Evaluation of the Swiss-funded Internal Displacement Monitoring Centre (IDMC)

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September 2014

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1. Introduction

The latest figures estimate 33.4 million internally displaced people in the world. Add to this the millions of children, women and men forcibly displaced by floods, wind-storms, earthquakes, droughts and other natural disasters, and the world is witnessing the perfect displacement storm. Meanwhile the numbers continue to grow exponentially. At this stage, all it seems the world can do is count the numbers of internally displaced people, offer some limited protection and alert decision makers to fulfil their responsibilities to protect people within their borders. Prevention seems to be off limits – effectively side-lined as a 'sovereignty' issue. What currently passes for prevention is what the humanitarian aid community calls 'durable solutions'.

This evaluation examines IDMC's role in this dramatic context, and provides recommendations both to its parent organisation, the Norwegian Refugee Council (NRC) and the commissioner of this document, the Swiss Federal Department of Foreign Affairs' (FDFA) Human Security Division (HSD).

The evaluation was initially informed by Terms of Reference (ToR) that proposed scores of highly detailed questions (see ToR in Appendix). The Inception process (See Inception Report in Appendix) consolidated these questions into seven thematic areas, and nine questions, notably:

1. To what extent were Swiss-funded IDMC activities relevant to the HSD's policy and programmes objectives?
2. To what extent does the information IDMC provides respond to an information gap?
3. To what extent is IDMC institutionally set up to deliver on its mission and strategy?
4. To what extent are IDMC country reports used by global policy makers and practitioners?
5. What tangible outcomes can be attributed to HSD-funded core and project investments (Nigeria) as well as earmarked investments (displacement due to natural disasters) in IDMC?
6. Were activities and results delivered efficiently?
7. What is the impact or likely impact of HSD-funded core and project funding, and to what extent are the results of this support sustainable?
8. To what extent were and are IDMC's activities in line with Federal Department of Foreign Affairs (FDFA) and HSD gender policy?
9. To what extent does IDMC add value relative to other actors working on displacement at the international level?

A note on terminology

This document deliberately uses the term 'Internally Displaced People', rather than the technical term 'Internally Displaced *Persons*'. It also intentionally avoids using the bureaucratic and dehumanising acronym 'IDPs'. The authors are aware that this may jar with some readers. Other terminology may also be unfamiliar: the report uses the term 'architecture' in describing the various actors and institutions that are principally concerned with or active in combatting internal displacement. Finally, it also uses the more respectful and accurate term 'funding partners' as opposed to the more usual, and in the view of the authors, increasingly redundant 'donors'.

IDMC is frequently referred to as an 'organisation'. This seems to be something of a misnomer, considering that it is in fact a division, a unit or a branch of the NRC. Thus in the interests of clarity, this report avoids referring to it as an organisation.

This document mentions 'the Special Rapporteur' (SR) on several occasions. This refers to the Special Rapporteur on the Rights of Internally Displaced Persons, and not other SRs unless specifically mentioned.

2. Foreword

This evaluation was conducted at what may be the least propitious or convenient moment in the calendar – the month of August. With the support of IDMC, the consultants contacted over 400 individuals in order to gather information. The evaluation team contacted some key respondents on more than two or three occasions, but in several cases, received no answers to their messages. The depth of the evaluation may thus be impacted as a result. The problem was particularly acute with regard to Nigeria respondents. The evaluators made repeated efforts to contact respondents in Nigeria, but received few responses to the questionnaire, and only a limited amount of contact with key Nigerian partners. Thus commentary on the Nigeria component of this evaluation is somewhat restricted.

The evaluation budget and timeframe did not allow field visits, and so a variety of other communication tools were employed to reach out to partners, worldwide.

The evaluators assured all respondents that while their comments were on the record, no respondent would be quoted without explicit permission, and no comments would be attributed to specific respondents without their agreement. Some interlocutors requested complete anonymity, and have not been mentioned in the list of respondents.

3. Executive Summary

IDMC was created to serve a broad constituency of humanitarian, Human Rights and policy actors, working on internal displacement. It has become the reference, the inevitable choice for anyone who needs to know the numbers and delve into the analysis. It is quite simply the essential instrument for the world to learn about where internal displacement is happening, and how. This makes it unique, not least in the hearts and minds of its large number of stakeholders. Thus IDMC belongs – morally and emotionally at least – to the world. Its perceived independence of action has become the central value for all those who refer to it. As this report indicates, research quality is sometimes questioned, and consistency of approach is sometimes queried. The changes to its communications approach are sometimes criticised, and a certain confusion about its role in training and capacity development generates comment too, but what matters most to IDMC's constituency is its perceived – and real – independence to collect figures, to draw up estimates and to release them to the world without fear or favour. Take this essential, credibility and quality away, and IDMC would be just another organisation - polishing its image, counting its website hits, and dealing with its natural counterparts as 'the competition'.

But IDMC is not an organisation. It is now a division of a respected, ambitious and growing humanitarian organisation. This report suggests that the institutional arrangement that enabled the founding of IDMC, and that nurtures it today, needs a major rethink if IDMC's credibility and the powerful sense of co-ownership, so consistently voiced by its constituency, is to remain intact and to grow. The fact is that IDMC is not free to determine what figures are released or when, and there is evidence to suggest that this is damaging to its credibility. Its voice is the voice of NRC.

The Norwegian Refugee Council's commitment made the IDMC idea into a reality. The NRC stepped up and provided both the hosting and significant funding to launch IDMC when nobody else was ready to put up the funds. Today, through NRC, Norway is one of IDMC's biggest funding partners. However at start up, and from what the evaluation has been able to ascertain, the IASC did not envisage IDMC as the subsidiary of a single, essentially humanitarian, organisation. Even at start up, the idea was that it be co-owned by a broader constituency.

Today, IDMC raises a significant proportion of its funds through its own efforts, though the proportion of this funding is slipping, and its dependence on its parent is growing. This does not bode well for an entity whose credibility is built on the perception of independence and impartiality.

The world has changed since IDMC came into being. If the estimates are correct, IDMC is now bringing the reality of 33.4 million internally displaced people to the attention of the world. But IDMC is an institutional minnow financially and in terms of its human resource numbers. This report proposes that Switzerland, the commissioner of this evaluation, increase its commitment significantly, and encourages IDMC's other funding partners similarly to raise their financial and governance involvement. It also proposes that NRC, in concert with its IDMC-funding partners and other stakeholders, examine how to make IDMC fully independent of NRC operational concerns. Several institutional arrangements are available to enable such a shift, and Switzerland's Federal Department of Foreign Affairs' Human Security Division is well-placed to assist here.

IDMC needs to work much more closely with JIPS and indeed with the other new players that have stepped into the internal displacement arena in recent years. JIPS and the Nansen Initiative are both natural partners for IDMC. Indeed this report proposes a merger between IDMC and JIPS as part of a transition to genuine institutional independence.

Finally, IDMC's funding partners need to engage much more robustly in ensuring that the instrument they fund has a secure future as an independent source of information for the humanitarian, Human Rights and policy community on internal displacement.

4. Recommendations

Recommendations for Switzerland

a) Support an externally facilitated process that moves IDMC towards greater independence of action
The Human Security Division should maintain and indeed increase its funding partnership with IDMC. It should use a deepened and broadened engagement with other IDMC funding partners jointly to:

- support processes that focus on strengthening IDMC's institutional development and independence of action, including its advocacy role

- support processes that focus on strengthening IDMC's strategic relationships with key allies and policy-makers through a multi-stakeholder support mechanism.

As part of the facilitated dialogue, the HSD should assist NRC and IDMC in reviewing all the viable, Swiss institutional and legal options for the establishment of IDMC as an independent organisation, based in Geneva. Foundation, International, and Not-For-Profit Company status should be considered as part of a dialogue about rendering IDMC fully independent of NRC operational concerns.

While appropriate UN agency participation is strongly recommended as part of all the above processes, it is not recommended that IDMC becomes a UN-led or UN-governed organisation.

More particularly, Switzerland should play a direct role in mobilising other funding partners in assuming an active role in a multi-stakeholder supervisory and support group, whatever course NRC takes with regard to IDMC and its future status.

b) Focus principally on core funding
The HSD would be better advised to focus its attention on being a strategic and institutional development partner with IDMC, rather than funding discrete initiatives such as Nigeria. Funding for the current Nigeria commitment should continue until the work is completed as planned.

