia, Russia, Iraq, Turkey

governments evade their responsibilities. The Kampala Convention is a significant achievement but who will ensure that its signatories uphold their stated obligations to IDPs? A compelling case is now being argued, with varying degrees of coherence among the international humanitarian and development community - and confirmed by many interviewees during the evaluation - that can be summed up as follows:

1. The Framework exists.
2. International actors' awareness and capacity has improved, and is now a virtuous, self-perpetuating cycle.
3. With one imminent regional Convention in place and national legislation or policy in 23 countries, steady progress is being made in countries who demonstrate political will.
4. Implementation is the main challenge. The need for monitoring is acquiring new prominence.

c) Focus and sustained follow-up have been critical elements of success

In its convening, agenda-setting and negotiating positions with target states, the Project has been lauded in the past for adopting a subtle, but relentless advocacy approach. Further, the Project has received plaudits from numerous stakeholders for its single-minded focus, and tireless follow-through on targeted topics within the internal displacement agenda. This perception has changed in recent years, and within the current evaluation period.

Among most interviewees, the general perception of the Project now is that while it produces a large amount of research material, much of it seems not to be followed up with a concerted or intentional process of advocacy, agenda-setting or consistent stakeholder convening. So much varied material is being produced that much of it is not digested for operationalization by partners. This compounds the growing sense among many stakeholders that Project direction is unclear, and that the emphasis has shifted to output-driven research, rather than research directed towards a defined strategic purpose. The Washington DC example is but one case in point: Vast numbers of panels, lobbyists and advisory bodies vie for attention on Capitol Hill. The only way to be heard is to adopt a consistent and tireless approach and to ensure that targeted material is released at key events such as Congressional briefings.

d) Success – and failure - are hard to measure

There is no effective strategic plan for the Project. Project documents cannot be described as strategic in terms of international good practice planning norms. The 'Overarching Goal' that informs the Project's Statement of Purpose in the most recent Project Proposal to Switzerland is so vast and so all-encompassing as to permit virtually any input as valid and

'The Committee directs that the surge in attacks against women and girls in IDP camps be addressed as an urgent priority.'

The Committee recommends \$1,695,000,000 for Migration and Refugee Assistance, which is \$89,600,000 above the request. The Committee supports assistance for all refugees and IDPs, including the following: Burma: The Committee remains concerned with refugees and IDPs in Burma and Thailand, and recommends the Secretary of State provide assistance to meet these needs in a timely manner...'

'...The Committee recommends additional assistance for Colombian IDPs and refugees, and provides for the transfer of \$9,000,000 from the ESF heading for this purpose....'

Calendar No. 496 111th US Congress Report.

any output as worthy¹⁹. Meanwhile the four principal pillars of Project investment – strengthening the Normative Framework, increasing co-ownership and the motivation (the ‘will’) of governments, increasing capacity and mainstreaming, are presented as conditionalites rather than as objectives, thus further weakening the Project’s case.

The Project’s inclusion of a response element²⁰ facilitates a nimbleness of approach, but ultimately serves, in the current organisational set up, to set Project goal posts at an unrealistic distance. The result is that just about any Project activity can claim to have scored for the Project.

Given that no baselines are presented against which the Project seeks to anchor its measurement of outcomes or impacts, the reporting process has become principally a presentation of completed activities and how well they have been received, rather than a strategic presentation of outcomes, learning, prognoses, risk management projections, strategy revisions or planned next steps. This is evident from the manner in which the Project is reported annually. While reports are well written, they leave the reader with little sense of overall progress measured against objectives.

The end result is that the Project enjoys *de facto* carte blanche to make any budgeted investment in travel, convening, agenda-setting initiatives, related activities, responses, conference participation or research dissemination that it sees fit. While it is clear that the Project has been a worthy general investment for Switzerland, the lack of strategy formulation, and the absence of baselines, make success hard to quantify.

e) Output is not impact

The Brookings Institution’s culture of creating space for the best minds to develop their own research pathway is an obvious strength, and reminiscent of great academic traditions worldwide. The Institution provides the freedom for gifted academics to focus where they will – conditional on their being able to bring in the funding. However, this open and intellectually challenging culture is not best adapted to the needs of a project that seeks to support measureable outcomes for millions of IDPs, and to achieve this principally by providing capacity for a UN mandate holder. Further, the Project’s apparent output-driven approach to research, while being useful, is no substitute for a targeted and focused research strategy that seeks to effect intended and measureable impact. One might argue that impact is not the Project’s focus, and that it is not operational in classic delivery terms. However, given that the stated intention of the Project is to capacitate and enable change, the Project is caught in a contradiction between its somewhat vague intentions and the strategies and policies of its financial backers. This renders Project accountability problematic for Switzerland.

Project leadership and support structures

f) The current Project setup is antithetical to a sustained strategic investment, consistency and assured value

Two individuals - the Co-Directors – dominate the Project at all levels. This was a built-in but unremarked structural weakness from Day 1 of the Project, but was never recognised because a) the incumbents’ skills were generally perceived as complementary, and b) their combined success was more evident than is currently the case. Now, as questions from stakeholders emerge about Project effectiveness, value and direction - and the complementarity of the Co-Directors - the structural weakness is more evident.

¹⁹ See Appendix e)

²⁰ Responding to new challenges’ Multi-Year Funding Proposal, 2007-2009

Meanwhile the Project's Washington office is structured around a flat and centralised management structure, where all staff report to the Co-Director and where staff turnover seems to be high.

Funding partners share some responsibility for these built-in structural weaknesses. Switzerland seems to have accepted the structure without question until recently.

Institutionally the principal Project driver now seems to be Brookings rather than the mandate holder. At the time of the Brookings-Bern Project, the mandate holder clearly drove the Project, and research products were focused strongly on direct support of his efforts. Because the strengths of Brookings are principally in the development and production of authoritative and independent research, the Project is now led more by a research output approach rather than a mandate-driven approach.

The level of Project governance and supervision currently in place may not be best suited for a Project of this scale and scope. Brookings-provided supervision to the Washington based Co-Director will be appropriate for its research component, but given the Project's complexity the current level of supervision seems not to have had an impact on strengthening Project structure, building a coherent Project strategy, improving communications and co-ownership with operational partners or funding partner servicing.

The mandate holder

g) The mandate holder downgrade matters

The RSG status was invaluable in securing regular meetings with high-level counterparts in the UN system (including the IASC). The status has been particularly important in facilitating mandate-holder effectiveness in working to mainstream the human rights of IDPs into the UN system and engaging in international advocacy. The change in status, while clearly reflecting no judgement about the previous or present incumbent's capacity, matters because:

- a) Prestige and access are key in delicate international negotiations on sensitive issues.
- b) The Human Rights Council is not a universally admired structure (particularly in Washington DC) and is perceived in many international quarters as partisan.
- c) The change in status from RSG to SR means that Switzerland is no longer indirectly funding the UN to the same level. It is funding Brookings.
- d) The downgrade means the Project leadership power balance has shifted away from the Special Rapporteur and to his Project Co-Director.

Given this less than promising scenario, the current mandate holder has leveraged his own contacts with some success, and is also well-served by networking opportunities to government interlocutors through the Project-organised Sanremo course.

Funding and budget design

h) The prevailing view about the mandate holder's freedom of movement and relative financial autonomy seems to be based on a misunderstanding

The notion held by many interviewees that the previous mandate holder was better financially resourced does not stand up to scrutiny. Walter Kälin's funding enabled him to act with some considerable autonomy, and to invest his energies as he saw fit. However, the common perception that the current mandate holder has less margin to move is erroneous. A Sfrs 50,000 travel grant offered by Switzerland in 2010, and repeated by the current post holder in 2011, has never been solicited or used. The fact that the mandate holder seems to have little administrative support to manage this financial assistance represents a missed opportunity for the Project and for Switzerland.

i) The current system of budgeting and financial reporting mitigates against an authoritative analysis of value

The de facto opacity of the funding allocation between the Co-Directors is unhelpful for any funding partner who wishes to determine whether allocated resources are delivering value for investment. The core funding mechanism may be convenient in its simplicity, but given the complex nature of the Project, its unusual joint leadership set up, and its myriad components, the current budget and financial reporting protocol is neither helpful for Switzerland's purposes, nor does it empower the mandate holder.

j) Hands-off core funding is not helpful in such a volatile and sensitive humanitarian and political environment

The funding partners seem to have taken a back seat in terms of the supervision of their investment and its value. Annual reports are the principal means by which Switzerland and other investors are provided with Project progress updates, and this level of reporting has been built into Project contracts. Funding partners attend annual Project meetings but these events are principally to hear what the Co-Directors intend to do in the coming year and to solicit continuing support. Meanwhile, other Project stakeholders are not involved in such events. Given that the convening role is so fundamental to the Project's identity it is noteworthy that on the core issue – what are all the key partners going to do about the growing internal displacement disaster and how will they work together for optimum impact? – the Project has not fully leveraged its partnership opportunities.

k) The funders and the Project leadership are missing a substantial opportunity to leverage funder expertise – and money

The Project leadership in Washington has been adroit in securing funding from a wide range of funding partners in North America and Europe. The Project is an object lesson to be learned in terms of the diversification of funding dependence and the optimization of relative independence of policy and action. In such a scenario, the loss of one funder - even Switzerland, Norway or USAID – would not constitute an existential threat to Project continuity. However such relative autonomy is not an advantage in the context of a strategic deficit in programming content. The major funders have far more to offer than funding, and far more in common than they may have realised, until recent communications between them were increased. The fact that they do not yet act in concert is a missed opportunity for all.

The partnership scenario (See Appendix A. 'Actor Mapping Overview')

l) A volatile and poorly-coordinated mix of deep and growing commitment, ambivalence and scepticism

In the past twenty years, the configurations of partners and potential partners for the Project have shifted significantly. IDMC has assumed a higher profile and has strengthened its capacity as a leader in its field. ICRC seems now to consider the IDP issue as mainstreamed. UNHCR has fluctuated in its engagement to the point where few interlocutors in this evaluation exhibited any confidence in the agency's commitment to the IDP issue, or in its capacity to lead the Protection Cluster. The Project now functions in a much more volatile, better-informed and increasingly complex partnership environment.

The future

m) Debate grows as to whether internal displacement is mainstreamed or not

A critical determinant of Project direction is the vexed issue about whether internal displacement is sufficiently mainstreamed into the political, developmental and humanitarian context. The Project Co-Directors argue that it is not, and that more work is needed to advance the mainstreaming process. However, similarly well-informed specialists argue that that internal displacement has now entered the mainstream of UN agencies and the wider humanitarian community and that a new, more holistic approach is needed.

The mandate holder's decision to include a broadening of the internal displacement remit to focus more deliberately on areas such as climate, non-camp settings and gender have caused something of a stir among counterparts. The debate is linked to perceptions about whether the displacement issue is sufficiently mainstreamed to justify such a broadening of displacement horizons.

n) The management of expectations remains a vexed issue

The previously-mentioned issues all contribute to a generalised sense among many stakeholders that the Project has lost momentum at all levels, is not addressing priority internal displacement issues and seems to be stuck in a non-strategic holding pattern of scattershot research generation and overly personalised leadership.

The Project is to some extent a victim of its early success. Its leading and conspicuous role as a convenor and initial agenda-setter means that many of its numerous well-wishes and admirers perceive themselves as having a strong sense of co-ownership. Hence, the heightened sense of concern when 'their' Project seems to be underperforming.

Sustained, high-quality and carefully segmented communications and information updates from the Project leadership would be of inestimable value in an environment where so many expect so much from so few. However the level of Project communications seems to be inadequate at present. Few external stakeholders seem to have a clear idea of current project focus or direction. This, coupled with insufficient co-ownership of strategy with key actors in internal displacement only serves to exacerbate stakeholder concerns about the Project.

o) The Project's unique value/niche is less evident to its stakeholders - meanwhile, credible competitors have emerged

The Project claims four attributes which it asserts set it apart from other actors involved with IDPs, notably independence, flexibility, expertise and the capacity to carry out high-quality research. The first three can equally and legitimately be claimed by several other eminent organisations – and other bodies are now developing much-respected capacity in the research arena too, most notably the Feinstein International Center at Tufts University. Meanwhile the Oxford Refugee Centre, IDMC, ODI et al, have all developed and strengthened their capacity in recent years. Thus if the institutional sustainability strategy is 'The Brookings Center for Humanitarian Policy', the Project will find itself in a highly competitive environment.

7. Findings

a) Project design (Relevance)

The Core funding proposals are based on an 'overarching goal'²¹ ('To ensure the full protection of the human rights of IDPs'), and 4 themes of work, presented as conditionalities for the goal to be achieved. This rationale has been used for the last two core funding requests and continues to form the basis of stated Project design. Interlocutors familiar with the document are of the view that the 'overarching goal' is too general, reads more like a broad vision statement, and covers such a wide spectrum of potential activities as to provide an un-measurable level of outputs or outcomes relative to the goal. No fundamental changes to Project design have been made since start-up.

Central to the Project design is the notion that if targeted actors have access to the tools (the normative framework), possess the will and have the capacity, significant progress can be made towards the Project goal. It remains unclear what feasibility or design logic determined this combination of factors to be selected, or what criteria currently guide the Co-Directors in terms of the level of investment they determine for each element.

The core funding proposals for the Project build in the flexibility to respond to 'new challenges', thus providing Brookings with both a (claimed) strategic dimension and tactical response manoeuvrability. No analysis has been presented that demonstrates how the Project components will achieve a measurable outcome. No causal pathway or Theory of Change is proposed. Such elements were not required by Switzerland.

b) Project strategy and direction

No fully developed Project strategic plan seems to be available, though work plans are used. Project strategy has generally been presented as:

- Strengthening the normative framework for addressing internal displacement;
- Encouraging and supporting governments to address internal displacement in developing and implementing policies which uphold the rights of IDPs;
- Supporting and encouraging broader civil society initiatives to address IDPs, with a particular focus on national human rights institutions;
- Working with humanitarian actors to mainstream IDP issues within their on-going work;
- Supporting practical efforts to both prevent and bring an end to internal displacement.