The HSD should not seek to instrumentalise IDMC in pursuit of its country-specific foreign policy goals. It should rather consider supporting changes to IDMC's institutional set-up by providing both financial and technical assistance in the form of facilitation, planning, organisational development and other, targeted consultancy support, in addition to its current core funding commitment.

c) Work on the bigger picture as well as the here and now
It would be a strategic error to shift displacement to the Swiss Agency for Development and Cooperation (SDC) or another Swiss cooperation or partnership mechanism. Displacement sits in the right office as far as Switzerland is concerned. A move to the SDC's Humanitarian Aid Division would be a backward step, and mitigate against Switzerland taking a more strategic posture on the global internal displacement issue.

d) Invest and leverage Switzerland's natural advantages

The HSD should consider working on the development of a state-led initiative on displacement prevention, capitalising on the proven success of similar, high-level Swiss political initiatives. This could constitute:

- A Swiss-sponsored initiative to bring state actors from the global 'south' and 'north' in order to determine what options are open to states with regard to preventive measures
- Exploration and eventual development of mutual, ongoing, state-to-state support opportunities and mechanisms on prevention and early warning
- The eventual creation of a permanent, state-led initiative to work on the prevention of displacement, focusing discreetly on the complexities of sovereignty, prevention and the responsibility to protect (R2P) beyond the usual misinterpretations of R2P as being principally about external intervention
- Working in concert with other Swiss-sponsored initiatives in order to leverage existing Swiss experience and hard-won credibility on displacement-related issues

Such an initiative would require considerable diplomatic and technical investment, and should not be considered unless the appropriate resources could be allocated.

Recommendations for IDMC and NRC

a) Acknowledge that IDMC belongs to the world. Enhance IDMC independence of action – and consider complete divestment as a viable option

NRC should give consideration to becoming but one of several agencies supporting a more independent IDMC. It should not absorb IDMC into its growing NRC presence in Geneva or indeed in Oslo.

As part of an externally facilitated dialogue with its funding partners and other stakeholders, NRC should consider a process of institutional divestment of IDMC, which could be planned and phased over the coming three years. All existing funding partners, and other key stakeholders should be solicited to participate in any planning and phasing process in order to ensure continuity of service and a smooth transition for IDMC's people.

NRC, IDMC and their funding partners should review current legislation and legal arrangements available to the partners[1] in order to assess the viability of a distinct legal identity for IDMC, with NRC as one member of IDMC's multi-stakeholder supervisory body.

b) Do a few things well

IDMC's delivery of credible global figures on internal displacement, coupled with its analysis on key thematic issues should constitute the core focus of its work. Other activities such as training should be much more strategically focused in support of relevant Special Rapporteurs' prioritised countries and thematic areas. The relationship with and needs of relevant Special Rapporteurs should be prioritised.

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[1] See footnote 1.

c) Consider a merger with JIPS – and deepen the relationship with the Nansen Initiative

NRC should work with the Danish Refugee Council to incorporate a possible merger with IDMC as part of an overall strategy to create a united service to all sectors working on internal displacement. NRC should further work to reinvigorate the global agenda on internal displacement and to allow for efficient and flexible services at all levels from the field to the highest levels of policy. NRC should engage with DRC and other international stakeholders (including funding partners such as Switzerland) to assess the viability of:

- merging IDMC and JIPS under a multi-stakeholder or inter-agency steering mechanism to supervise and support the work of the newly merged institution

- bringing IDMC and JIPS under the same roof with an inter-agency steering committee as the governance structure and with DRC and NRC respectively hosting the JIPS and IDMC as two separate identities with complementary mandates

- engaging in externally-facilitated joint strategic planning

Whether or not they merge, IDMC and JIPS should work closely together to improve transparency about how global figures are estimated. Such an approach would serve to build clarity about how figures are calculated and how projections are made. IDMC and JIPS should convene a series of technical meetings among partners and other stakeholders to explain their methodologies transparently.

IDMC should work yet more closely with the Nansen Initiative to enhance and strengthen its relationship and to explore how the two complementary structures could work more strategically together. If this led to a closer connection or even a co-hosting or merger arrangement, so much the better. IDMC's current partnership with the Nansen Initiative in implementing part of the EC grant to the UNHCR and NRC on displacement and natural disasters would provide a good foundation for deeper cooperation.

d) Raise the game in communications and relationship management

IDMC should pay much more attention to building, nourishing and leveraging productive relationships with its partners in international Geneva and beyond. More effort is needed in looking after critically important relationships with UN agencies at their HQs and in-country locations. Even if a merger with JIPS is rejected, IDMC needs to work much more cooperatively with JIPS in order to leverage benefits for both parties. In the immediate term, NRC senior management in Oslo may need to step in and assist in the resolution of relationship management difficulties between the NRC Geneva office and IDMC that have contributed to undermining the credibility of both NRC and IDMC.

e) In the immediate term - establish clear guidance on who leads on which thematic and cross-cutting issues

If NRC is to retain IDMC as a subsidiary, or during a phased divestment of IDMC, NRC senior management in Oslo should initiate a process to clarify which thematic and cross-cutting issues sit with which entity, and to determine which entity takes the lead. If both IDMC and NRC continue to focus on similar thematic and cross-cutting issues, NRC senior management in Oslo should ensure clear guidance for leadership, coordination and optimal perceived separation of identities, thus allowing more space for independent yet coordinated action.

e)   Figure out what advocacy means for IDMC, once and for all
If NRC is to retain IDMC as a subsidiary, then IDMC and NRC need to clarify for each other and for IDMC's stakeholders precisely what IDMC's role and purpose is as an advocate. In this case a clear distinction should be established between NRC's advocacy aspirations and IDMC's role as an advocate on internal displacement. A policy statement should be designed and distributed outlining how IDMC defines advocacy and why it engages in it. IDMC should in any case drop the erroneous and confusing use of the term 'advocacy' when referring to training, capacity building and information-gathering.

e)   Get the marketing-speak out of the business of the organisation
A new approach should be taken to the manner in which IDMC speaks to its constituency. The Communications department should serve programming and not the reverse, as seems to be the case at present. Relationship management between IDMC and the humanitarian, human rights and policy community should be driven and managed by the IDMC Director with the Head of Policy and Research. Policy on messaging, IDMC profile and image should be determined in concert with and with the support of IDMC's communications experts, but not by them. In a scenario where IDMC becomes an independent organisation, the Communications department would usefully assume a dynamic role in funding development and funder partner relationship management, in concert with other departments, thus capitalising on existing fundraising capacity.

f)   Design a living strategy, not a static 'strategic plan'
Design a 2015-2020 Strategic Process that addresses both programmatic, institutional and organisational issues. Drop the Log frame approach and the tyranny of unachievable deliverables, and work in strategic depth using the more appropriate Theory of Change. Meanwhile, consider the use of Results Orientated Monitoring (ROM) for IDMC programming, rather than outcome-driven planning.

The new strategy should include a focus on creating ways of working that identify and develop new and upcoming research priorities in closer consultation with a broader range of external stakeholders.   Example 1: Issues related to the prevention of internal displacement could be linked to conflict prevention and peace-building. Example 2: The rights of internally displaced people should increasingly be analysed against a broader human rights and IHL framework, rather than exclusively in the context of humanitarian protection.

The strategy should cover programming, technical development issues related to research, policy and decision-making processes, funding, funding partner relationship management, partnership development, advocacy, communications and institutional and organisational development and corporate governance. If independence is envisaged the plan should be adapted to accommodate other aspects of planning relative to the phased establishment of new structures and supervision arrangements. The planning process should be externally facilitated.

g)   Rethink the notion of 'donors' and engage them as true partners
Involve funding and other key partners in the IDMC development process, not just as recipients of a PR rollout of the plan after it has been designed, or as targets of the IDMC 'Appeal'. Convene funding partners and other key stakeholders to revise and update the strategy annually.

h)   Make the website reflect the de-facto reality that IDMC is a co-owned specialist service, not a commercial competitor for hits

The market-driven thinking that currently seems to predominate in terms of IDMC's website should be more strategically informed and tempered through:

- The reintroduction of links to third party sites
- A curatorial role for third party documentation
- A distinct entry point for the general public
- A distinct entry point for specialists
- A leading content role for the Head of Research and Analysis, and the Research and Analysis team

i)   Help the humanitarian, human rights and policy community understand displacement in terms of gender

IDMC should start disaggregating for gender in its estimates and figures, thus enabling its information consumers:

- better to understand their operating environment
- how to target and strengthen their investments at the humanitarian, developmental, Human Rights and policy level.

'**The IASC WG recognises that, for the full implementation of the project, further refinement and review is needed on a number of issues, such as the sensitivity of data, the total budget amount, the database objectives and the agreed list of indicators. Accordingly, the IASC-WG encourages the NRC to promote inter-agency consultations to address these issues.**

The IASC-WG encourages all IASC Members to collaborate and participate in the implementation of that database project. The IASC-WG also encourages IASC Members to demonstrate their commitment to the database project by contributing resources, and by supporting the NRC in their resource mobilisation efforts with donors.'

From the IASC Working Group minutes November 1998, referring to the establishment of the 'Global IDP Project', later to become IDMC

5. Conclusions

a) Switzerland gets good value for its growing investment in IDMC
For less than a quarter of a million Swiss francs Switzerland is able to leverage the support of counterpart funding partners and simultaneously focus on country-specific displacement issues with a globally respected authority on internal displacement. This represents excellent value for tax-payers' money. Switzerland's 7th ranking position as a funding partner for IDMC buys it a lot of value for a relatively small investment. IDMC is undoubtedly an important partner for Switzerland. However, at present, Switzerland is not leveraging its partnership and leverage potential optimally, especially given its credibility with other funding partners and its current concerns about perceived IDMC independence.

b) IDMC delivers evident unique value
IDMC provides an extraordinary level of value to any funding partner. Its core mandate, coupled with its hard-won reputation for producing global estimates about the scale of internal displacement - reinforced with credible analysis - makes it the inevitable choice for any funding partner who wants a role in the debate about internal displacement.

c) IDMC is not as independent as it needs to be in today's world of 33.4 million displaced people
The commonly understood narrative about the establishment of IDMC has become something of a fixed notion in the community of actors working against internal displacement. NRC and IDMC frequently quote the IASC request to the NRC to establish the IDMC function, thus confirming the notion that NRC is somehow the natural owner of IDMC. But the history is a little more complex. It seems that the IASC's original intention was for a multi-stakeholder-driven agency on displacement, but funds were not forthcoming for such an initiative. NRC generously stepped up - and the rest is history. IDMC is now a wholly-owned division of NRC. The IASC effectively outsourced the internal displacement monitoring issue to NRC, in spite of its preference for a more collectively owned structure involving a multi-stakeholder ownership group.

NRC is no longer the minor humanitarian player that took on the IDMC hosting responsibility. Today, NRC manifests an increasingly visible global profile, strong growth ambitions, a relatively recent focus on displacement and a growing advocacy role, even as its core mandate remains principally humanitarian. Thus IDMC finds itself increasingly obliged to cut its cloth to NRC corporate and country programming requirements. NRC Country Directors may have legitimate concerns that the release of country estimates and figures may compromise their own essential relationships with local or national authorities, but if information must then be withheld, edited or delayed, it is questionable whether this means IDMC can then be characterised as 'independent'. Turkey and Zimbabwe seem to be but two cases where IDMC found itself constrained to delay or modify its reporting because of sensitive political issues. This is all entirely understandable from an operational point of view, but may not be the best institutional arrangement for a monitoring centre whose credibility must be underpinned by a clear demonstration of its impartiality, its independence and its freedom to release figures for a global audience of humanitarian, Human Rights and policy actors – and indeed for a global public.

d) Core funding delivers more for Switzerland – and for IDMC
The FDFA's Human Security Division leveraged its relationship with IDMC in response to requests from Nigeria to provide assistance. IDMC has experienced some significant challenges in the Nigeria context, but nonetheless has delivered much of value for Nigeria within the somewhat narrow parameters of the project design and the limited

budget. More significant is the question of whether IDMC is best placed to fulfil what is effectively a contractor role for a funding partner. One could argue that the Nigeria earmarked funds supported the kind of work that is classic IDMC, and so Switzerland and IDMC were in perfect harmony on the key issues. However several disadvantages emerge from this way of operating:

- Earmarked funding to a small organisation consumes an inordinate amount of administrative time, for both the funder and the implementer
- Earmarked funding that does not cover all costs must be topped up with core funds. Fine for the funding partner, but quite unsatisfactory for the implementer
- Fundraising opportunism makes sense for a larger organisation because it would not be overwhelmed by the imperatives of a range of small projects. However such an approach serves to stymie the development of a broader, independent and more strategic approach in smaller organisations
- The fluidity of a displacement environment can be so volatile that the product delivery-driven imperative of earmarked funding serves to require unrealistic outcomes within unrealistic timeframes. It also fosters an overly prescriptive approach by both funding partners and implementers, who can feel pressured into delivering what they promised even when the circumstances now demand a different intervention

Where Switzerland often adds unique value in earmarked funding is when it involves itself in institutional or organisational development investments with its operational partner. However, even this type of special investment is sometimes contained within a core grant approach, thus ensuring the benefits of targeted funding for both parties, with none of the administrative downside.

e) Switzerland may be missing an opportunity to leverage its position as an honest broker in changing the displacement architecture

As a funding and (albeit occasional) technical assistance partner (see last para above) Switzerland is an innovator in many initiatives that seek to address the root causes of the humanitarian crises of our time. Examples such as the FDFA's HSD co-launched GAAMAC (Global Action Against Mass Atrocity Crimes) demonstrate what a relatively small global player can achieve in bringing states together to learn from each other about how to address the root causes of mass atrocities, genocide, and not coincidentally – massive internal displacement. Further, a new Swiss-sponsored Virtual Centre to be launched in 2015 will provide states with a one-stop shop of technical and political support when seeking to prevent the kind of violence and violations that provoke much displacement. Thus while Swiss funding to IDMC is an excellent investment in humanitarian response and serves the humanitarian aid community at relatively low cost, where is the more concerted Swiss intervention in prevention? Switzerland may be missing an opportunity to leverage its own unique value as an honest and impartial broker in the context of the world's internal displacement catastrophe.

f) Hands off my IDMC

IDMC inspires an unusual level of strong opinion among its external (and indeed several internal) stakeholders. Much of this opinion is conflicted, and only serves to demonstrate that many of these stakeholders have a powerful sense of co-ownership of IDMC. This may explain why a previous relatively obscure NRC link has now become the nexus of concern about IDMC's credibility as an independent voice on internal displacement. In this unusual context it would be unhelpful for an external evaluation to take sides with one tendency or another, especially after so limited an amount of time to garner stakeholder views. However, a more strategic conclusion can be reached: the issue of stakeholder co-ownership is critical to any debate about the future direction of IDMC. IDMC may belong to NRC in administrative and legal terms, but in the context of the global

displacement dilemma, IDMC belongs to everyone. Indeed, it can be convincingly argued that the IASC wanted the then 'IDP Project' to be co-funded and supervised by a multi-stakeholder group, and not a wholly owned subsidiary of a single organisation. This makes it quite different from most NGOs or NGO divisions. It has carved out what is effectively a public service role for itself and it serves the entire humanitarian aid, Human Rights and displacement policy community as well as informing those who are looking for prevention and early warning opportunities. In this sense it really does belong to a global public. NRC may not be aware what strong views are aroused when IDMC is mentioned because, like ACAPS, IDMC is a relative minnow in NRC's pond and its principal focus is elsewhere. But in this case, size really is not the issue.

g) Which IDMC? It depends who you ask
As several external stakeholders pointed out during the evaluation, IDMC seems to have been propelled since start-up by a personality-driven culture. As one respondent noted 'If you don't have capacity to deal with everyone separately it doesn't work. It is not possible to engage them institutionally'. This commonly held view seems to suggest a lack of corporate identity or unity around a clear strategy and approach. Nonetheless IDMC has been through reorganisations, a major reform, and changes of leadership. One Director ushered in reforms that initiated a more strategic approach to information and analysis. But it seems that the overall culture has remained driven by the personalities of people in senior positions, while NRC took something of a back seat. NRC's own reorganisation suggests that times will change. IDMC's protracted corporate hiatus is clearly over. The forthcoming strategic planning process offers all IDMC's funding partners an opportunity to express what kind of IDMC they want to fund in 2015 and beyond.

h) The people with the money are your partners, not your 'donors'
While some funding partners may choose to continue to demean themselves by referring to themselves as 'donors', the more enlightened NGO would be wise to refer to them as 'funding partners'. Switzerland increasingly refers to itself as a partner, and increasingly seeks to be a key part of the programming conversation. Many IDMC-HSD communications and relationship management difficulties could have been avoided had IDMC better understood its Swiss funding partner and included it in a steering or advisory group.

i) Visibility – and its perceived benefits - is at the nexus of the challenge
The meeting point for much of the debate about how IDMC should develop hinges on the visibility issue. Who will speak at the forum on displacement? Who determines what will be said, and by whom? How will IDMC's unique role be preserved and strengthened within an increasingly thrusting NRC, focusing more than ever on displacement, on advocacy and on promoting itself as a leading actor in humanitarian assistance? Whatever the future institutional arrangement that is set for IDMC, the stakeholder concern is widespread: Will IDMC be permitted the space to function and to speak for itself beyond the corporate ambitions of NRC? Meanwhile, the current, and much commented on display of competition for space and leadership between the NRC Representative in Geneva and the Director of IDMC is causing significant harm to both organisations.

j) Thematic and cross-cutting issues – lack of clarity is causing unnecessary friction
NRC and IDMC are increasingly moving along parallel tracks on thematic and cross-cutting issues. This is particularly noticeable in areas such as Housing, Land and Property (HLP), non-state armed actors, protection and gender. With a lack of clear guidance from senior management over a protracted period, this issue has to a large extent been left to individual staff to manage. It has caused – and continues to cause - a

significant and unhelpful level of friction, which in turn has undermined IDMC's credibility and impact.

k) Advocacy – IDMC's role is unclear

The fundamental value of IDMC to its external stakeholders is global figures, analysis and information. The most useful product it offers its partners is access to this information so that they can leverage what IDMC provides them.