The Project conducts annual meetings with its funding partners. These events are principally to present the plan of action for the short term and to solicit continued funding. Other partners are not included in, or invited to these events. From information garnered from funding partners interviewed during the process, these events do not focus on strategic issues into the medium or long-term, or on institutional strategy re Project leadership and management. Several interlocutors in Geneva are aware of these annual meetings and expressed an interest in being involved to ensure a more strategic approach to internal displacement among a wider group of stakeholders.

The majority of stakeholders interviewed in Europe, the US and elsewhere seemed unclear about the purpose and objectives of the Project, and thus their expectations and responses to Project inputs varied significantly from satisfaction to disappointment.

²¹ All Project Proposals and Reports to Switzerland since 207

The general perception expressed by the majority of stakeholders is that the Project balance has shifted away from a predominant focus on supporting the functions and requirements of the mandate holder, and have shifted towards the development and dissemination of a broad range of research within the Washington and (to a lesser extent) Geneva stakeholder circuit. This is generally perceived as not being a useful development in terms of propagating the use of the Brookings'-developed Normative Framework tools and instruments, or in terms of generating the requisite technical assistance and capacity building for implementation of the Guiding Principles.

The generally held view among most interlocutors is that the Project has developed organically rather than strategically. This is variously perceived as a) an inevitability, given the volatile nature of the issues involved, or b) as a strategic planning weakness.

There were many contrasting stakeholder perceptions about where the Project should focus its limited resources. Several interlocutors expressed dismay that climate change seems to be so predominant in the current Project priorities, seeing this as less a priority than the more fundamental issue of internal displacement as a core issue. Others mention this focus as an example of the Project's ability to pick up new trends and emerging needs. One funding partner representative expressed a particular interest in keeping the climate change issue high on the agenda in order to influence the position of the US Government on climate change and displacement. Other interlocutors are specifically interested in supporting the SR on climate change research and normative development.

Some interlocutors asserted that they did not understand the need to focus on IDP women given that this is a priority topic for many other organisations.

The Brookings-based Co-Director has developed a paper called 'The Center for Humanitarian Policy'²². The concept for the Centre builds on the work of the Brookings-LSE Project. It seeks to 'provide political leaders, policy makers, and practitioners with independent policy research on effective strategies and tools for protecting the human rights of persons affected by conflicts, disasters, and climate change'. If funding can be secured for the Centre, the Project would operate as a complementary component within it.

Strategy for the coming three years can currently be characterised as comprising the following four priority areas of investment (the following four points taken verbatim from a written response to the evaluators' questions by the Co-Directors:

- *'Strengthening the normative framework with particular attention on the AU Convention on Internal Displacement (securing its entry into force, supporting governments in their implementation efforts, using the AU Convention as a model for other regional organisations)*
- *The particular needs of IDPs living outside of camps (identifying the best ways of protecting and assisting them, recognizing the particular role of municipal authorities, developing a collection of best practices to guide international actors and donor governments in their response)*
- *Understanding the potential displacement dynamics resulting from the effects of climate change (shaping the international debate on climate change to recognize the human rights dimensions of those likely to be displaced; contributing to the development of normative standards at both the national and international levels; raising issues which should be considered by those negotiating climate change agreements)*

²² The Center for Humanitarian Policy. Brookings. Undated

- *Better addressing the particular needs of IDP women (supporting the participation of IDP women in all aspects which affect their lives, engaging women's human rights groups and institutions, such as CEDAW, to consider the particular concerns of women who are internally displaced; working with governments and humanitarian actors to ensure that the particular needs and resources of women are addressed; strengthening efforts to prevent sexual and gender-based violence)'*

The Co-Directors intend that these priorities will remain the primary focus of the Project's work in the coming three years. In addition, the Project will follow up many of the initiatives undertaken in recent years, notably:

- 'promoting the human rights of those affected by natural disasters;
- providing more guidance to governments and humanitarian actors on durable solutions to internal displacement;
- working with governments to support their efforts to develop and implement good policies on IDPs;
- supporting efforts by international humanitarian and development actors to mainstream internal displacement into their on-going work;
- addressing specific situations of internal displacement as they arise.'

c) Potential sustainability

Little data seems to be available about the Project Co-Directors' plans or intentions for the sustainability of Project investments. Current and previous Co-Directors seem to perceive the issue differently, depending on their personal strategies and approaches. No formal documents comment specifically on how the Project seeks to render its investments sustainable.

Project partners frequently mentioned that the Project no longer follows through on events and workshops with the same rigor as previously, and seems to take an overly broad and output-driven approach to the production of research. Some partners questioned the value of investing in travel, workshops and other fora if Brookings is not positioned to follow up and sustain a continued advocacy or dialogue on a targeted issue or with a targeted constituency.

A partner in the Pacific stressed the importance of following up the Brookings-LSE supported regional workshop in 2010, given the significant investment in travel to the region and the willingness of states to develop policies if provided the requisite guidance and capacity building. Several other interlocutors also referred to the necessity of follow up for a successful investment in change.

Several interlocutors pointed out that the sustainability of Project effort depends on funding partner engagement and support, not only in terms of providing funds but also by keeping internal displacement high on the international agenda. Some interlocutors contend that major European 'donor' countries are by degrees losing interest in internal displacement and that the momentum is waning.

Many operationally inclined interlocutors remarked that sustainability is contingent upon having reliable partners on the ground and conducting field-based research, rather than relying too heavily on desk research.

d) Effectiveness

Numerous examples abound of the effectiveness of Project interventions. These are reported in Brookings documentation and extensively commented on by non-Brookings stakeholders. Both pre-core funding Project packages have been reported as having been both successful in their own right and also effective in enabling committed partners to spin

off related investments. The 'IDPs and Peace' Project and 'Desplazamiento y Construcción de la Paz' Projects are both reported by Project partners to have been successful in raising awareness, providing instruments and fostering the enthusiasm and commitment of stakeholders in situ. The Center for the Prevention of Natural Disasters in Central America reported that Brookings workshops have been instrumental in putting the internal displacement issue firmly onto the agendas of regional members and in furthering some spin-off work on displacement and climate change, and displacement and gender. Eight Central American member states have signed up to include the human rights of IDPs in policy debate. Project technical support has generally been reported by stakeholders as valuable, but many interlocutors question whether any strategy informs Brookings' investment in technical support.

Considerable anecdotal evidence gathered during interviews and borne out by Brookings documentation, suggests that behind the scenes negotiations, informal contacts, 'working visits' and other non-formal, relationship management approaches have yielded measurable results. The negotiations with the government of Sri Lanka in support of the closure of the camps for IDPs is one case in point: this achievement was crafted in the context of the failure of the international community and the UN system to address numerous indications of human rights and International Human Rights violations of IDPs, including the deliberate targeting of hospitals filled with IDPs, and preventing life-saving medical and other humanitarian assistance from reaching them.

Another example is the progress made on the AU ('Kampala') Convention, where the current mandate holder is perceived to be playing a key role in moving the Convention towards ratification.

Several interlocutors expressed disappointed expectations about the use of the incumbent mandate holder's investments of time, in what are perceived as critically important events. The mandate holder's absence from events such as the Annual Meeting of the Informal Consultation Group of the World Bank Global Programme on Forced Displacement (GPF) on December 2nd 2011 was perceived by several interlocutors as a missed opportunity and confirmation that the mandate holder has other priorities than his predecessor. Others remarked on the individual styles of the current and previous mandate holder as being pivotal in the success of the Brookings Project and in the perceptions of its key stakeholders. The current mandate holder is perceived to have taken a less incisive and focused approach than his predecessor especially in bilateral negotiations with governments.

e) Impact

Ascribing credit to the Brookings Project – now almost 20 years old – for leveraging and mainstreaming the IDP issue can usually be strongly backed up by compelling evidence. Ten years ago Francis Deng concluded in his report to the General Assembly that internal displacement was now firmly on the international agenda. Subsequent Brookings reports and documentation also assert that the issue of internal displacement is now clearly established on the international humanitarian and human rights agenda, and that this can be attributed directly to the investments made by the Project. The general consensus is that Brookings has helped humanitarian agencies better conceptualise their work on internal displacement. Interlocutors also point to the impact on humanitarian operations and field practitioners.

Two publications that have played a particular role for practitioners are the 'IASC Operational Guidelines on the Protection of Persons in Situations of Natural Disasters' and the 'IASC Framework on Durable Solutions for Internally Displaced Persons'. These publications were spearheaded and drafted primarily by Walter Kälin and his staff and promoted by Brookings' staff. They are perhaps the most widely known recent Project

publications and although not many Geneva or Washington DC-based interlocutors mentioned them, they are perceived as significant developments by field practitioners interviewed for this evaluation.

Another example of the influence and impact of the Project on field practitioners is the occasion when the Brookings Project Co-Director was invited to a significant UNHCR event where the Head of International Protection brought protection officers to Geneva to discuss UNHCR responses to internal displacement. This points to the Project's policy influence and also to the credibility of the Project Co-Director as a specialist who has translated policy messages efficiently to practitioners.

Several interlocutors mentioned that Brookings was open to discussion, feedback and input into its publications but that the Project leadership did not consistently solicit input from relevant partners.

- Example: Partners in the south Pacific were invited to comment on draft proceedings from the Fiji regional workshop in 2010 before Brookings published them.
- Example: Brookings published 'On the Font Line of Climate Change and Displacement; Learnings from and with Pacific Island Countries'. This document had not been shared in draft form with the Pacific partner who participated in the evaluation.

It is clear that during the Swiss funding period the IDP issue became a growing concern by an increasing number of funders. This was also the case for governments with large numbers of IDPs. Considerable evidence demonstrates the critical role played by the Project in achieving a number of impacts at the global, regional, national and field level:

At the Global Level:

- The Guiding Principles on Internal Displacement are recognised as the primary normative framework for addressing internal displacement.
- A humanitarian agency representative stated that the Project had made a major impact on how their organisation now formulates policy at the highest levels, particularly in terms of its understanding of internal displacement as being both a short and long-term issue. Another agency representative emphasised that the agency's entire approach to the internal displacement issue has fundamentally changed since having access to the Guiding Principles. The agency describes its interventions as being better founded, better focused and less confused. Several interlocutors mentioned that Brookings added value by bringing a strong rights focus, attention to issues such as protracted displacement, urban displacement, etc.
- The Project's holistic approach to internal displacement is commonly perceived as having helped humanitarian actors (especially those that were initially sceptical of the focus on internal displacement as a separate category) to conceptualise work around displacement more effectively. The Project was also credited with keeping the focus on phases of displacement (prevention, preparedness, emergency, early recovery and durable solutions) rather than the following the tendency of humanitarian actors to focus only on the emergency phase and IDPs in camps.

At the Regional Level:

- The Council of Europe and the OSCE developed their positions on internal displacement before the funding period. At the 2003 Maastricht Ministerial Council, participating OSCE States agreed to take the UN Guiding Principles as a ‘useful framework for the work of the OSCE and the endeavours of participating States in dealing with internal displacement’.²³
- The most significant progress during the funding period has been made in **Africa**. Informed by the Guiding Principles and with significant technical support from the mandate holders, the regional framework was strengthened in 2009 with the AU’s adoption of the Convention for the Protection and Assistance of Internally Displaced Persons in Africa. In the **Americas**, the Haiti earthquake of 2010 highlighted the issue of internal displacement as a result of sudden onset natural disasters. In accordance with their obligation to respect the rights of vulnerable groups, including freedom of movement and residence, OAS Member States determined they ‘should follow the United Nations Guiding Principles on Internal Displacement at all stages of planning, implementation, and evaluation of humanitarian assistance’.²⁴ However the principle of non-intervention continues to guide the behaviour of **ASEAN** and its members.²⁵
- Brookings’ regional workshops have had some impact. Example: Brookings responded to calls from humanitarian practitioners in the South Pacific and held a workshop in Fiji in 2010. The event was widely regarded as a success and helped put internal displacement in the context of climate change and natural disasters more firmly on the agenda in this disaster prone region.
- One regional partner agency indicated that Brookings’ support had made a major impact on regional governments. This commentator also asserted that now a new and sustained support effort was needed to advance the reform agenda and to follow up on the initial success of the Project investment. The partner organisation representative regretted that the event had seemed to be a one-time investment and was not followed up.
- Another regional partner asserted that Brookings is not aware enough of its positive impact in Central America, and has not invested in finding out. This interlocutor expressed the view that Brookings withdrew just as it was beginning to have an impact.

²³ <http://www.osce.org/odihr/38887>

²⁴ <http://www.chrgj.org/projects/docs/100309-IACHRHearingHaitiEng.pdf>

²⁵ [http://www.internal-displacement.org/8025708F004CE90B/\(httpRegionPages\)/2DE3ACEE54F9A63B802570A6005588C1?OpenDocument](http://www.internal-displacement.org/8025708F004CE90B/(httpRegionPages)/2DE3ACEE54F9A63B802570A6005588C1?OpenDocument)

At the National Level:

- Twenty three governments and territories have - or are in the process of - adopting legislation or policies on internal displacement. The number is expected to grow.
- The Project's contribution to the Sanremo course was perceived by some interlocutors as having a direct impact on the will and capacity of governments to adopt the Guiding Principles into national legislation and policy. One case mentioned by several interlocutors was the participation of a regional government representative from Chiapas, Mexico that led to regional legislation on IDPs. Another interlocutor cautioned against viewing this as a significant achievement, given that the course has been operating for almost eight years. Brookings has made attempts to demonstrate the impact of the course, but no clear results were drawn from a survey of participants three months after participation. Evidence of impact in terms of generating specific law and policy remains anecdotal at this time. What is recognised as significant is that the Project has continued to bring national level policy makers to an external forum where they have the opportunity to discuss potentially sensitive issues with the mandate holder and with Brookings' people.
- Humanitarian agencies and government actors demonstrate more awareness of the complexities of internal displacement and the importance of rights-based approaches in building durable solutions for IDPs.
- US government policy has been impacted by Brookings' research and advocacy efforts, most notably by legislation introduced in the US House of Representatives and current efforts by USAID to update its IDP policy.