The notion of advocacy seems to have taken hold at IDMC in a way that has left many of its stakeholders perplexed. The fact that the term is understood and indeed explained in so many different ways - even within IDMC - makes it hard to gather a clear sense of what IDMC means when it uses the term. Meanwhile, some within the displacement field perceive advocacy and information as almost synonymous. Their logic suggests that if information has been put in the public domain, this is advocacy. For others advocacy is what people do with information, not information itself.

IDMC plays a key advocacy role in the more classic sense of 'soft' advocacy. This is clear at the international level, where IDMC sometimes plays a visible role. But describing training, capacity-building and even the gathering of information as advocacy only serves to confuse IDMC's considerable constituency of support, and diminish the general awareness of its core strengths. Meanwhile a raft of conflicting demands about how IDMC should deliver the best possible advocacy function only indicate again how many organisations project their needs and aspirations onto IDMC. Some agencies want IDMC to play a much stronger (hard) advocacy role, taking the political heat in order to allow the humanitarian sector to focus on delivery unencumbered by political embarrassment and the threat of expulsion. Others want IDMC to stay away from advocacy except in the most exceptional circumstances, and simply to equip its global audience with information. Meanwhile, in an increasingly decentralised NRC, some Country Directors, have been known to require IDMC to withhold or modify its reports. IDMC seems unsure how to manage these conflicting aspirations. As long as its independence is in question, and its ownership constrained within a single parent agency, its stakeholders and well-wishers will continue to speculate about its advocacy role.

l) Marketing is not communications in the IDMC sphere

Reading the 'who we are' section on the IDMC website reveals the Director first, and then the Communications department. The core team of researchers and analysts seem to have been relegated to a less prominent position in the information flow. Scroll down to find them. Research and analysis may not be the stuff of which great marketing is made, but this work and these people are at the centre of IDMC's value for IDMCs principal stakeholders. If it really matters that we know who IDMC's staff are (and the evaluators would suggest it does not) it is the researchers and analysts who should surely feature first.

m) This is no place for 'fluffy kittens'

Recent changes to IDMC's window on - and window to - the world have been highly controversial. They are backed by extensive research on IDMC website users and how they interact with IDMC. Thus the logic of hit measurement has driven third-party information from the site, rendering it a home exclusively for IDMC 'products'. While market forces drove the change, and the logic of hits drove the recommendation, it seems no consideration was given to what the bigger meaning would be – when the previous curatorial role was expunged. At a stroke, the site lost some of its perceived neutrality and richness, coupled with its identity as a global repository of information generated by a wide variety of actors. With few exceptions, professionals in the field of displacement all regretted the loss of third party data. Some argue that such a role is not needed in a world where the information is so easily found. Their marketing logic is

sound. Their strategic thinking about the broader role, identity and purpose of IDMC, and its window to the world may be flawed, however.

Meanwhile the language of marketing has replaced some of the arcana and sheer volume of the past material. The site now presents much shorter reports and delivers them with a much stronger corporate identity. Many of the changes have gone over well with site visitors. The language has been rendered more 'accessible' and 'jargon-free'. So who is the website for? If it is for the general public, then perhaps this approach makes sense. If it is for a more specialised audience, and if endless growth is not the imperative, then more specialised (and indeed jargon-free) language is entirely appropriate. A special portal could be offered to the general public with links to the more complex material. However, reading the website strategy, the impression given is that IDMC seeks to compete for space, compete for hits, and compete for visibility. For many stakeholders this is a bridge too far. Is IDMC a partner, a service-provider or a competitor? What is the general profile of people who respond to questionnaires? In any event, it seems the logic of information has become confused with the logic of marketing. The result diminishes IDMC and is vigorously contested. As one (UN) interlocutor remarked: 'We don't' care about the packaging. We only care about the substance'.

n) IDMC's unique value is inextricably linked to perceptions of its independence
Recent organisational and operational changes at NRC in both Oslo and Geneva, coupled with a forthcoming strategic planning process for IDMC suggest that it is likely NRC may bring IDMC yet closer to its institutional and programmatic orbit. Such a development may not be conducive to the best interests of IDMC or those it serves. The closer IDMC is drawn towards a merged identity with its parent organisation, the more its critically important perceived independence may be damaged. The very quality of perceived independence that is at the core of IDMC's Unique Selling Proposition is at issue. Meanwhile NRC Country Directors have sometimes demanded IDMC remove the NRC logo from IDMC reports out of a concern that host governments would react adversely, thus eroding a sense that IDMC is at liberty to act independently. Further, IDMC's corporate identity is now such that the NRC logo on IDMC documents may no longer add the essential value and credibility that was once so key. IDMC is much better known than NRC may realise.

o) The Nansen Initiative – a missed opportunity
IDMC missed an opportunity to host the Nansen Initiative when it started up. This may not have been clear when NRC made the decision to forego the opportunity. There were legitimate concerns over cross-border 'mission-creep' that may have justified the decision to let Nansen go its own way. However in retrospect this concern may have missed the point: The Nansen Initiative focuses on learning more about all types of displacement dynamics in relation to climate change and natural disasters. In concert with the Nansen Initiative IDMC could have strengthened its own capacity in a key area of internal displacement, and also moved into cutting edge areas of work as the Nansen Initiative host.

Another concern at the time was that hosting the Nansen Initiative might somehow constrain IDMC in its work relating to conflict-induced internal displacement. This also missed the point. Conflicts and disaster are increasingly intertwined.

Today the Nansen Initiative is increasingly internal displacement-focused. Finding ways to bring the IDMC and the Nansen Initiative closer together would be timely.

p) JIPS is a natural ally and partner

Together with OCHA, IDMC took the lead in developing the IASC-endorsed profiling guidance published in 2008. IDMC also supported the establishment of JIPS to ensure field support for IDP profiling through an inter-agency mechanism. The evident complementarity of IDMC's global monitoring with JIPS' country level profiling suggests that a close collaboration or even a merger could have been be considered. However relations between IDMC and JIPS seem not to be optimal, and an opportunity to build momentum, value and leverage may be missed unless a new approach is considered.

q) The Nigeria effort tells a story of success and complexity

IDMC has undoubtedly made some good inroads in the Nigerian context. Its Phase 1 investments, supported with both Swiss earmarked and core funds, have delivered some useful outcomes. The Kampala Convention is well on the way to being institutionalised within Nigerian legislation, and a range of key governmental and NGO actors are better informed, and better positioned to include the displacement issue in their work as a human rights pillar. Phase 2 looks well thought through in building on the gains of Phase 1. Meanwhile some key challenges, learning opportunities and questions emerge from the Nigeria experience that may be relevant in other country contexts, notably:

- IDMC has no presence on the ground. Managing such complexity at a distance is challenging at best. A key NGO partner, the newly created Civil Society Platform has gone out of business.
- IDMC relies on the engagement and the quality of its networks and partners in-country. Some evidence suggests it has not managed such relationships optimally in all cases
- The human and technical skill portfolio required to deliver what IDMC designed into Phase 1 is a daunting combination, given the richness and variety of the proposed IDMC approach. Success depends on credible figures and information, accurate and highly targeted Training Needs Assessments (TNA), a combination of generic and targeted training interventions, ongoing capacity-building capability, strong partnerships on the ground, PR, press management and cause marketing skills, highly developed negotiation and diplomatic capacity, and the technical and data management tools and instruments to follow up and continue to support the developing champions that emerge from the process

For any organisation, the demand for this range of internal capacity would be a stretch. It remains unclear if IDMC has sufficient internal capability or the requisite partnerships to deliver optimally in such complex circumstances. Feedback from Nigeria suggests that much more investment would be needed to enable IDMC to achieve the outcomes it seeks. Outcome measurement and sustainability become hard to measure in such circumstances.

r) The vital and eroded relationship with the Special Rapporteur

There seems to be a lack of constructive and strategic engagement between the SR and the most senior staff of IDMC and NRC Geneva. Moreover, the relationship between IDMC and the SR seems to have been significantly eroded in recent years. This seems in part to be because of the relative informality of the MOU between IDMC, the SR and OCHA, and also because IDMC may be constrained in following up on SR field visits because of NRC concerns about its own operational priorities.

6. Internal Displacement: Global and Country Level Needs

'There is not enough outrage at higher levels of government and within the international community of the staggering scale of displacement.'

Miloon Kothari
Former Special Rapporteur on the Right to Adequate Housing

Internal displacement is no longer prominently positioned in the international community's agenda. During Member State discussions on the post-2015 agenda, OCHA, UNHCR and other international agencies strived with great difficulty to ensure the issue be recognized. With diminished attention to and understanding of the specific vulnerabilities of internally displaced people in recent years, key stakeholders such UNHCR and OCHA agreed on the importance of increasing international attention to internally displaced people.

Internal displacement is a consequence of events as well as a cause. It is a problem of massive proportions affecting millions of people worldwide and yet it is often addressed as a ring-fenced humanitarian issue – dislocated from its causes – especially when in so many cases the vexed issue of national 'sovereignty' gets in the way of open debate. Certainly its political, social and human fallout is enormous. Humanitarian response and the search for 'durable solutions' is not prevention unless it is linked to effective peace-building in addition to linking a humanitarian response to sustainable development. Helping displaced populations to return and reintegrate can simultaneously address the root causes of a conflict and help prevent new displacement from occurring in the future. To engage in conflict prevention is to engage in displacement prevention - Prevention would mean displacement didn't happen in the first place.

If prevention were the primary objective, then global attention would include a much higher degree of effort on early warning, coupled with the monitoring of violations of international humanitarian law once conflict erupts. Engagement in the rule of law, improving interaction with human rights mechanisms and bridging development and humanitarian activities

Recommendations from 'Support to Internally Displaced Persons', published by SIDA, 2005.

1. Donor organisations, UN agencies and NGOs should increase the level of human rights monitoring and advocacy in IDP situations. In particular the UN Office of the High Commissioner for Human Rights should be encouraged, and funded accordingly, to deploy more field missions to areas experiencing significant displacement to play a lead role in the monitoring of human rights abuses.

2. Donors, UN agencies and NGOs should do more to encourage and support governments in the implementation of national policies relating to IDPs, for example through advocacy. Donor governments have a particularly important and influential role to play, through coordinated advocacy, to ensure that national authorities are held to account where they fall short of the Guiding Principles or international human rights and humanitarian law.

3. Donor organisations should recognise that they have a critical role to play in making the Collaborative Approach work. Donors should use their funding allocations and relationships with IASC members to improve the incentives for 'positive collaborative behaviour' by agencies and strengthen the disincentives for 'negative collaborative behaviour'

more effectively would all be given more attention.   The Special Rapporteur on the human rights of internally displaced persons highlights this issue in his recent (April 4, 2014) report to the Human Rights Commission.

However, there continues to be much more focus on protection during displacement and on 'durable solutions' than on early warning based on the known causes of internal displacement.

With millions people displaced due to armed conflict, unknown numbers displaced due to generalised violence and human rights violations, and millions more displaced due to natural disasters and climate change, most stakeholders interviewed for this evaluation agree that there is a growing concern – and some alarm - about the global trends.

Many interlocutors spoke of the need for a renewed impulse to help governments and responders step back and look at the broader picture in order to identify innovative solutions. A recent step in this direction was the UNHCR 2013 protection dialogue on 'Protecting the Internally Displaced: Persisting Challenges and Fresh Thinking.' UNHCR and its partners developed the first handbook on internal displacement for parliamentarians. With OCHA, UNHCR and Switzerland are supporting a major study by Brookings which looks at achievements and gaps in the protection of internally displaced people since the setting up of the cluster system in 2005.

Thus many worthy initiatives to 'mainstream' the human rights of internally displaced people have been launched within the United Nations system. However the current focus continues to be on the humanitarian aspects of internal displacement, while linking humanitarian response to early recovery and thus the involvement of development actors. This is what passes for innovation today. There is much less focus on monitoring human rights violations against internally displaced people, and on linking human rights of internally displaced persons to international humanitarian law. Moreover, the advocacy gap on internal displacement is enormous because of the perceived need to balance the objective of access (humanitarian response, country visits, etc.) with the imperative to speak out forcefully on violations of the human rights of internally displaced people.

7. IDMC's organisational evolution in the context of a global architecture of displacement-related actors

No single United Nations agency is dedicated to the needs and rights of people who have been internally displaced. Meanwhile, several agencies and structures within the constellation of actors who work against displacement seem to have significant overlap – at least in their marketing and promotional literature. Who really leads on convening a concerned (or perhaps an indifferent) world community and makes the case for the prevention of displacement? Who really represents the moral conscience of a world with 33.4 million displaced people? Who maintains standards and ensures they are met when internally displaced peoples' basic rights are violated or endangered? Where is the truly global and independent advocate, unencumbered by 'donor agendas', political considerations, and fears about infringing on issues of sovereignty or internal corporate control? Why does innovation in this most pressing and agonising human catastrophe seem to be yet another seminar, yet another publication, yet another stocktaking, yet another appeal for a humanitarian and development hybrid approach?

The only truly 'durable' solution to displacement is not humanitarian, and is arguably not even developmental. It is preventive and it is political. Arguably, it is contained within the Guiding Principles - 'the spirit of 'sovereignty as responsibility'.

Until the current notion of sovereignty is seriously challenged and indeed modified, we can expect the numbers to go on rising, the suffering to continue and impunity to rule. This is the context in which IDMC and all the other agencies who seek to alert the world to the displacement catastrophe – are operating. So has anything changed beyond the current architecture?

Meanwhile the sovereignty issue continues to be used as the excuse for inaction – or to justify the status quo. Who will break the logjam? And what does advocacy really mean in this context? Who stands as a credible advocate for systemic change?

In 2014, the global displacement architecture has evolved considerably:

- IDMC remains the global reference for authoritative global figures, and remains part of NRC, though JIPS now plays an increasingly visible role and provides similar but distinctly different (country level profiling) services to the humanitarian aid community.

- The Brookings-LSE Project is perceived (by many interlocutors encountered during this evaluation) as somewhat diminished in scope, influence and independence as a convenor.

- The Special Rapporteur's mandate was initially conceived as Representative of the UN Secretary General (RSG), though now as Special Rapporteur (SR) the Mandate holder reports to the UN's Human Rights Council, composed of members that include the Russian Federation, Saudi Arabia, the UAE, Kazakhstan, China, Cuba, Venezuela…

- Because of its expertise on displacement, and pursuant to decisions by the General Assembly, the UNHCR has for many years been protecting and assisting millions of internally displaced persons. This has been reinforced since 2005 through the 'cluster approach'. Through the Protection Cluster, the UNHCR plays the lead role in overseeing the protection and shelter needs of internally displaced people as well as programme coordination and management of camps. By the close of 2013 the agency, together with its partners, had provided assistance and protection to 15.5 million internally displaced people, more than the total number of refugees of concern to UNHCR. The UNHCR

publishes an annual Global Report, focusing on displacement. Its global data on internal displacement is provided by IDMC. At country level, sources are more diverse.

- In 1996, the General Assembly tasked the Emergency Relief Coordinator (ERC) to take a central role in the inter-agency coordination of protecting and assisting IDPs. OCHA supports the ERC's mandate through coordination, advocacy, resource mobilization and policy development at the global and field levels. Since 2007, Displacement and Protection Support Services in OCHA Geneva has supported the ERC in carrying out these responsibilities.

- The funding and technical assistance community focusing specifically on internal displacement is small, given the numbers of internally displaced people worldwide. The following bilateral and multilateral funding sources pay a key role in funding global efforts to address displacement: the US, Norway, Canada, Demark, Switzerland, Austria, the EU, the EC (ECHO).

More funding than ever before is now available to provide assistance, protection and housing for internally displaced people. The numbers of internally displaced people continues, inexorably to rise. Meanwhile the architecture to address displacement remains relatively static. Indeed several interlocutors interviewed during the course of this evaluation lament the increasingly duplicative nature of the work of displacement-related agencies and organisations. To quote one interlocutor: 'How many more reports does the world need about displaced Syrians to know we have to act?'