On the ground at field/local level:

- Internal displacement is increasingly perceived as a human rights issue by humanitarian practitioners and governments.
- Field-based humanitarian practitioners are provided with tools and guidance on operationalizing the protection of internally displaced persons, particularly in relation to natural disasters.
- Brookings' capacity-building investments have increased awareness and capacity among humanitarian practitioners, government officials, funding partner governments and human rights organisations.
- Brookings suggests that some IDPs are more aware of their rights.

f) Roles of the Co-Directors and institutional development

The notion of joint Project Directors is rooted in the earliest stages of the Project, and was first introduced as a management instrument when Roberta Cohen and Francis Deng were Co-Directors.

The Project continues to be reliant on the Co-Director concept and structure. The perception of most stakeholders is that as long as the combination of the capacities of these individuals is both dynamic and complementary, the Project will thrive. Several interlocutors perceive the Co-Director arrangement to be inherently flawed, with the Project's success hinging too much on an overly personalised management structure, rather than an appropriate

institutional framework. Some interlocutors expressed the view that the objectives of Brookings and the SR mandate are incompatible. They suggested that a more natural home for the mandate would be a University based either in the US or in a developing country.

Many interlocutors were sceptical about the level of supervision and governance provided to the Project, and expressed the view that weak, politicised or ill-informed supervision would serve to exacerbate a lack of strategic focus, especially if neither of the Co-Directors were innately strategic in their approach.

g) The evolving role of the mandate holder

Differences of opinion were expressed by stakeholders with regard to the effective downgrading of the role of the mandate holder from RSG (Representative of the Secretary General) to Special Rapporteur, reporting principally to the Human Rights Council. Meanwhile many external partners and stakeholders in Washington DC expressed the view that the downgrade is a blow to the prestige of the position, and makes the role of the SR more challenging. The fact that the downgrade was part of a general policy shift by the Secretary General's office notwithstanding, most US-based interlocutors are of the view that the position is substantially or partially weakened. This view is not shared by the Co-Directors.

Many interlocutors expressed the view that the downgrade in the status of the mandate holder has facilitated a shift in the perceived power balance away from the mandate holder and towards Brookings.

The Co-Director roles - and external perceptions about them - have evolved in the 20 years of the Project, and within the Swiss funding period. General interviewee perceptions of the early days of the Project are of a strong emphasis on advocacy, focusing on a carefully selected number of target issues. General perceptions of the current Project are of more emphasis on the convening and facilitation function. More specifically the Project is often perceived as being focused on broad-based research covering a wide range of displacement issues in a broader humanitarian context, a strong focus on the Washington constituency and less evident linkage of capacity support to the mandate holder.

Some interlocutors mentioned that the current mandate holder came at the right time for the African continent – his focus and achievements around the ‘Kampala Convention’ are perceived as a testament to the evolution of the mandate and a stronger focus on the African continent.

Strong – and often contradictory - opinions were expressed by most interlocutors about whether the mandate holder’s focus should be on the quiet diplomacy and discreet engagement approach or whether he should favour a more robust advocacy approach.

Many interlocutors saw the Project design and structure as being strategically incompatible with current displacement priorities.

h) The evolving role of Brookings

Interlocutors in Washington DC generally understand Brookings’ role to be focused on convening and facilitating informed debate about the internal displacement issue in the context of a rights-based approach. The role of Brookings in supporting and capacitating the SR and his work was less clearly understood. Most Washington-based stakeholders expressed the view that Brookings has been an excellent and much respected enabler/convenor, but that there has been a marked reduction in Project visibility, presence

and overall message coherence in the past 18 months. This view was echoed by a number of Geneva-based interlocutors.

The notion of Brookings as supporting dialogue for substantive and measurable change has been eroded, according to most interlocutors. It is now generally perceived as an intellectual home for the internal displacement issue, rather than a facilitator for action. Views on the role of advocacy varied among interlocutors, with some asserting that the role of the mandate holder is to create dialogue for change, whereas others emphasised the need for more robust advocacy about serious rights violations of IDPs.

A wide range of expectations was evidenced from the 60 individuals and groups interviewed during the evaluation process. There also seems to be considerable lack of clarity and confusion about the role of Brookings as a secretariat and capacity support mechanism to the Special Rapporteur, and how this role balanced with its function as a generator of research and a convenor/agenda-setter.

Many interlocutors expressed the view that the Project is now reactive rather than strategic. While responsiveness is respected to some extent as being evidence that the Project leadership is listening to its constituency, the view was frequently expressed that the Project is less visible and less present as a 'strategic advocate' than previously. Some interlocutors also expressed the view that the Project suffers from a lack of self-critical strategic thinking.

The Washington-based Co-Director receives universal praise and admiration for her facilitation abilities and her prolific production of research documentation, manuals and ancillary material. She is perceived as a consummate convener. Recent innovations such as the Displacement 'Salon' were praised by all interlocutors who were interviewed.

Several Washington DC-based interlocutors expressed disappointment that workshops, conferences and informal gatherings organised by the Project seemed not to be focused strategically.

Government interlocutors were generally complimentary about Brookings' role in the Project. Brookings was perceived as an appropriate convenor because of the perception that the Brookings Institution is non-partisan and independent. All US government interviewees were of the view that 'Brookings' (not the Brookings-Bern or Brookings-LSE Project) had a demonstrable impact on US government policy, and that this had a knock on effect on the US approach to influencing the UNHCR.

All US government interviewees tended to the view that the current mandate holder seemed less present and less visible than his predecessor. This reinforced their sense that the Project is now essentially a Brookings initiative. This view was to some extent echoed among Geneva-based interlocutors. Geneva-based interviewees generally perceived the Project as providing a useful platform for influencing US Government policy on issues where the US government differs from most of its European counterparts, most notably on climate change and displacement.

Many UN and NGO interlocutors expressed concern that the Project seems to be insufficiently linked to processes and partnerships that would move from the convening and agenda-setting process towards practical applications. Expectations were common that the Project should be better networked. This is particularly the case within the areas where Brookings has been successful in setting the agenda for new and emerging displacement issues, such as climate change and urban displacement. Several interlocutors mentioned that they would welcome the Project being more proactive in bringing new or non-traditional actors (e.g. ISDR, IOM, IFRC et al) into more displacement events and fora.

The current mandate holder received high praise from several Washington-based interlocutors for focusing attention on the longer-term ('durable solutions') aspects of displacement – related, but not exclusively, to the AU ('Kampala') Convention. This was perceived as being a good first step, but that much more work was needed to link the displacement issue to development specialists and development organisations.

Several interlocutors question the value of the convening function in the Project, unless it is part of a strategic and robust process of advocacy and activism. This was variously described as 'strategic advocacy'.

i) Project partnerships

UNHCR seems to have diminished its commitment to the IDP issue and has not devoted expected resources to it.

UNHCR supports the mandate by hosting a Legal Adviser (funded by the Project) based in Nairobi. The Advisor facilitates working visits in the region and supports developing IDP legislation. The Project is also assisting UNHCR in developing its IDP policy by bringing IDP issues and questions to the Global Protection Cluster - this helps, in the words of one interlocutor to 'put meat on the bones' for UNHCR's role as cluster lead agency.

The OHCHR partnership is characterised principally by its support to the SR function. However, several interlocutors mentioned the need for the SR and the Project to engage the 'whole house' of OHCHR to collaborate more fully on important issues around rights-based approaches, notably durable solutions, cluster co-leadership in humanitarian emergencies, and thematic areas with significant human rights and long-term components such as land, housing and property.

IDMC expressed satisfaction with its collaboration with the Project on a seminar about local integration. This led to the publication: 'Resolving internal Displacement: Prospects for Local Integration' in June 2011.

One partner agency that had been supported by the Project within the Swiss funding cycle had no knowledge of the Project name change from Brookings-Bern to Brookings-LSE, and was also unaware that the mandate holder had changed.

One humanitarian agency emphasised that 'Brookings' 'shapes the debate' in the US, and that the Washington-based Co-Director has created a vigorous forum for key actors in the IDP issue to come together and learn from each other. Brookings is perceived by many of its Project partners to have led the debate in terms of reframing internal displacement as a human rights issue.

The Brookings-ICRC-George Washington University-partnered 'Salon' was generally perceived as being of considerable value to participants, though some described it as elitist.

Some NGO stakeholders voiced the concern that Brookings has been successful in convening major debates and important dialogue about the IDP issue – but that there has been little follow through after such events. Further, the production of a great deal of research material is frequently perceived as being indigestible and not translated into useable or actionable instruments. The Project is generally perceived as not doing a good enough job on communicating what is being done with its research products. Partner NGO interlocutors generally perceive the current Project as having somewhat lost its edge as a robust advocate, and retreated into a more general and academic focus.

Several organisation representatives expressed the view that the Project leadership should be strategizing with key partners in order to leverage its position and derive greater value from its investments.

Interviewees expressed a wide variety of opinions about the about the expansion of the Project into areas such as climate change and urban displacement. While many welcome this move, several interlocutors perceive it as representing a lack of strategic focus. Many Geneva-based interlocutors emphasised the need for the SR and the Project to continue expanding the range of partners and to bring in new or non-traditional organisations for dialogue and strategic brainstorming on emerging trends.

j) Project funding and funding partners

All funding partners interviewed stressed their priority as being the provision of capacity to the Special Rapporteur and the success of his role in advancing the application of the Normative Framework at the policy and implementation level. This is the primary funder interest as stated by three funding partners interviewed during the evaluation.

Switzerland's funding provides a significant proportion of the Project's budget and is one of a small group of funding partners that provide the majority of the funds.

None of the funding partners interviewed expressed any position on exit strategy. Nonetheless all funders interviewed expressed interest in supporting, to the extent possible, the institutional strengthening and strategic development of the Project.

Funders spoke repeatedly about how their relationship with the Project had developed on the basis of confidence in the individuals involved. However they also linked this issue to concerns about Project sustainability of effort, strategic direction, skill complementarity and institutional stability. All funders interviewed expressed the view that that the funding partner interest is not in funding a US Think Tank, but in investment in concrete results for IDPs, most notably through the SR. Two funders indicated that they brought more than funding to the table and would be willing to assume a more robust and technically supportive role with the Project. However this interest was also tempered with concern not to be perceived as seeking to drive the Project.

Funding partners interviewed indicated that they have varying levels of capacity and facility in terms of participating dynamically in a genuine relationship of partnership with the Project. However all representatives indicated a common concern to deepen their understanding of the Project strategy and direction, and all indicated a willingness to participate more fully in supporting the Project in strengthening its effectiveness.

One funding partner representative stated that the agency could make more funding available if the Project were better able to demonstrate measurable outcomes and impact.

k) Reporting

Project reports are offered in narrative formats, and provide general overviews of activities (rather than outputs or outcomes) within the reporting period, though little detail is provided, and little information is offered about outcomes or projections based on outcomes. Little reporting is provided about difficulties or problems encountered by the Co-Directors, and most reports confirm that the basic thrust of the Project should continue into the coming year. As no baseline is offered for Swiss funding, reporting thereby focuses principally on activities. While this can be explained on the basis of Swiss funding being core and thus strategic, the lack of strategic focus in most reports means that Switzerland does not have a clear sense of Project performance to objectives. This is also the case for other funding partners encountered during the evaluation.

Reporting on Project based funding (pre-core) is considered to have been of a high standard, with clear priorities established, proven high quality Project work delivered and well reported. Reporting and funding partner servicing was described as being of a high standard during Professor Kälin's mandate.

Some Project funding partners (e.g. USAID and Canada) require modified Log frames with reporting based on indicators.

I) Efficiency and Value

Project investments have generally capitalised on the facilities and financial co-investment of partners, thus leveraging Brookings' financial outlays.

All Swiss funding since the start of the funding relationship has been fully reported in Brookings' financial statements and reports. Audited accounts reflect the budgeted figures accurately. Financial statements and reports have all been examined to the satisfaction of the auditors. However, the depth of financial information is limited and no financial breakdown is available to determine how costs are expended between the Co-Directors, or between Brookings costs and the RSG/RS costs. This information has not been required by HSD.

Many interlocutors have questions about the efficiency of Project investments and funding partner support relative to the investment 'depth'. Project partners and funders all raised the issue of Project value for funders investment in circumstances where the Brookings investments were perceived as one-time only interventions, or where opportunities for follow up by the SR was perceived to have been missed.

The quality of Project research material is perceived to be high by most interlocutors, though several interviewees commented specifically on what they perceived to be poor quality research documentation on Afghanistan and a general tendency to inconsistency in quality of research.

Similarly, most interlocutors spoke in glowing terms about the quality of Brookings facilitation in workshops and meetings, with notable exceptions being an Iraq conference where Brookings was perceived as poorly prepared and having missed important opportunities to influence positions and policies. In the Pacific, a regional workshop was perceived as successful, but participants criticised the lack of context specific focus and unhelpful references to Hurricane Katrina.