'Mr. Egeland said that aid agencies were much better at keeping people alive than they were a decade ago, but that the international community was still "strikingly deficient" at preventing conflict and its consequences.'

New York Times, May 2104

Agency/ Structure	Principal function re internal displacement	Institutional evolution and current status
Brookings-LSE Project	Advocacy on displacement Convening stakeholders. Supports the United Nations Special Rapporteur in carrying out his mandate, especially re convening	Diminished funding in the past three years. Reduced convening role and visibility
IASC	Inter-agency coordination of humanitarian assistance. Produces guidelines and tools for humanitarian intervention standards	The provision of improved humanitarian responses to internally displaced people is not an explicit part of the 'transformative agenda'
ICRC (and many INGOs)	Internal Displacement is 'mainstreamed'	No specific, dedicated funding or human resource capacity to internal displacement
IDMC	Data gathering, analysis and dissemination. Focus on interpretation and causation	Stable funding Reorganisation imminent
JIPS	Primary data collection, analysis and dissemination. Principal focus: ad hoc country profiling. Complement IDMC who is still the only organisation that is global in outlook. Some partnership at the individual staff level with IDMC	Recent player, launched and hosted by the Danish Refugee Council. JIPS' documentation suggests it is a competitor to IDMC, even if IDMC is represented on its governing body
Nansen Initiaitve	Build consensus on the development of a protection agenda to address the needs of people displaced across international borders due to of disasters and climate change	State-led and co-sponsored by Switzerland and Norway
OCHA	Coordinating UN agencies, NGOs and CSOs whose services help internally displaced people	Previously visible focus on internal displacement within OCHA has been reduced in recent years The IDP division in Geneva is being dismantled
OCHCR	Human rights promotion and protection Standard-setting, and Human Rights monitoring. Serves as Secretariat of the Human Rights Council, and closely linked to the SR	Funding and visibility increasing Mixed perceptions about objectivity and equal treatment of democracies and autocracies
Refugees International	Advocacy in holding UN to account Climate displacement research	Decreasingly visible or vocal. Accepts only private funding to ensure independence
Special Rapporteur	Advocacy re protection and respect for human rights of internally displaced people. Enhancing dialogue with governments, NGOs and other actors. Promotion/dissemination of the Guiding Principles on Internal Displacement undertaking country missions Convening	Voluntary, non-remunerated position, supported by seconded expertise from OCHA, UNHCR, occasional support from other agencies including IDMC, plus its link with Brookings
UNHCR	Refugee protection Camp coordination and protection for internally displaced people	Mandate remains principally focused on refugees. Camp coordination and the 'cluster approach' currently addresses 40% of the population of internally displaced people

8. Findings

a) Relevance of IDMC activities

(Ref EQ: To what extent were Swiss-funded IDMC activities relevant to the HSD's policy and programmes objectives?)

IDMC remains the principal organisation that monitors internal displacement at the global level. While other initiatives such as JIPS have come into existence more recently, the simple finding here is that IDMC is effectively the only significant player with the resources and the perceived political neutrality to provide reliable and useable global figures. This is the core of its relevance to Switzerland and to the world.

Swiss policy

Swiss policy positions on displacement, climate change, coupled with its significant and increasing investment in the prevention of mass atrocity crimes all support a strong engagement in the internal displacement issue. However, Switzerland has not as yet determined policy or strategy with regard to internal displacement or refugees. Thus 'policy' is effectively determined by Programme Heads and senior managers with Switzerland's development, humanitarian, economic, migration and human security architecture. Thus, for Switzerland, IDMC is a strategic partner. This permits it to invest core funding, while retaining the option to fund shorter-term project support.

Swiss approaches

In line with the WOGA (Whole of Government Approach) focus that currently pervades Swiss thinking relative to its international cooperation partnerships, the FDFA tends to favour a holistic approach in its operational partners, even if foreign policy remains unclear with regard to specific positions on internal displacement. Hence the Human Security Division's approach to IDMC. Any investment that seeks to bring key actors together and to support a coherent approach is generally welcomed and frequently supported by Switzerland (e.g., the Brookings-LSE Project 'Stocktaking' events). The absence of policy is compensated for by a strong impetus to support coherence and the processes that may engender a comprehensive or integrated approach to internal displacement. It is also for this reason that IDMC is the focus of the FDFA's attention here, and not the NRC. For the FDFA's Human Security Division, the issue is not contained exclusively within a humanitarian context. The absence of policy is thus frequently remarked upon by Swiss funding recipients as an advantage as much as a challenge. The lack of apparent clarity provides space for innovation and support for processes – a key aspect of Switzerland's perceived Unique Selling Proposition (USP) as a cooperation partner.

The Kampala Mandate remains a major theme of interest and focus for Switzerland, and thus the work of the Special Rapporteur on Internal Displacement is seen as critical to Swiss investment.

Switzerland is known by many international partners for its willingness to invest in targeted efforts that would be avoided by some partners as being too process-oriented, or too fraught with risk to deliver the unrealistically rapid impact increasingly demanded by an increasingly fatigued and cynical tax-payer base. A growing body of anecdotal evidence suggests that Swiss willingness to innovate may stem from the openness and flexibility afforded by a 'lack of policy'. The HSD's current investment as a major start-up partner in GAAMAC (Global Action Against Mass Atrocity Crimes), and the current investment in a putative, virtual, state-driven foundation providing mutual support to states wishing to prevent mass atrocities, and LOGIN Asia (Local Government Initiative and Network) are recent noteworthy examples.

Swiss project funding tends to focus on a more limited approach where, Switzerland seeks specific medium or shorter-term objectives and an appropriate partner to deliver them. Hence, given Switzerland's particular concerns about the Nigerian context, the HSD decided to approach IDMC.

Switzerland remains open to IDMC playing a more significant and visible role as an advocate. However some confusion was expressed during interviews with HSD representatives with regard to IDMC's current understanding and interpretation of 'advocacy', given the scale and depth of its core competence base, and indeed given its overall strategy.

Swiss partnership

Switzerland's cooperation and development agencies increasingly perceive themselves as partners with implementing agencies rather than as 'donors'. This is evidenced by an increase in investment in Swiss Cooperation Office staff capacity and a growing involvement by Swiss agencies in the co-design of funded projects and programmes, and also by the incomprehension expressed by many Swiss implementing partners who hold onto traditional notions about the role and 'behaviour' of 'donors'. This seems to have represented a challenge to what HSD representatives perceive as the classic 'donor'-implementer relationship in the case of IDMC. HSD perceives IDMC as dealing with it as a 'donor' rather than as a partner with more to offer than money. During the course of the Nigeria Project considerable dissatisfaction has been expressed by HSD to IDMC in terms of the manner in which IDMC has communicated and reported on both core and project funded activities. Switzerland wishes to be dealt with as a strategic partner, and to have a level of exchange with IDMC that it perceives not to be the case.

Example: HSD has asked on several occasions about the impact of IDMC-provided training. This seems to have been more a reason for annoyance and resistance on the part of IDMC representatives than of fruitful feedback.

Monitoring, information management and dissemination

(Ref EQs: To what extent does the information IDMC provides respond to an information gap? To what extent are IDMC country reports used by global policy makers and practitioners?)

The Human Security Division uses IDMC reports and alerts to inform its thinking about how best to allocate resources. The annual Global Estimates Report is cited by many other interlocutors as a good example of the critically important contribution made by IDMC. IDMC's developing 'system dynamics' modeling methodology examining the impact of repeated displacement in eastern DRC and beyond is of particular interest to many international partners because it seeks to improve humanitarian assistance in contexts where displacement has become the norm rather than the exception. However several interlocutors question the modeling methodology because it is not perceived as core to the displacement issue.

Like most external interlocutors interviewed during the course of the evaluation, the FDFA Human Security Division has many questions about what it perceives as the declining quality of IDMC communications, and the elimination of IDMC's previously much-respected 'curatorial' role in providing a space for key documents and data from other agencies. Data is perceived as having been 'dumbed down' to the point where substance is now jeopardised, and the unique value and role of IDMC may be weakened. HSD perceives this as an unhelpful trend.

Several interlocutors commented that the fragile balance necessary to maintain integrity of global figures with the perceived need to communicate effectively seemed to have merged into a conflation of both functions at IDMC. At the core of this frequently raised issue, questions and comment about IDMC's core identity and its target audience emerged repeatedly.

Beyond the Swiss relationship, the evaluators founded a vast wealth of evidence that reinforces the general perception that IDMC is valued for the role it plays on informing and to some extent capacitating policy makers at the global level. The UN Security Council's invitation for IDMC to speak about internal displacement policy in June 2014 is but one example of how well-received and how inextricably connected IDMC has become as a key actor in supporting the UN system in its policy reflections about internal displacement. While NRC clearly played an important facilitation role in this regard, it is also clear from external interlocutors that the perceived value was that IDMC presented its material to the UN Security Council and not the NRC.

Some international partners frequently mentioned that IDMC's leadership seems to have a complex and difficult relationship with both JIPS and ACAPS. Representatives from both organisations indicated concerns about the low level of contact and cooperation from IDMC.

Relations with the Special Rapporteur

During Walther Kälin's tenure (2004-2010) as Special Rapporteur on the Human Rights of Internally Displaced Persons, an MOU was established between the Mandate, IDMC and OCHA. The MOU clarified roles and responsibilities, rather than strategies. Interaction between IDMC and the SR was limited to assistance in the preparation for country visits, while researchers provided short updates. Follow-up to the SR visits was reported to be weak because IDMC does not have a permanent field presence and because NRC has at times been constrained by its own operational concerns and priorities. Several external stakeholders suggest that in the last two years IDMC has become further distanced from the work of the SR, and that he has been obliged to seek essential support elsewhere.

Evolving NRC-IDMC roles and functions

The Human Security Division representative echoed the views of the majority of external interlocutors (and indeed some internal ones) with regard to perceptions about the evolving role of IDMC within NRC. It seems that NRC seeks to make Geneva an NRC hub. IDMC would then become much more closely integrated into NRC and its funding would be integrated into more general funding for NRC. This is perceived as a potential loss of identity for IDMC, given that its value to Switzerland is not limited to the NRC mandate re refugees and humanitarian aid. Concerns were expressed by Swiss representatives and many other stakeholders that IDMC risks becoming subsumed into NRC at the loss of its perceived independence as a global authority on internal displacement, and at the risk of being limited within an inappropriately narrow humanitarian parameter. Interviews with NRC interlocutors provided a mixed picture and little clarity. Given the concerns about the apparently vexed and conflicted relationship between the NRC Geneva office and the IMDC, two NRC messages emerged: one suggests that NRC Geneva should take the lead and that IDMC should be effectively subsumed into NRC in terms of its representational, public and advocacy role. Another suggests that this would be unhelpful and counterproductive for both NRC and IDMC and that IDMC should be directly and robustly managed and supervised from the newly reorganised Oslo office.

Overall, the HSD is unclear as to IDMC strategy and its vision for a long term relevance. This is expressed as a serious cause for concern, given the perceived need for an independent voice on the internal displacement issue.

Nigeria earmarked funding (with leveraged core funding)

(Ref EQs: What tangible outcomes can be attributed to HSD-funded core and project investments (Nigeria) as well as earmarked investments (displacement due to natural disasters) in IDMC? What is the impact or likely impact of HSD-funded core and project funding, and to what extent are the results of this support sustainable?)

IDMC's work in Nigeria has been funded both with core funds and earmarked funds.

Switzerland's IDMC Nigeria investment began in 2011. In the context of its existing migration partnership with Nigeria, the Nigerian government had requested Swiss involvement as part of a broader investment in national migration policy in general, and in terms of the pressing needs of internally displaced Nigerians in particular. On this basis Switzerland contacted IDMC, and activities were conceived through a process of consultations, Concept Papers, and project proposals. This was the first ring-fenced project funding to IDMC by Switzerland, further to its own solicitation to IDMC re Nigeria. Training and the Training of Trainers (ToT) would form a key element of the Investment, with the Kampala Convention at the core of the process. Nascent structures would thus be capacitated and empowered to take on their responsibilities in providing an adequate level of response to the rapidly growing internal displacement crisis, due both to the Boko Haram mass atrocities against Christians and other minorities, and to climate change. IDMC invested in a range of training, consultations, briefings and Training of Trainers (ToT) efforts, including:

- Training workshops on the protection of IDPs and the Kampala Convention for the Nigeria National Human Rights Commission (NNHRC)
- Training workshops on the protection of IDPs and the Kampala Convention for in-country civil society organisations (CSOs) working in the area of forced displacement
- One-day press advocacy briefing for Nigerian media on the Kampala Convention
- Support to coordination agencies
- Support to policy makers in drafting legislation
- Data gathering and dissemination

Thus IDMC activities in Nigeria conducted with earmarked Swiss government funding have been delivered in two phases, notably:

Open doors – build commitment
- 2011 – 2013: the focus was on capacity building and training as a means to promote the ratification of the Kampala Convention.

Strengthen data gathering capacity and support new legislation
- January 2014 – ongoing: this phase seeks to build on the first, and centres on strengthening data collection and on bringing the process of building national legislation on displacement to a successful conclusion. No outcomes are currently available re the current phase. Thus current investments focus on the improvement of data collection in situ, a major refugee study and the use of IDMC's developing modelling methodology. Although no reports are currently available, IDMC states that leveraging the gains opened up by its training workshops and other activities supported by Swiss earmarked funding, it has been able to influence Nigerian government agencies to improve data collection on displacement.

Training results and follow-up

Of the 283 questionnaires circulated to individuals who have been trained during IDMC trainings worldwide, 55 were sent to Nigerian correspondents. Nearly 50% of these email contacts bounced as undeliverable. Of the remaining Nigerian respondents, 5 responded. All respondents spoke in positive terms about the various IDMC trainings provided by IDMC, and all praised the quality and participative nature of the IDMC training approach. Most respondents commented that the material covered only opened the door to a myriad of related issues. Most respondents who commented wanted more time to be devoted to training events. All commented that their work had been significantly impacted by what the trainings had provided for them. As three Nigerian interlocutors attest: 'It opened my eyes'.

It seems that IDMC does not maintain up to date records of the people it has trained, although at IDMC in Geneva the evaluators were told that all trainees are followed up. Career churn would make such a task challenging, but nonetheless it seems that the chances of staying in touch with people in whom IDMC has invested time and effort are remote at best and at some variance with IDMC statements.

Contrary to what the evaluators were told by IDMC in Geneva, most respondents told the evaluators that IDMC had made no follow up enquires to ex-trainees about their ongoing capacity development needs or the longer-term impact of the training investment.

Relationship and partnership management in an earmarked project

Overall, and because of the manner in which Switzerland became involved, it assumed a strong level of both co-ownership and responsibility for the IDMC investment, partly because it perceived IDMC as an instrument to deliver on its agreements with and direct commitments to the government of Nigeria. Thus it was clear for Switzerland that the highest level of communication about IDMC project activities in Nigeria would be of capital importance. The HSD representatives are of the view that the complexity of this relationship was not fully understood or appreciated by IDMC at the time, nor subsequently. Hence the HSD perceives IDMC as seeing Switzerland as an interfering 'donor' and itself as an implementer, rather than what, de-facto, it was: a contractor for Switzerland's project. This seems to have been the core of subsequent and indeed ongoing communications difficulties.

Feedback from Nigerian institutional interlocutors indicates that IDMC seems to have taken a controversial position in the interpretation of displacement numbers. Follow up was particularly weak according both to Swiss interlocutors and representatives from Nigeria's National Human Rights Commission and the Civil Society Legislative Advocacy Centre (CISLAC). Overall, while IDMC was praised for its initial work, there seems to be a general view that IDMC's communications were poor, and that its follow up was insubstantial.

IDMC states that it has developed an 'outstanding network' in Nigeria largely as a result of the activities described in phase 1 activities. IDMC also suggests that its success in phase 1 enabled it in 2013 to publish, for the first time ever, a figure for internal displacement in Nigeria. This view is somewhat contested by all the non-IDMC interlocutors interviewed with regard to Nigeria, as are the published figures.

Training and advocacy strategies and definitions

IDMC interlocutors frequently referred to training and workshop activities as 'advocacy'. On other occasions, advocacy is also information dissemination. Example: in an undated Nigeria Project Report, IDMC suggests that future strategy should 'Advocate for protection of IDPs in Nigeria'. Two items constitute the advocacy components:

I.   Conduct an IDP protection workshop
II. Conduct a training event to follow up on a multi stakeholder workshop

Similarly, the same report proposes advocacy investments for protection and assistance to internally displaced people. Three components are proposed:

I.   A protection workshop
II.   Monitoring and reporting
III. The dissemination of findings and recommendations

While all IDMC activities may loosely come under the overall rubric of 'advocacy', the term is not understood by many external interlocutors in the same way, and seems to cause some confusion as to IDMC's core role and identity. When IDMC staff were asked to clarify the use of the advocacy terminology, the notion of training as a door-opener and leverage to a deeper relationship of trust emerged as the broader purpose of training. However, this seems not to have been understood by representatives from the HSD, the UNHCR in Nigeria or indeed from the Nigerian National Human Rights Commission. Further, no external respondents interviewed during the course of the evaluation knew what IDMC's role is in terms of advocacy. Most seemed unclear about the purpose of advocacy at IDMC, or the extent of IDMC advocacy as an instrument at the national, regional or global level. This seems to echo the general concern by Switzerland that IDMC communications and partner relationship management were inadequate throughout the Nigeria project, especially in terms of reporting on problems and challenges.