The funding mechanism for Professor Kälin's work is commonly perceived to have been significantly different from those of Dr Beyani. Most interlocutors understand that Professor Kälin was better and more flexibly funded by the University of Bern in order to take the time to travel, than Dr Beyani has been by LSE. However it seems that it was the FDFA that enabled the university to free Professor Kälin from some of his academic obligations, stepping in with funding for the university in order to permit it to maintain the post on full salary, while also enabling the mandate holder to act with considerable financial autonomy if he needed to travel, rent a plane or hire cars, drivers and translators. The common perception is that Dr Beyani has not had access to these financial facilities and that this may have impacted his mandate. However it seems that the HSD has twice offered the new mandate holder funding for the same type of needs. To date the funding has not been taken up.

m) Equity

The current mandate holder emphasises women's rights as a key element of his work, and perceives this approach as a support to the mainstreaming of protection and assistance policies on IDP women within the UN system. The issue of IDP women will feature prominently as the first mainstreaming activity in his 2013 report. The mandate holder emphasises that displacement affects women differently from men, and that the livelihoods of IDP women are important factors of protection and assistance during displacement, and in the design and application of durable solutions.

Resolution 14/6, which established the mandate, specifically mandates the Special Rapporteur to focus on the rights of internally displaced women. This is fully reflected in the Guiding Principles on Internal Displacement, which have specific provisions for the treatment of IDP women. The forthcoming AU Convention builds on the provisions in establishing qualitative standards.

Gender equality in the context of displacement has assumed an increasingly visible profile in policy debate in the US and elsewhere²⁶. Many interlocutors credit the Brookings Project as having significantly influenced US foreign policy in this regard, as well as impacting the policy debate within UN agencies and the NGO community. This view is further borne out by statements made by interlocutors including IDMC and CEPREDENAC.

²⁶ Department of State, Foreign Operations and related programs appropriations bill, 2012

8. Appendices

Appendix a)

Actor Mapping Overview

The following mapping review explores an illustrative range of organisations currently working on internal displacement.

Amnesty International – direct advocacy, while empowering citizen activism

Amnesty International is a global movement of more than 3 million supporters, members and activists in more than 150 countries and territories who campaign to end abuses of human rights. The movement issues statements and reports on internal displacement. It has recently focused attention on Mali, Serbia, Colombia, Sri Lanka, and Syria.²⁷

Displacement Solutions – practical measures to address root causes

Displacement Solutions contends that addressing housing, land and property (HLP) restitution rights is one of the keys to solving displacement, and that even the most intractable situations of long-term displacement can be resolved in a just and sustainable manner. This NGO focuses on rights-based analysis and practical, remedial measures.²⁸ The agency works through the development of institutional and policy frameworks, legal advocacy, training, research and media.²⁹ Former mandate holder Walter Kälin sits on the advisory board.³⁰

Human Rights Watch – an outspoken and visible advocate

Human Rights Watch (HRW) issues statements, commentaries and reports about IDPs. The organisation is a vocal advocate about the human rights violations of IDPs. Examples include campaigns about internal displacement and human rights abuses in Sri Lanka, Myanmar (Kachin), Syria, and Libya.³¹

IASC – a link for UN and non-UN humanitarian partners

The IASC has endorsed a number of tools related to internal displacement that were developed by the former mandate holder and Brookings-Bern staff/consultants. Within the funding period, the IASC endorsed the 'Framework on Durable Solutions for Internally Displaced Persons' (2010), 'When Displacement Ends - A Framework for Durable Solutions' (2007), and 'Operational Guidelines and Field Manual on Human Rights Protection in Situations of Natural Disaster' (2008). The latter is broader than internal displacement but it was crucial for providing field practitioners with a useful tool on responding to displacement in the context of sudden onset natural disasters.³²

ICRC – displacement subsumed or mainstreamed?

ICRC has become increasingly policy orientated, partly because of its engagement with Brookings and the mandate holders. The organisation was originally sceptical about singling out one category within the civilian population for special protection. Over the years, ICRC became somewhat more engaged in the issue of IDP protection but seems to have diminished its investment in displacement as a key issue, and has recently terminated the position of Head of its IDP Project. reportedly for the reason that the IDP focus has been mainstreamed into other parts of the agency.

²⁷ <http://www.amnesty.org/>

²⁸ <http://displacementsolutions.org/>

²⁹ <http://displacementsolutions.org/>

³⁰ <http://displacementsolutions.org/>

³¹ <http://www.hrw.org/>

³² <http://www.humanitarianinfo.org/iasc/>

ICVA – a forum for NGOs working on displacement

In all its policy work, the main rationale for ICVA is to narrow the gap between the reality on the ground and the policy-making level. ICVA plays an active role in UN-led humanitarian reform discussions, given its privileged access to key humanitarian forums such as the Inter-Agency Standing Committee (IASC), the UN's main humanitarian coordination body, and UNHCR's Executive and Standing Committee.³³ ICVA supported an NGO Reference Group on IDPs that provided an informal forum for NGOs, though this mechanism no longer exists – presumably because its members have mainstreamed the displacement issue. The Council asserts that it needs to do a better job of connecting its members to the Brookings-LSE Project.

IDMC – the leading monitor - with strengthened capacity

IDMC has steadily consolidated its position as a leading global monitor of internal displacement. It has strengthened its methodology and expanded its focus into other causes of displacement than conflict. IDMC is somewhat hampered in its advocacy role by the necessity to balance its public voice with the sensitivities perceived on the ground by NRC country offices.

IFRC – committed to internal standard setting

IFRC was initially sceptical but in 2007 the organisation introduced a policy on internal displacement, which was endorsed by the International Conference of the Red Cross and Red Crescent Movement. The endorsement came as a result of recognizing the Guiding Principles. The Principles now provide a framework for both conflict and natural disaster response for the Federation and its National Societies.

IOM – the internal displacement/migration link

IOM works to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in identifying practical solutions to migration problems and to provide humanitarian assistance to migrants in need, including refugees and IDPs.³⁴

IOM works extensively on climate change and migration and has played a significant role in humanitarian responses to recent, sudden onset natural disasters, often in the absence of clarity on cluster leadership on the protection of IDPs. Its policy emphasises that emergency response and preparedness should increasingly be linked to sustainable development and climate change adaptation, with a focus on reducing vulnerabilities and building resilient livelihoods.³⁵

OCHA – diminished commitment

OCHA supports the Emergency Relief Coordinator's (ERC) mandate through coordination, advocacy, resource mobilization and policy development at the global and field levels. Since 2007, the Displacement and Protection Support Services Department at OCHA in Geneva has supported the ERC in carrying out these responsibilities. However OCHA's Internal Displacement Division has been dismantled. By its own admission, the Department has not fully prioritised the displacement aspect of OCHA's work.³⁶ OCHA's role on internal displacement has diminished significantly since the dissemination of the Guiding Principles, culminating with the departure of Dennis McNamara and Jan Egeland. Both were both outspoken advocates on behalf of IDPs.

³³ <http://www.icva.ch/about.html>

³⁴ <http://www.iom.int/jahia/Jahia/about-iom/lang/en>

³⁵ <http://www.iom.int/jahia/Jahia/migration-climate-change-and-environment/policy>

³⁶ <http://www.unocha.org/what-we-do/advocacy/thematic-campaigns/internal-displacement/overview>

ODI – research leaders

Through its Humanitarian Policy Group, ODI focuses on forced displacement, particularly in protracted crises. Of particular concern are under-explored dimensions of displacement, such as access to land for returnees, and the emerging challenge of displacement in urban contexts. It is increasingly clear that at both the normative and the operational levels international responses are poorly adapted to the interrelated challenges that migration, displacement and urbanisation pose for humanitarian action. Over the next two to three years, research will continue to assess the changing dynamics of displacement with a concentrated focus on urbanisation, and exploring the factors that affect forced migration, such as climate change.³⁷

OHCHR – a key coordinator

OHCHR assists the mandate with a support function from its Geneva office. The support function is only a small part of OHCHR's engagement in the internal displacement issue. OHCHR is now widely represented in humanitarian crises and plays a growing and significant role as the lead or co-lead agency on protection within the cluster system.

UNHCR – ambivalent and without committed resources

Until 2004, the UN referred to its investment in work with IDPs as a 'collaborative approach'. This was dropped during the humanitarian reform process. UNHCR somewhat reluctantly accepted its mandate to include internal displacement. The agency seems not to have found the political support of member states or the resources it sought in order to raise its own profile as a key actor in internal displacement. In the early 1990s, with increasing internal armed conflicts (and consequently fewer refugees) UNHCR expanded its mandate to include internally displaced persons. It had to justify its large budget for a decreasing amount of refugees. It also found itself facing competition from the International Organisation for Migration and other organisations who sought to address internal displacement. With increasing competition for funds, and questions from funders about its large budget, the UNHCR agreed to expand its mandate to include the internally displaced. UNHCR currently supports the mandate on internal displacement through the provision of field support, with technical and legal expertise in order to develop and strengthen the normative framework. With the cluster approach, gains have been made in the area of operational responses to IDP situations (UN agencies are filling the gaps) but questions remain in two areas:

- 1) are the UNHCR and other agencies prioritising funding to internal displacement (trends and developments in Colombia would point to the contrary - the country has the world's largest internal displacement figures and the UNHCR is closing its offices there)
- 2) are the UNHCR and other UN agencies speaking out for IDPs?

UNISDR – keeps climate change and DRR on the displacement agenda

UNISDR is the secretariat of the International Strategy for Disaster Reduction. It was created in December 1999 and is part of the UN Secretariat with the purpose of ensuring the implementation of the Strategy.³⁸ The agency contends that Disaster Risk Reduction (DRR) is the key to climate change-related displacement. It asserts that humanitarian agencies can no longer justify ignoring the development process simply because it may not be within their specified mandates.

ISDR emphasizes that many humanitarian current policies do not minimize risks. Thus poorly conceived drought and flood relief policies can effectively lock in the vulnerability of communities to future droughts and floods, thereby exacerbating displacement.³⁹ The agency advocates that successful, longer-term prevention strategies must be based on cross-sectoral and interdisciplinary co-operation involving the scientific community, national

³⁷ <http://www.odi.org.uk/work/>

³⁸ <http://www.unisdr.org/who-we-are>

³⁹ <http://www.unisdr.org/archive/24725>

and local governments, NGO's, the private sector, as well as the organisations and agencies of the UN system.⁴⁰

The World Bank – a thought leader on forced displacement

The Bank's displacement programming portfolio has declined somewhat in recent years. Operations on forced displacement have generally addressed post-conflict reconstruction, livelihoods, community driven development and services delivery. The Bank fosters thinking on displacement as an issue that requires a holistic perspective, and that spans rapid response through long-term development cooperation.

The World Bank designs its operational responses in partnership with the UNHCR and other agencies. Responses build on initial programmes developed by relief agencies for the return and reintegration of IDPs. The Bank has developed tools that are increasingly used to generate creative thinking on the complexity of displacement. Example: guidelines and related tools on relocation in a development context and on relocation in the context of climate change.

The Global Protection Cluster - much criticised for being ineffective, even by its own leadership

The Cluster Approach was set up to fill identified gaps in humanitarian response. It exists to ensure accountability, strengthened leadership, clearly defined roles and responsibilities and to bolster coordination and synergy of efforts. This is all supposed to improve the predictability, efficiency and effectiveness of emergency preparedness and humanitarian response capacity. Although it goes far beyond internal displacement, the cluster concept addresses repeated General Assembly requests for more effective, accountable and predictable inter-agency response to the protection and assistance needs of the internally displaced.⁴¹ At its introduction, the inter-agency cluster leadership approach was seen as requiring considerable internal rethinking and reorganisation as well as additional resources to ensure that UNHCR could continue to live up to its responsibilities.⁴²

In 2010 UNHCR provided assistance to about 14.7m IDPs, but is nonetheless perceived (even internally) as a reluctant Cluster Lead Agency that still struggles with institutional and external challenges with regard to its role in IDP protection and assistance. The Brookings-LSE Project is perceived by many of its stakeholders as being in a good position to strengthen its advocacy and influencing role within UNHCR and the agencies and organisations of the Global Protection Cluster.

Funding partners – punching lower than their weight

‘Donor’ Coordination:

The consistent underfunding of the protection sector is the subject of a study that is likely to be commissioned by the Global Protection Cluster (as part of its 2012 work plan) – the hope is that answers will emerge as to why funders are so reticent about funding protection activities and what can be done to remedy the situation.

Few funding partners seem to be linked to fora where they can share their thinking, coordinate their technical resources or leverage the joint use of their funding. This situation continues in spite of the fact that many of them have signed commitments to the Paris Principles on Aid Effectiveness.

⁴⁰ <http://www.unisdr.org/we/inform/publications/8152>

⁴¹ [http://www.internal-displacement.org/8025708F004CFA06/\(httpKeyDocumentsByCategory\)/6151B855F5250B7EC12572180043BE42/\\$file/QnA%20on%20Clusters.pdf](http://www.internal-displacement.org/8025708F004CFA06/(httpKeyDocumentsByCategory)/6151B855F5250B7EC12572180043BE42/$file/QnA%20on%20Clusters.pdf)

⁴² <http://www.fmreview.org/FMRpdfs/FMR25/FMR2531.pdf>

The Brookings-LSE Project has many funders, but no funding partner forum has been organised to optimise the value of their joint investment. Recent contacts between the Swiss, USAID and Norway suggest that these funding partners increasingly perceive there to be benefits for taxpayers and for the Project in assuming a more coherent posture with regard to the Project.

Europe:

As funding partners and the media demonstrate decreasing interest in internal displacement in Europe, and as most governments still prioritise the return of IDPs to their homes, there is a widespread lack of information about IDPs seeking durable solutions through settlement options other than return, especially in urban settings.⁴³ DfID and other funding partners are increasingly subsuming the displacement issue onto a broader 'vulnerability' agenda.

The US:

USAID and the State Department have traditionally vied for the lead role on internal displacement. USAID has a single dedicated staff member focused on internal displacement, and is among the top four funders to the Project. This is unusual in that the agency usually prefers to be the lead funder and thus leverage its funding power to determine policy. The current Project funding balance represents an opportunity for USAID to acquire some positive experience of working more collaboratively than is its custom.

New money:

So-called 'emerging' or 'non-DAC' donors, such as China, India, Iran and Saudi Arabia, play a significant and potentially growing role as (primarily development) funders in Sri Lanka, Sudan and other countries affected by conflict, displacement and humanitarian crises. Their engagement has important implications for funding partner coordination.

⁴³ <http://www.fmreview.org/urban-displacement/FMR34.pdf>

Appendix b)

Sources/Bibliography: Documents Reviewed During the Course of the Evaluation

Brookings

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2. Guiding Principles on Internal Displacement
3. Addressing Internal Displacement, A Framework for National Responsibility
4. Guiding Principles on Internal Displacement, Annotations, revised edition
5. When Displacement Ends: A Framework for Durable Solutions
6. Human Rights and Natural Disasters: Operational Guidelines and Field Manual on Human Rights Protection in Situations of Natural Disaster (2008)
7. Protecting Persons Affected by Natural Disaster: IASC Operational Guidelines on Human Rights and Natural Disasters
8. Addressing Internal Displacement in Peace Processes, Peace Agreements, and Peace building
9. Internal Displacement and the Construction of Peace in Colombia
10. Protecting the Displaced in Colombia: The Role of Municipal Authorities
11. Moving Beyond Rhetoric: Consultation and Participation with Populations Displaced by Conflict or Natural Disasters
12. Annual Report 2008
13. Protection of Internally Displaced Persons in Situations of Natural Disasters: A Working Visit to Asia by the RSG
14. Public Policies to Assist Internally Displaced Persons: The Role of Municipal Authorities
15. Ten Years of the Guiding Principles on Internal Displacement, Forced Migration Review
16. Handbook on the Application of the Guiding Principles
17. Listening to the Voices of the Displaced: Lessons Learned
18. Annual Report 2009
19. IASC Framework on Durable Solutions for Internally Displaced Persons
20. Can you be an IDP for twenty years?" A comparative field study on the protection needs and attitudes towards displacement among IDPs and host communities in Azerbaijan
21. The Effects of Internal Displacement on Host Communities: A Case Study of Suba and Ciudad Bolívar Localities in Bogotá, Colombia
22. From Responsibility to Response: Assessing National Approaches to Internal Displacement
23. On the Front Line of Climate Change and Displacement: Learning From and with Pacific Island Countries
24. The Politics of Protection: The Limits of Humanitarian Action [book by Elizabeth Ferris]
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29. Resolving Iraqi Displacement: Humanitarian and Development Perspectives, 18-19 November 2009, Doha, Qatar

30. Inter-Agency Standing Committee Framework on Durable Solutions for Internally Displaced Persons
31. Peacemaker's Toolkit: Integrating Internal Displacement in Peace Processes and Agreements
32. Incorporating the Guiding Principles on Internal Displacement into Domestic Law: Issues and Challenges
33. Annual Report 2009
34. Protecting the Displaced in Colombia: The Role of Municipal Authorities: A Summary Report
35. Internal Displacement and the Construction of Peace
36. Protecting Internally Displaced Persons: A Manual for Law and Policymakers
37. The Center for Humanitarian Policy. Undated
38. Project Proposals to HSD
39. Project Annual Reports to HSD for the funded period
40. Final Narrative Report
41. Brookings organisation charts

Brookings twitter, newsletters and postings on:

<http://www.brookings.edu/newsletters/internaldisplacement/2012/0406.aspxx>

FDFA HSD

1. Credit Proposals from 2005
2. Grant documents from 2005
3. Agreements signed between HSD and Brookings
4. Financial statements through 2011
5. Correspondence between HSD and the Brookings Project

Forced Migration online

Dealing with IDPs : <http://www.forcedmigration.org/research-resources/expert-guides/internal-displacement/dealing-with-idps>

ICRC

Community Based Protection: Selected Experiences, 2012 (DVD)

IOM

Protection of and Assistance to Internally Displaced Persons. Note by the Secretary-General
http://www.iom.int/jahia/webdav/shared/shared/mainsite/policy_and_research/un/58/A_58_393_en

OFDA

'Good Humanitarian Donorship Principles in Practice, Assessing humanitarian assistance to internally displaced persons in Sudan and Sri Lanka', Sarah Collinson, Margie Buchanan-Smith and Samir Elhawary. A report commissioned by the Office of US Foreign Disaster Assistance (OFDA)/USAID on behalf of the Good Humanitarian Donorship (GHD) IDP Working Group, 2009 <http://www.alnap.org/pool/files/1421.pdf>

US Department of State

Department of State, Foreign Operations and related programs appropriations bill, 2012

World Bank

1. Summary note of the Annual Meeting of the Informal Consultation Group of the World Bank, Global Programme on Forced Displacement (GPFD), December 2, 2011, Copenhagen, Denmark
2. FY 2011 Annual Report: Global Program On Forced Displacement
3. Research Study on IDPs in urban settings - Afghanistan
4. Forced Displacement in Europe & Central Asia
5. Azerbaijan - Building Assets and Promoting Self Reliance: The Livelihoods of Internally Displaced Persons

Feinstein International Center, Tufts University

1. Developing a Profiling Methodology for Displaced People in Urban Areas. Karen Jacobsen and Rebecca Furst Nichols. January 2012
2. Refugees and IDPs in Peacemaking Processes. Karen Jacobsen, Helen Young and Abdalmonim Osman. In *Contemporary Peacemaking*. Palgrave Macmillan 2nd Edition. 2008.
3. The Implications of HIV-AIDS for the IDPS in Khartoum
4. Towards a New Intervention. Rahim, H. A. (2007). Report for Oxfam GB- Sudan.
5. Beating Wives and Protecting Culture: Violent Responses to Women's Awakening of their Rights. Khristopher Carlson and Dyan Mazurana. *Humanitarian Practice Network*, November/December, 2006.
6. Refugees In Urban Settings. Karen Jacobsen, Guest Editor. Special Issue of *Journal of Refugee Studies* Vol. 9(3): 273-286. June 2006
7. Using Microenterprise Interventions to Support the Livelihoods of Forcibly Displaced People: The Impact of a Microcredit Program in IDP Camps in Lira, Northern Uganda. Karen Jacobsen, Anastasia Marshak, Akua Ofori-Adjei and Jane Kembabazi. *Refugee Survey Quarterly*. May 2006. (Vol. 25, No. 2, pp. 23-39.)
8. Internal Displacement to Urban Areas: Santa Marta, Colombia
9. Profiling Urban IDPs: How IDPs differ from their non-IDP neighbors in three cities. Karen Jacobsen. Khalid Koser and Susan Martin (eds.)
10. The Migration-Displacement Nexus. Patterns, Processes, and Policies. Edited by Khalid Koser and Susan Martin
11. Internal Displacement to Urban Areas: Khartoum, Sudan

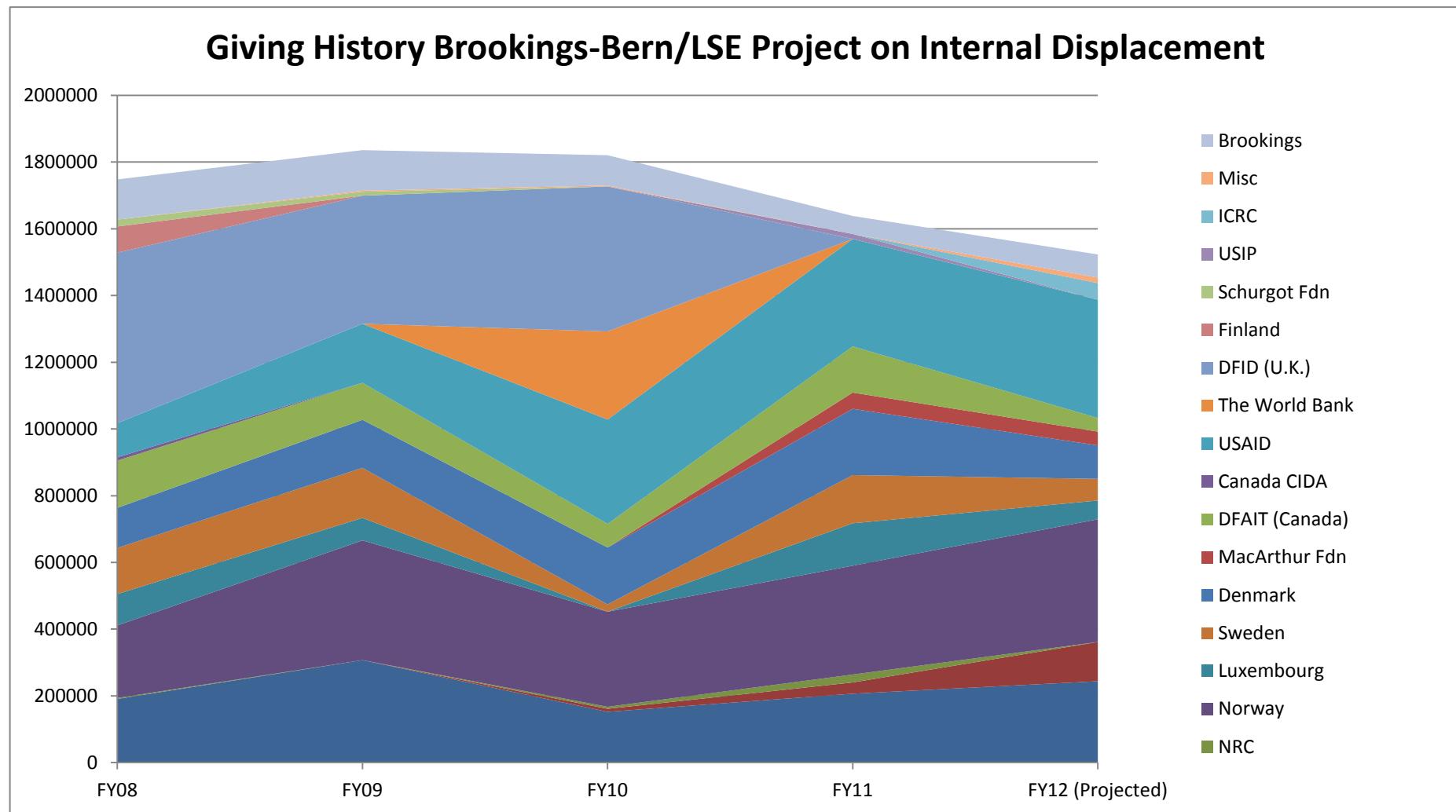
Joint Commissioners

(Danida, Development Cooperation Ireland, DFID, ECHO, Netherlands Ministry of Foreign Affairs, OCHA, Sida, UNHCR, WFP, USAID)

Support to Internally Displaced Persons – *Learning from Evaluations*. Synthesis Report of a Joint Evaluation Programme. John Borton, Margie Buchanan-Smith & Ralf Otto. ISBN 91-586-8659-2

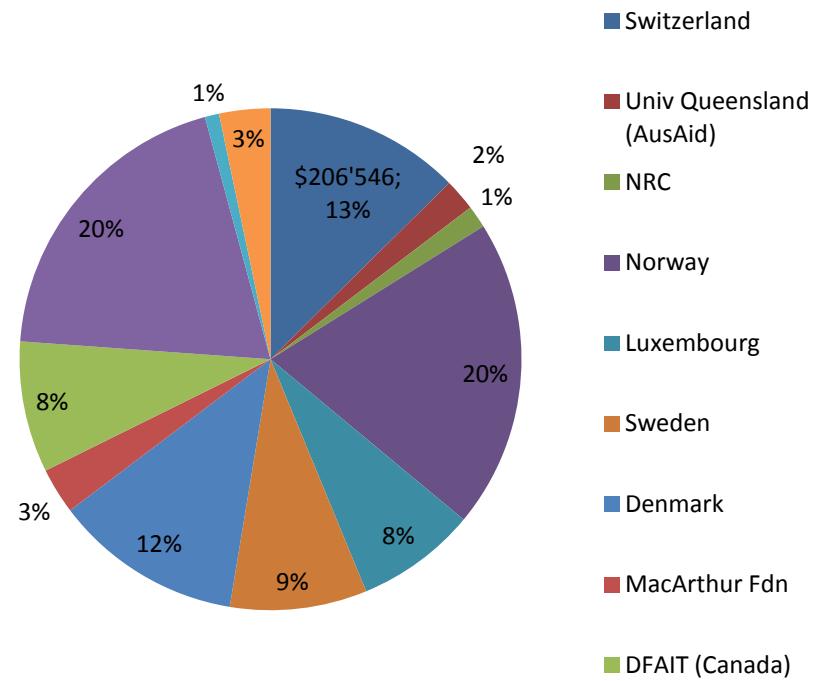
Appendix c)

Swiss Funding in the Context of the Overall Project Budget⁴⁴

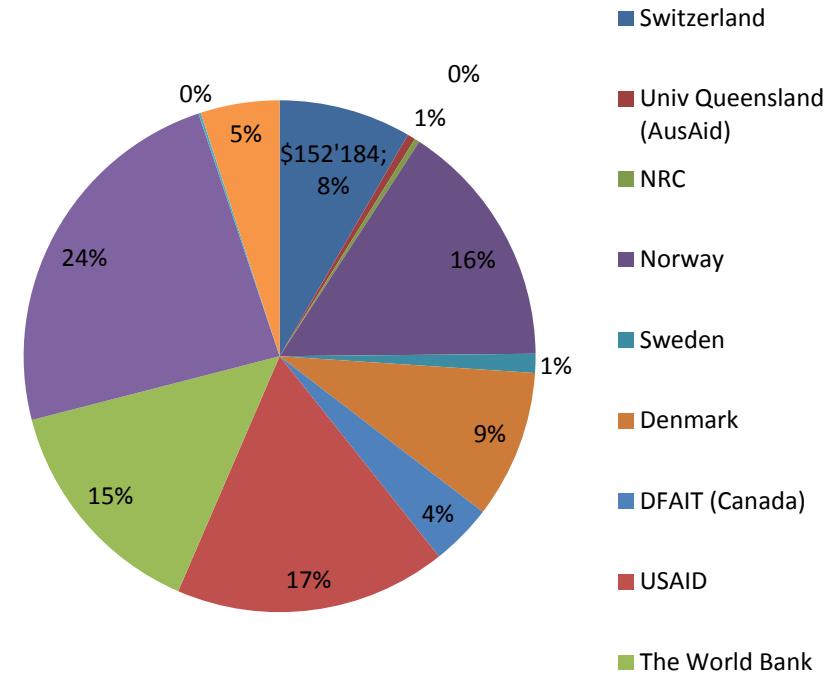


⁴⁴ Funding documents provided by Brookings. Swiss funding does not appear in this overview, but does feature on the following four charts.

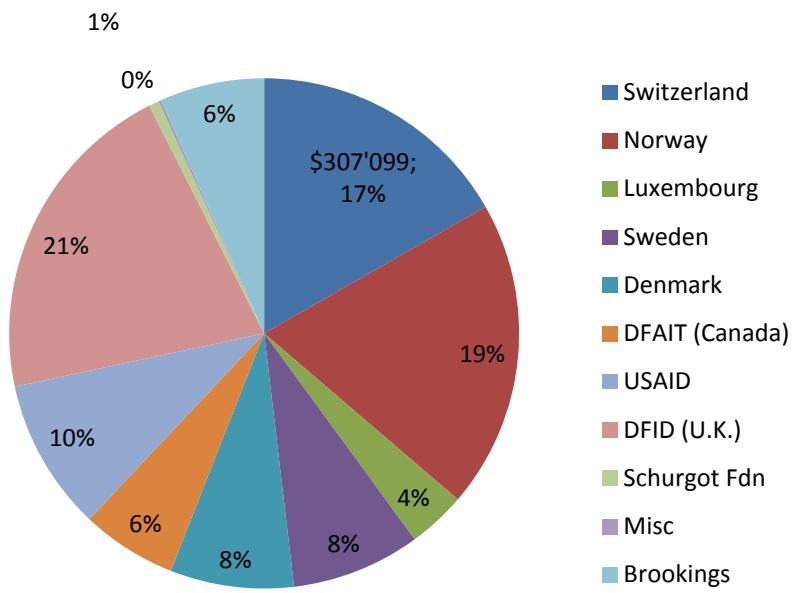
Project on Internal Displacement Expenditures Fiscal Year 2011



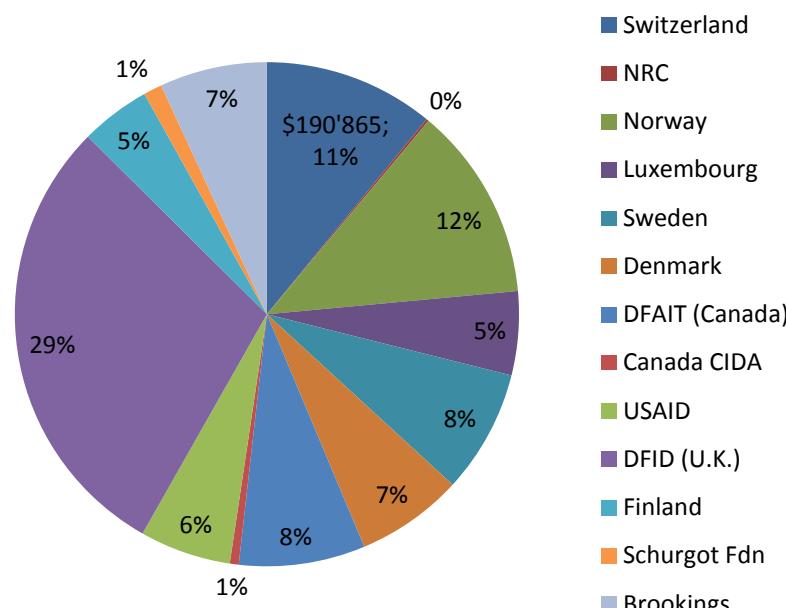
Project on Internal Displacement Expenditures Fiscal Year 2010



Project on Internal Displacement Expenditures Fiscal Year 2009



Project on Internal Displacement Expenditures Fiscal Year 2008



Appendix d)

Interlocutors Encountered During the Evaluation (Washington, Geneva, Bern, London, et al.)

Date	Organisation	Interlocutor	Contact	Interviewer	Mode
10 April	Brookings	Elisabeth Ferris Senior Fellow and Co-Director, Brookings-LSE Project	1755 Massachusetts Avenue NW Washington DC 20036-2103 +1 202 797 3476	Condor	Face to face
10 April	Brookings	Ted Piccone Senior Fellow and Deputy Director, Foreign Policy	1775 Mass Avenue, 5th floor Washington DC 20036-2103 + 1 202 797 2462 tpiccone@brookings.edu	Condor	Face to face
10 April	Brookings	Julia Cates Assistant Director of Administration, Foreign Policy	Brookings Foreign Policy 1775 Mass Avenue, NW, Washington DC 20036-2103 +1 202 797 6051 jicates@brookings.edu	Condor	Face to face
10 April	Brookings	Project staff	1755 Mass Avenue Washington DC	Condor	Round table
10 April	USAID	Sara Schomig Advisor, Special Projects, USAID/OFDA	13 Pennsylvania Ave NW, Washington DC 20523 +1 410-849-3305	Condor	Telcon
10 April	InterAction	Joel Charny VP, Humanitarian Policy and Practice	1400 16th Street, NW, Suite 210, Washington DC 20036 + 1 202 667 8227 jcharny@interaction.org	Condor	Face to face

10 April	USAID	Anita Malley Internal Displacement and Protection Advisor, Office of US Foreign Disaster Assistance (OFDA)	13 Pennsylvania Ave NW, Washington DC 20523 +1 202 712 4017	Condor	Face to face
11 April	US State Department	Anne Richard , Assistant Secretary of State for Population, Refugees, and Migration (PRM) Ex Vice President for Advocacy, International rescue Committee	State Department 2201 C Street Northwest, Washington, DC 20520	Condor	Face to face
11 April	ICRC	Marc Silverman Head of Public and Congressional Affairs	1100 Connecticut Ave, Suite 500, Washington DC 20036 +1 202 587 4600 msilverman@icrc.org	Condor	Face to face
11 April	IOM	Richard Scott Chief of Mission	1752 N Street, Suite 700, Washington DC 20036 +1 202 862 1826 Ext 229 rscott@iom.int	Condor	Face to face
11 April	Refugees International	Dawn Calabia Resident Fellow	2001 S Street NW Suite 700 Washington, DC 20009 +1 202 828 0110	Condor	Face to face
12 April	UNHCR	Jana Mason Senior Advisor, U.S. Government and External Affairs	1775 K Street N.W., Suite 300. Washington, DC 20006 +1 202-997-1390	Condor	Telcon
12 April	Brookings	Ellen Higgins Senior Financial Manager	1775 Mass Ave, Washington DC 20036-2103 ehiggins@brookings.edu	Condor	Face to face

12 April	George-town University	Susan Martin Herzberg Professor of International Migration. Director, Institute for the Study of International Migration	37th and O Streets, N.W., Washington D.C. 20057 +1 202 617 0146 martinsf@georgetown.edu	Condor	Telcon
12 April	American Red Cross	Nan Buzard Senior Director International Response and Programmes, International Services	2025 E Street NW, Washington, DC 20006 +1 202 303 5063 buzardn@usa.redcross.org	Condor	Face to face
12 April	USAID	Jeff Drumtra Senior Advisor on Internal Displacement and Protection in USAID's Bureau for Democracy, Conflict, and Humanitarian Assistance	13 Pennsylvania Ave NW, Washington DC 20523 +1 202 712 4017	Condor	Face to face
12 April	World Bank	Niels Harild Displacement and Development Specialist	MSN MC 4-427, 1818 H Street NW Washington DC 20036 +1 202 725 4599	Condor	Face to face
13 April	Former Project Co-Director	Roberta Cohen , Senior Non-Resident Senior Fellow and Senior Advisor, Brookings-Bern Project	3039, Dent Place NW, Washington DC 20007 +1 202 338 0734 rcohen@brookings.edu	Condor	Face to face
13 April	Brookings	Jackie Geis Associate Director for Development, Foreign Policy	Brookings Foreign Policy, 1775 Mass Ave, Washington DC 20036-2103 +1 202 7976175 jgeis@brookings.edu	Condor	Face to face
13 April	Brookings	Elisabeth Ferris Senior Fellow and Co-Director, Brookings-LSE Project	1755 Massachusetts Avenue NW Washington DC 20036-2103 +1 202 797 3476		Face to face

13 April	Brookings	Project staff	1755 Mass Avenue Washington DC		Round table debrief
19 April	Switzerland	Isabelle Gómez Truedsson Diplomatic Collaborator	Directorate of Political Affairs DP Human Security Division: Peace, Human Rights, Humanitarian Policy, Migration Bundesgasse 32, B.507 CH - 3003 Bern +41 31 323 21 07 isabelle.gomeztruedsson@eda.admin.ch	Condor	Face to face
19 April	Norway	Johan Meyer Refugee Policy Director	Ministry of Foreign Affairs 7. juni-plassen, Victoria Terrasse Oslo + 47 975 118 96 Johan.Kristian.Meyer@mfa.no	Condor	Face to face
24 April	Norway	Johan Meyer Refugee Policy Director	Ministry of Foreign Affairs 7. juni-plassen, Victoria Terrasse Oslo + 47 975 118 96 Johan.Kristian.Meyer@mfa.no	Pedersen	Face to face
30 April	CEPREDENAC	Walter Wintzer , Coordinator, Programme Area Preparedness and Response Jessica Solano Technical Manager	Av. Hincapié 21-72 zona 13 Guatemala ciudad, Guatemala + 502 2390-0200 wwintzer@sica.int isolano@sica.int	Condor	Skype
30 April	OHCHR Fiji	Matilda Bogner Representative	Skype name: salemafghan	Pedersen	Skype

01 May	Danish Ministry of Foreign Affairs	Thomas Thomsen Chief Advisor and Team Coordinator	Humanitarian Action Development Policy and Civil, Society, Ministry of Foreign Affairs, Asiatik Plads 2, Copenhagen, DK 1448, Denmark +45 3392 1420 ththom@um.dk	Condor	Telcon
01 May	GCSP	Dr Khalid Koser Academic Dean and Head of the New Issues in Security Programme	Geneva Centre for Security Policy Avenue de la Paix 7bis +41 22 906 8382 k.koser@gcsp.ch	Pedersen	Face to face
01 May	OHCHR	Rosa da Costa	Special Procedures Division (SPD) Human Rights of Internally Displaced Persons Office of the UN High Commissioner for Human Rights UNOG-OHCHR, CH-1211 Geneva 10 +41 22 917 9140 rdacosta@ohchr.org	Pedersen	Face to face
01 May		Anne Zeidan Consultant, former Head of Project on <u>IDPs</u> <u>Internally Displaced</u> <u>People</u> , ICRC	annezeidan@bluewin.ch	Pedersen	Face to face
01 May	ICVA	Ed Schenkenburg van Mierop Executive Director, Rudiger Schoch Associate Policy Officer	ICVA 26-28 Avenue Giuseppe-Motta 1202 Geneva +41 (0)22 950 9600 ed.schenkenberg@icva.ch	Pedersen	Face to face
01 May	UNHCR	Jeff Crisp Policy Evaluation and Development Service,	Office of the UN High Commissioner for Human Rights UNOG-OHCHR, CH-1211 Geneva 10 crisp@unhcr.org	Pedersen	Face to face

02 May	IFRC	David Fisher	Chemin des Crêts, 17, 1211 Petit Saconnex, Geneva + 41 22 730 4360 + 41 79 820 6466 david.fisher@ifrc.org Skype david_fisher_ifrc	Pedersen	Face to face
02 May	ICRC	Pierre Gentile Head of Unit Protection of Civilian Population, Central Tracing Agency And Protection Division	19, Avenue de la Paix 1202, Geneva +41 79 327 50 39 pgentile@icrc.org	Condor	Face to face
02 May	IDMC	Nina Schrepfer Former assistant to Walter Kälin	Maison de l'Environnement, Geneva	Condor/ Pedersen	Face to face
02 May	UNHCR	Louise Aubin Deputy Director, Pillar II, Global Protection Cluster Coordinator, Leonard Zulu , Senior Protection Officer, Josep Zapater , Senior Protection Officer,	Office of the UN High Commissioner for Human Rights UNOG-OHCHR, CH-1211 Geneva 10 + 41 22 739 8340 aubin.@unhcr.org zulu@unhcr.org zapater@unhcr.org	Condor/ Pedersen	Round table discussion
02 May	IDMC	Kate Halff , Head, IDMC Michelle Yonetani , Senior Advisor, Natural Disasters, Sebastian Abuja , Country Analyst, Nadine Walicki , Country Analyst, Kim Mancini Beck , Senior Training & Legal Officer	Maison de l'Environnement, Geneva + 41 79 551 82 57 kate.halff@nrc.ch	Condor/ Pedersen	Focus group

02 May	UNHCR	Amin Awad Director Division of Emergency, Security and Supply	UNHCR Office of the UN High Commissioner for Human Rights UNOG-OHCHR, CH-1211 Geneva 10 awad@unhcr.org	Pedersen		Face to face
02 May	FDFA/ Swiss Embassy Guatemala	Patrick Egloff Deputy Head	16 Calle 0-55, Zona 10 Torre Internacional, niv. 14 01010 Ciudad de Guatemala + 502 2367 5520 ext. 402 + 41 31-32 21856 patrick.egloff@eda.admin.ch	Condor		Telcon
03 May	Former RSG	Walter Kälin Former Representative of the U.N. Secretary-General on the Human Rights of Internally Displaced Persons and Co-Director, Brookings-Bern Project	University of Bern +41 316314796 walter.kaelin@oefre.unibe.ch	Condor		Face to face
03 May	OCHA	Simon Bagshaw Protection and Displacement Section	Policy Development and Studies Branch, United Nations Office for the Coordination of Humanitarian Affairs, Palais des Nations +41 22 917 2296 bagshaw@un.org	Pedersen		Face to face
03 May	IIHL	Stefania Baldini Secretary General	International Institute of Humanitarian Law, Villa Ormond Corso Cavallotti 113, 18038 Sanremo, Italy +39 0184 541848 Ext. 207 baldini@iihl.org	Pedersen		Face to face
04 May	FDFA	Rémy Friedmann Desk Officer, Human Security and Business	Human Security Division, Human Rights Policy Section, Bundesgasse 32, 3003 Bern +41 31 325 87 73 remy.friedmann@eda.admin.ch	Condor		Face to face

04 May	FDFA	Claude Wild Ambassador, Head of Division, Political Directorate	Bundesgasse 32, 3003 Bern +41 31 322 35 16 Claude.wild@eda.admin.ch	Condor	Face to face	
04 May	London School of Economics	Dr Chaloka Beyani Special Rapporteur Senior Lecturer in Law	London School of Economics Department of Law +44 20 7955 6388 c.beyani@lse.ac.uk	Pedersen	Face to face	
07 May	IDMC	Nina Birkeland Head of Department / Deputy Head of IDMC	nina.birkeland@nrc.ch . +41 22 795 07 34.	Condor	Skype	
8 May	FDFA	Pietro Lazzari Chargé d'Affaires	Embassy of Switzerland Latvia Centre, Avenida Mendoza Chacao, Caracas +58 212 267 95 85 pietro.lazzeri@eda.admin.ch	Condor	Skype	
8 May		Rhodri Williams Independent consultant	rcw200@yahoo.com Stockholm	Pedersen	Telcon	
10 May	FDFA EDA/EVD	Dominique Paravicini Minister, Deputy Head of the Integration Office DFA/DEA Ex Head of Section , HSD	Bundeshaus Ost, CH-3003 Bern +41 31 322 22 51 dominique.paravicini@ib.admin.ch	Condor	Telcon	
11 May	GCSP	Dr Khalid Koser , Academic Dean and Head of the New Issues in Security Programme	Geneva Centre for Security Policy Avenue de la Paix 7bis +41 22 906 8382	Condor	Telcon	

			k.koser@qcsp.ch		
15 May	UNHCR	Karen Gulick Senior Regional Coordinator and former consultant to the Brookings-Bern Project	United Nations High Commissioner for Refugees Case Postale 2500. CH-1211 Genève 2 + 41 22 739 8837 GULICK@unhcr.org	Condor	Telcon

Appendix e) Project Strategy

The following information is taken from the Project Co-Directors' responses to questions about Project strategy

Strategic objectives since Project launch are described by the Project as:

- 'Strengthening the normative framework for addressing internal displacement
- Encouraging and supporting governments to address internal displacement in developing and implementing policies which uphold the rights of IDPs
- Supporting and encouraging broader civil society initiatives to address IDPs, with a particular focus on national human rights institutions
- Working with humanitarian actors to mainstream IDP issues within their on-going work
- Supporting practical efforts to both prevent and bring an end to internal displacement'

Strategic objectives and priorities are determined by the mandate-holder. The Special Rapporteur has identified four priorities for concerted attention in his first term:

- **'Strengthening the normative framework** with particular attention on the AU Convention on Internal Displacement (securing its entry into force, supporting governments in their implementation efforts, using the AU Convention as a model for other regional organisations)
- **The particular needs of IDPs living outside of camps** (identifying the best ways of protecting and assisting them, recognizing the particular role of municipal authorities, developing a collection of best practices to guide international actors and donor governments in their response)
- **Understanding the potential displacement dynamics resulting from the effects of climate change** (shaping the international debate on climate change to recognize the human rights dimensions of those likely to be displaced; contributing to the development of normative standards at both the national and international levels; raising issues which should be considered by those negotiating climate change agreements)
- **Better addressing the particular needs of IDP women** (supporting the participation of IDP women in all aspects which affect their lives, engaging women's human rights groups and institutions, such as CEDAW, to consider the particular concerns of women who are internally displaced; working with governments and humanitarian actors to ensure that the particular needs and resources of women are addressed; strengthening efforts to prevent sexual and gender-based violence)'

The Co-Directors also intend to continue many initiatives undertaken in recent years, notably:

- 'promoting the human rights of those affected by natural disasters,
- providing more guidance to governments and humanitarian actors on durable solutions to internal displacement,
- working with governments to support their efforts to develop and implement good policies on IDPs
- supporting efforts by international humanitarian and development actors to mainstream internal displacement into their on-going work
- addressing specific situations of internal displacement as they arise'

The Co-Directors provide further clarification as follows:

'While the specific activities in support of these objectives have varied over time depending on the mandate-holders, external events, and opportunities, these objectives have served the Project well and will continue to provide overall direction for the Project's work in the coming years.'

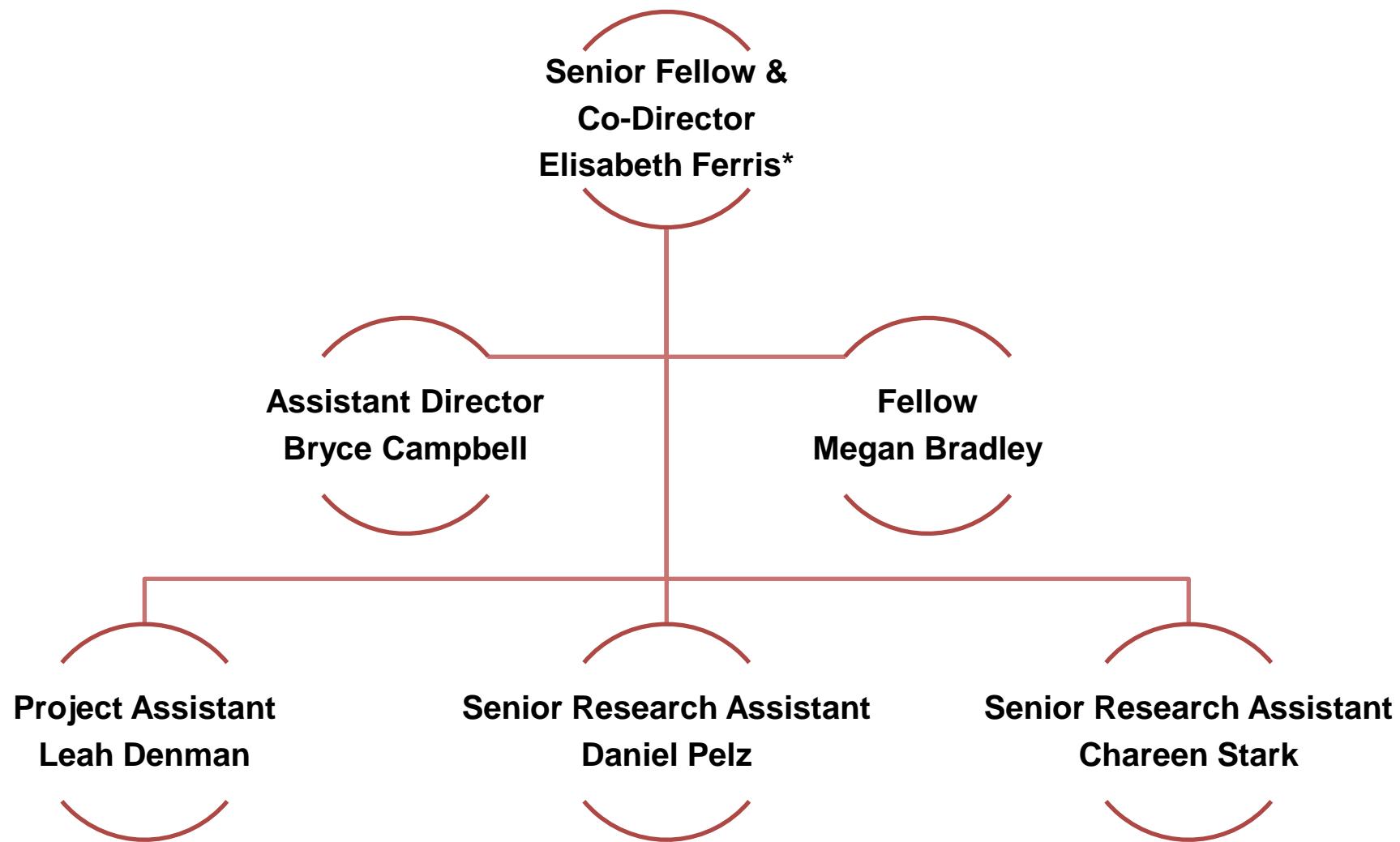
Meanwhile the 'Overarching Goal' (presumably meaning the 'goal') of the Project as presented to Switzerland's HSD as a 'Statement of Purpose' is as follows:

'The overarching goal of the RSG/Project is to ensure the full protection of the human rights of IDPs.

This will be achieved if:

1. There is a strong normative framework for the protection of IDPs
2. Relevant stakeholders possess a clear and strong will to implement this normative framework
3. These stakeholders have the capacity to implement this normative framework; and
4. They are able to respond effectively to new challenges'

Appendix f)
Project Management Structure



Appendix g)

Acronyms and Abbreviations

ASEAN	Association of South East Asian Nations
AU	African Union
BPRM (PRM)	Bureau of Population, Refugees, and Migration (US State Department)
CEPREDENAC	Center for the Prevention of Natural Disasters in Central America
DAC	(OECD) Development Cooperation Directorate
DfID	Department for International Development
DRR	Disaster Risk Reduction
EDA	(Swiss) Federal Department of Foreign Affairs
ERC	Emergency Relief Coordinator
FDEA	(Swiss) Federal Department of Economic Affairs
FDFA	(Swiss) Federal Department of Foreign Affairs
GCSP	Geneva Centre for Security Policy
GP	General Principles
HSD	(Swiss) Human Security Division
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person/s
IDMC	Internal Displacement Monitoring Centre
ICVA	International Council of Voluntary Agencies
IFRC	International Federation of Red Cross and Red Crescent Societies
IHL	International Humanitarian Law
IIHL	International Institute of Humanitarian Law
IOM	International Organisation for Migration
ISDR (UNISDR)	International Strategy for Disaster Reduction
LSE	London School of Economics
NHRI	National Human Rights Institutions
NRC	Norwegian Refugee Council
OAS	Organisation of American States
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODI	Overseas Development Institute
OECD	Organisation for Economic Cooperation and Development
OFDA	Office of Foreign Disaster Assistance
OHCHR	Office of the High Commissioner for Human Rights
OSCE	Organisation for Cooperation and Security in Europe
PEST analysis	Political, Economic, Sociological, Technological
RSG	Representative of the Secretary General
SICA	Central American Integration System
SPD	(UNHCR) Special Procedures Division
SR	Special Representative
SWOT analysis	Strengths, Weaknesses, Opportunities, Threats
UNHCR	United National High Commission for Refugees
UNOG	United Nations Office at Geneva
USAID	United States Agency for International Development

Appendix h)

Methodology

The two-person evaluation team used a mixed-methods approach that included the following components:

- An extensive desk review of significant documents
- The development and presentation of an Inception Report
- Interviews with key informants from within the Project in Washington DC and London.
- Interviews with key informants from funding partner agencies and operational stakeholders in Washington, Geneva, Bern and elsewhere
- Focus group meetings
- Follow-up questions by email, further to interviews

The interviews were conducted in person, by telephone and using Skype. Both evaluators worked to a common set of framework question areas in order to ensure interpretation consistency.

An unusually large number of interviewees (about 60%) asked specifically not to be quoted, in order to permit their complete frankness.

Susanne Ringgaard Pedersen (given her NRC experience and IDMC connection) was recused from interviews where any potential or perceived conflict of interest may have impinged on the integrity or objectivity of the process.

All citations in this document are endorsed by written agreement.

Appendix i)

Terms of Reference

Terms of Reference for the evaluation of the Swiss funded Brookings-London School of Economics (LSE) Project on Internal Displacement (previously Brookings-Bern Project)

1. Background

Over the last decade, the Human Security Division (hereafter “HSD”) of the Swiss Federal Department of Foreign Affairs has developed a large set of activities in the area of internal displacement, and in 2007 has established a strategic partnership with the Brookings Institution-University of Bern Project on Internal Displacement (originally Brookings-Bern, now Brookings-LSE, hereafter “Brookings”). In the framework of these two Projects, Brookings has supported from 2007 until 2010 Professor Walter Kälin as the Representative of the Secretary-General (hereafter “RSG”) and from 2010 until today Chaloka Beyani as the Special Rapporteur (hereafter “SR”) on the Human Rights of Internally Displaced Persons (hereafter “IDPs”).

Over the years, Brookings has contributed to the increased attention and capacity for responding to internal displacement – through country missions and dialogue with governments and key stakeholders; the development and dissemination of the Guiding Principles on Internal Displacement and supporting materials; capacity-building efforts with civil society groups throughout the world; efforts to engage regional organisations on the issues surrounding internal displacement; and policy analysis.

From 2008 to 2011, the HSD has provided two core grants to Brookings:

- The first core grant (SAP 530753) covered the period 01.07.2007 – 30.06.2010 (450'000 USD);
- The second core grant (SAP 533455) is running from 01.07.2010 – 30.06.2012 (500'000 USD).

The evaluation will cover both core grants and therefore encompasses the collaboration with Brookings which took place between 01 January 2007 and 31 December 2011.

Additional to the two core grants, the joint ventures entitled “IDPs and Peace” as well as “Desplazamiento y Construcción de la Paz” shall be included as well.

2. Aims of the evaluation

The HSD seeks an independent evaluation of the Brookings-LSE/Bern Project on Internal Displacement. The evaluation should attain the following objectives:

1. To analyse Brookings’ success in supporting the mandate of “SR”/formerly “RSG” on the Human Rights of Internally Displaced Persons and in promoting the human rights of IDPs in the light of the three OECD-DAC criteria “relevance, effectiveness and efficiency”, including the assessment of the Projects’ contribution to the following:

- Strengthening the normative framework for IDPs (globally, regionally, and nationally through support for domestication of national, regional and international frameworks, including the development of standards and manuals);
- Increasing the will of governments to protect and assist IDPs (including RSG/SR missions, technical expertise);
- Increasing the capacity of governments to protect and assist IDPs (including support to civil society);

- Mainstreaming the issues of IDPs into the work of the UN and other agencies;
- Responding to new challenges and contributing to the international policy debate on IDPs.

2. To identify strengths, weaknesses and challenges of the Project that may have implications for the future collaboration between HSD and Brookings;
3. To provide recommendations for the future development of the collaboration between HSD and Brookings.

3. Objective of the evaluation

HSD is about to negotiate its third core contribution to Brookings. Prior to defining the objectives of this new core grant, it is necessary to evaluate externally the achievements which have been obtained by this collaboration so far. In this endeavour, the evaluation should analyse the Projects' outcomes and long-term impact with regard to supporting the mandate of the SR/RSG as well as promoting the human rights of IDPs in general. On the basis of this analysis, the evaluation should provide advice to the management of Brookings and HSD as donor to foster optimal results. The findings of this evaluation shall provide a constructive basis for Brookings' future work on IDPs in general and its collaboration with HSD within this domain in particular. The findings will also be made available to Brookings.

4. Aspects to be covered by the evaluation

4.1. Relevance: Topics and partners of Brookings

Were the contributions to Brookings relevant for HSD's mandate?

- Is Brookings the appropriate partner for HSD, given the HSD mandate, Swiss foreign policy and the objectives of the Project?

Were the contributions to Brookings relevant for the cause of IDPs, especially with regard to the work of the RSG/SR on IDPs?

- Does Brookings' work on IDPs respond to new challenges regarding displacement and propose innovative solutions?
- Do the topics treated and solutions proposed by Brookings correspond to the beneficiaries' (RSG/SR, governments, relevant international and regional organisations, IDP organisations) needs?
- To what extent are the intended beneficiaries (RSG/SR, governments, relevant international and regional organisations, IDP organisations) satisfied with the results provided by Brookings?
- How and to what extent have materials produced by the Projects (research, guidelines, manuals and other publications) been disseminated and used by relevant actors?
- Does Brookings' work address and include all relevant actors?

4.2 Effectiveness: Objectives and results

What are the concrete and tangible outcomes that can be attributed to Brookings' work?

- Is there a strong *normative framework* (e.g. Guiding Principles) on the protection of human rights of IDPs in place and to what extend contributed Brookings to this result?
- Has Brookings contributed to the promotion, distribution and implementation of the Guiding Principles at the international, regional and national level?
- Has Brookings provided substantial support to international, regional and national organisations and governments to promote and accompany the translation of the Guiding Principles into national legislation?
- Has Brookings provided analyses of public policies with regard to durable solutions regarding displacement?

Has the awareness of governments and other key actors with regard to the need to protect the human rights of IDPs been increased and how did Brookings contribute to this?

*Do governments and other key actors have the *political will* to protect IDPs and to implement the normative framework on the protection of human rights of IDPs in particular and how did Brookings-LSE/Berne contribute to this?*

- Has Brookings efficiently supported the RSG/SR in establishing dialogues with governments and relevant international and regional organisations?
- Has Brookings efficiently supported the RSG/SR with regard to his missions to concerned countries and their follow-up?
- Has Brookings organized regional and national events to promote the cause of IDPs and reinforce governments' will to protect IDPs?
- Has Brookings supported the RSG/SR in establishing contacts with the relevant entities at the UN?
- Has Brookings successfully carried out advocacy activities (publications, presentations, articles in the media)?

*To what extent do governments and other key actors have the *capacity to protect* and to implement the normative framework on the protection of human rights of IDPs and how did Brookings contribute to this?*

- Has Brookings developed relevant manuals, guidelines and technical assistance to enhance governments' and other key actors' capacity to protect?
- Has Brookings launched relevant research Projects to enhance the knowledge about the protection of IDPs?
- Has Brookings substantially contributed to research and programmes on IDPs developed by international and regional organisations?

To what extent are governments and other key actors capable to *respond in an effective manner to new challenges* posed by displacement and what is Brookings' contribution to this?

- Has Brookings covered new challenges regarding displacement, such as climate change and host families?
- Has Brookings initiated activities to do awareness rising regarding these new challenges among governments and relevant international and regional organisations?

To what extent were these objectives achieved and which were the factors influencing the achievement/non-achievement?

What is Brookings' added value compared to other organisations working in the field of IDPs?

4.3 Efficiency: Methods, staff and use of funds

- Were the allocated funds used efficiently?
- Were the programme steering procedures/monitoring efficiently organized?
- Was an efficient collaboration structure between Brookings and the RSG/SR established?
- Were the adequate human resources at disposal and were they efficiently used?

4.4. Impact

What important changes could be observed with regard to policies on displacement on the national, regional and international level during the time period of the Project (2007-2011) and which role did Brookings play in this?

4.5. Gender

Gender is a cross-cutting issue at HSD which has to be taken into account by all Projects. Has this been reflected in the collaboration with Brookings and if so, how? If necessary, the evaluator can raise additional questions.

5. Expected deliverables

The evaluator is expected to deliver the following:

- An evaluation outline to be submitted after the first week of engagement.
- An evaluation report of max. 20 pages plus annexes, in English, including:
 - Executive Summary;
 - Evaluation Methodology;
 - Overview of the mandate of the RSG/SR on IDPs, description of Brookings' involvement into the mandate and overview of Project activities during the evaluated time period, including a list of products (outputs) developed by the Project;
 - Detailed analysis of the outcomes;
 - Findings, including Project strengths and challenges;
 - Recommendations and lessons learned;
 - Annexes, including interview list and list of sources used.

6. Methodology and timeframe

The evaluation should provide an independent assessment of the above-mentioned aspects. Given the limited time and resources, the information is expected to be gathered mainly through existing documentation and a small sample of qualitative interviews. However, the evaluator is invited to further elaborate on the proposed methods and tools for the evaluation, including additional resource persons for the interviews.

The evaluation will consist of three stages:

1. A desk review of the following:

- a. Project proposals and Project reports (Brookings and HSD).
- b. Reports and publications produced by the Project.
- c. List of events organized by the Project.
- d. Tools, manuals and other materials produced by the Project.
- e. Data on the use of materials produced by the Project.

2. Interviews with the two mandate holders (RSG and SR on IDPs), stakeholders, intended beneficiaries, and other participants to Project activities. The evaluator will be given a list proposing persons to be interviewed. Some of the interviews, especially those with representatives from Brookings, will take place in Washington DC. For this purpose, a mission to Washington DC is scheduled. The presence of the evaluator in Washington DC can as well be used to clarify questions raised during the desk review.
3. Drafting of final report.

7. Evaluator Competencies

The evaluator must have sound skills in evaluation and assessments as well as a proven record of performance with regard to the human rights of -IDPs internally displaced people. The evaluator should be familiar with the work of the RSG/SR on IDPs and the relevant actors within this field. The evaluator should have excellent knowledge in written and spoken English.

8. Evaluation timeframe

	Days	Dates
Desk review, compilation of evaluation outline	5 days	1st week of March
Presentation of an evaluation outline	0.5 day	Mid-March
Evaluation mission to Washington (Interviews)	5 days	End of March/Beginning of April
Drafting of report	4 days	Beginning of April
Presentation of draft to HSD	0.5 day	15 April
Revision of report, drafting of final version	3 days	End of April
Submission of final report		Mid-May 2012
Travelling	2 days	

Appendix k)

Evaluation Team Profiles

Jeremy Condor, Team Leader

Jeremy Condor, is the Executive Director of Condor Consulting Services SARL, and is a specialist in strategic planning and the design of humanitarian response and development programmes. He is also an Executive Coach. Condor has extensive experience in monitoring and evaluation, and has conducted many emergency response evaluations as the result of natural disasters and conflicts. He is an acknowledged expert in accountability and evaluation systems development and implementation, and results orientated (ROM) monitoring. Condor is an experienced specialist in the integration of human rights in humanitarian response. His recent clients in evaluation have included UNRWA, IRC, IFRC, BBC Media Action, DRC, the SDC, the EC, UNDP, DFID and Dutch Cooperation.

Recent and current assignments include:

- **DfID, BBC Media Action and InterNews:** Change management and OD consultant to the leadership of 6 INGOs and 2 media development partners in their on-going 'INFOASAID' Project. INFOASAID uses innovative media and communications technology and expertise to enhance the capacity of NGOs to conduct two-way communications with displaced people, refugees and other rights holders in emergencies.
- **IFRC:** Organisational Development & Change Management consultant at Geneva HQ, focusing on communications with rights holders.
- **UNDP Pakistan:** Change management consultant to a multi stakeholder group of donors and the UNDP Gender Support Programme.
- **PD IV and Swisspeace:** Course designer and co-facilitator for the advanced training course entitled 'Dealing With the Past'.
- **Ma'an News Network and DFID:** Designed and led implementation of a complex multi-stakeholder evaluation of the Ma'an News Network in the West Bank and Gaza.
- **International Rescue Committee:** Team leader, review of IRC's Haiti emergency response programme. Team leader, assessment of the IRC response to the Aceh Tsunami.
- **DFID:** Team leader, Evaluation of UNDP Pakistan Gender Support Programme.
- **European Commission:** Team Leader and programme monitor, EC Results Oriented Monitoring 'ROM' Programme for ENPI countries.

Country experience (including onsite evaluation/assessments):

Europe & the Caucasus: Armenia, Albania, Romania, Bulgaria, Belarus, Georgia, Ukraine, Bosnia & Herzegovina, Croatia, Serbia, Slovenia, Montenegro, Macedonia, Moldova, Turkey, UK, France, Switzerland, Austria, Germany. **Middle East:** Egypt, Iran, Iraq, Israel, Jordan, Lebanon, Palestine, Syria. **Asia:** Afghanistan, Bangladesh, Cambodia, India, Sri Lanka, Mongolia, **Pakistan**, Tajikistan, Indonesia, Thailand, Vietnam. **Africa:** Angola, Burundi, Congo (DRC), Cote d'Ivoire, Ethiopia, **Kenya**, Uganda, Liberia, Mali, Tunisia, Sierra Leone, Rwanda, Sudan, Morocco, Nigeria, Zambia. **Americas/Caribbean:** Canada, Chile, El Salvador, Haiti, Honduras, Nicaragua, Paraguay, USA.

Jeremy Condor's profile on LinkedIn: <http://www.linkedin.com/in/jeremycondor>

Susanne Ringgaard Pedersen, IDP specialist

Susanne Ringgaard Pedersen is a specialist on international human rights and humanitarian law. She has a strong background in human rights monitoring and investigations in context of conflict, post-conflict and situations of generalized violence. This includes experience in monitoring human rights and IHL aspects of ceasefire and peace agreements. In addition, she has significant experience with and knowledge of the international humanitarian response and preparedness systems and integration of protection of civilians in situations of armed conflict and protection of persons affected by natural disasters. This includes expertise on the human rights of IDPs and operational responses to situations of internal displacement. Ms Ringgaard Pedersen has strong field operational management experience from several ceasefire monitoring missions and human rights operations.

Ms Ringgaard Pedersen worked for the Organisation for Security and Cooperation in Europe (OSCE), the UN and NGOs in South Eastern Europe and Central Asia as well as at the OSCE's Office for Democratic Institutions and Human Rights (ODIHR) in Warsaw and the OSCE Secretariat in Vienna. She has worked for the UN in Nepal and Geneva, for the Sri Lanka Monitoring Mission, the International Rescue Committee and the International Human Rights Law Group. In 2008, she joined ProCap, an inter-agency Project that responds to priority gaps and needs in emergency protection response through deploying Senior Protection Officers on short-term missions to provide expertise in the strategic and operational policy, planning, coordination and implementation of the protection response. In this capacity she was deployed to OCHA in Myanmar and OHCHR in the South Pacific, both involving humanitarian responses to natural disasters, and worked with a particular focus on internal displacement and durable solutions. In the Pacific she worked with humanitarian actors and national government officials on developing a pilot Project on monitoring natural disaster and climate change induced internal displacement.

Protection training experience includes co-facilitation of the following courses:

- NORDEM – Basic Training Course (2011)
- SIDA – Advanced Training Programme on Humanitarian Action IDP 111 (2011)
- Folke Bernadotte Academy – Proactive Presence: Field strategies for civilian protection (2011 and 2012)

Susanne Ringgaard Pedersen is currently completing a one-year post with the Norwegian Refugee Council (NRC) as Protection Adviser.