Nigeria delivery challenges

The HSD perceives the desired Nigeria project impact as the development of ownership and momentum in bringing the Kampala Convention and a broader understanding of the protection issues into a truly Nigerian ownership at the policy, legislative and practical level. The HSD further understood that IDMC would make Nigeria a regional hub for its activities, and would develop a series of ancillary and mutually supportive investments using Swiss funding, while leveraging the confidence and trust engendered through the training process. However, some external interlocutors interviewed with regard to IDMC's Nigeria Project suggest that IDMC has not to date played a sufficiently enabling role, and that it lacks the personnel and financial resources to do this. One interlocutor lamented in the strongest terms that IDMC seemed to have taken full advantage of the facilities it offered, while not acknowledging the partner's contribution, and failing to work effectively in tandem with other key UN and government partners. IDMC was thus seen as working alone, communicating poorly, and claiming the work of others as its own. While this may be an erroneous claim in the context of political rivalry and a highly complex environment, the claim seems to suggest that at the least IDMC had experienced some serious communications problems in maintaining and following through on its relations with some key Nigerian stakeholders, and with Switzerland.

Overall, the level of Swiss satisfaction with the relationship has not been high, principally because of perceived IDMC misunderstanding of Switzerland's role as a funding partner and co-owner, because of what HSD perceives as a misguided and outdated notion of the role of funding partners, and because IDMC did not communicate progress or problems effectively. The level of satisfaction from those respondents that the evaluation team was able to reach in Nigeria suggests that the response is mixed, with a high level of satisfaction for the training, but with much less focus on outcomes.

Tangible outcomes

IDMC has undoubtedly contributed significantly to raising the profile of the internal displacement crisis in Nigeria. Evidence for this is ubiquitous in the Nigerian humanitarian and legislative context. Overall, tangible outcomes achieved to date can be quantified as follows:

- **Domestication of the Kampala Convention.** A (to some extent) measurable increase in knowledge and understanding among targeted institutions and individuals about the imperatives of the Kampala Convention and its utility to Nigeria. This is echoed by feedback from UNHCR and the National Human Rights Commission
- **Raised awareness.** Increased trainee awareness of protection issues relative to internal displacement, coupled with changes in trainee behaviour in promoting the internal displacement issue in their organisations
- **Influence in shaping policy.** IDMC workshops and policy consultations have influenced the drafting of national legislation
- **Partnership.** IDMC has built partnerships with several agencies including UNHCR, with which it carried out a joint mission in 2012 to identify gaps and build collaboration.
- **Data collection and dissemination.** Release of new data on the numbers of displaced (although the figures are vigorously contested by UNHCR in Nigeria)
- **Coordination and leverage to cascade value.** Creation of the Civil Society Platform, reinforcement of agencies such as the Protection Sector Working Group, and ToT (The Platform is no longer functional)

    More recently (June 2014) IDMC released a briefing paper: 'Fleeing Boko Haram's Relentless Terror'

The combination of data collection and dissemination, capacity building to national actors, support for the policy and legal framework, direct involvement in coordination frameworks, in concert with ongoing monitoring, seems to have delivered overall what IDMC intended, though the level of success could only be verified with an in-depth country level evaluation.

b) IDMC's institutional set-up relative to its mission and strategy

(Ref EQ: To what extent is IDMC institutionally set up to deliver on its mission and strategy?)

The NRC/IDMC relationship - an internal stakeholder view

In recent years NRC has become a more visible player in its response capacity to the humanitarian needs of refugees, it has also become a much more vocal advocate, as evidenced by numerous articles and press briefings, and many of its own publications. Advocacy policy for IDMC is now part of NRC's broader advocacy approach and is cleared by Oslo before going public. Further, NRC is now increasingly known for its work on internal displacement. Meanwhile NRC's HLP initiative seems to be running parallel to IDMC HLP activities.

All internal interlocutors suggested that NRC's recent internal reorganisation was of considerable significance for IDMC. Some IDMC staff expressed concern that few of them seem to have been part of the NRC reorganisation and that the shift in IDMCs internal accountability within the NRC structure had been somewhat 'arbitrary'. This seems to have created a certain disquiet and sense of exclusion. The term 'exclusion' was mentioned by several IDMC interlocutors in this regard. The notion of inclusiveness and of participation in decision-making emerged on several occasions as a key value for many IDMC interlocutors. Given what the evaluators subsequently were told about the fluctuating and personality-driven management style during IDMC's evolution, it seems more likely the notion of arbitrary decision-making is internal and unrelated to NRC.

NRC interlocutors seem better positioned to explain what NRC can do for IDMC than why it is advantageous that IDMC remain a unit of NRC. When asked what the advantage was to NRC that IDMC remain within the NRC structure, no NRC interlocutors expressed more than a general view that continuity would be beneficial to both parties. Overall, IDMC and NRC interlocutors both suggested similar ideas in terms of the benefits for IDMC being part of NRC. Most notable IDMC-perceived benefits in the case for continued NRC 'hosting' included:

- NRC supports IDMC fundraising (See table below)
- NRC's administrative facilities are significant, and at the full disposal of IDMC. This means that IDMC administration costs can be minimised by leveraging NRC capacity
- NRC permits certain differences in the IDMC organisational approach and culture, thus allowing IDMC some unique value and a specific identify
- NRC's scale and reputation opens doors for IDMC at all levels
- NRC is much better known globally and has a much larger global footprint than IDMC – thus permitting wider exposure
- NRC provides security and logistical support, thus easing some IDMC field work
  (See IDMC SWOT analysis in Appendix)

When asked about advantages to being part of NRC, some IDMC staff responded that it primarily was due to easy access to NRC field offices. Researchers go to NRC field offices in some of the countries where they do primary research and keep in touch with field staff on specific situations of internal displacement.

In several of its interventions IDMC has benefitted from IOM and to some extent UNHCR field office support. Some interlocutors commented that IDMC erroneously overestimates the benefits of its being effectively a department of NRC, and that the benefits it accrues from other agencies' hosting, logistical and related support are also of considerable, but less acknowledged value. No NRC or IDMC interlocutors suggested overtly that IDMC suffered in any way from being part of NRC, or that there may be any associated opportunity costs.

The NRC/IDMC relationship - an external stakeholder view

For the most part, external stakeholders viewed the connection between IDMC and NRC as an advantage in principle, though many voiced concerns about recent developments in the relationship. Few external stakeholders knew the exact nature of the structural and management link between NRC and IDMC. The positive link is perceived as providing IDMC an edge in terms of fundraising, access to the field and the engagement of high-level policy makers.

The generally expressed external view was that IDMC cannot take access and credibility for granted, and that much of this access comes through NRC. However, many stakeholders were of the view that IDMC and NRC need to have as distanced a structural link as possible in order to allow IDMC optimal space to manoeuvre. This view echoes what several IDMC interlocutors expressed indirectly or in individual interviews.

Many external interlocutors expressed the view that NRC has exerted a noticeably increased level of control over IDMC in recent years. For most external interlocutors this is perceived as an erosion of IDMC independence. However, given that IDMC has never in fact, been independent, it may be that this view is to some extent coloured by perceptions engendered by the previous, more hand-off relationship between NRC and IDMC.

External interlocutors manifested mixed views about the NRC-IDMC relationship. Most interlocutors were critical. Their observations included:

- A growing overlap in roles and functions between NRC and IDMC means that UN interlocutors are increasingly confused about who to approach about what. This weakens the unique identity and perceived utility of IDMC
- A sense of confusion about the role of IDMC in international fora, where NRC is also present.
- The perception that NRC is conducting a 'power grab', and the much-valued, perceived independent position of IDMC is severely compromised as a direct result
- The NRC trend in recent years has been for NRC to assume more and more of what is not fundamentally its role, and to move into areas of work that are better suited to IDMC. This has diminished IDMC's standing and watered down NRC's identity. This is perceived as being because of NRC's growing desire to market itself and position the organisation as a leading humanitarian agency. Thus the sense that IDMC 'belongs' to the global community is gradually being eroded
- The current, and widely-known dispute between IDMC and NRC Geneva has caused significant reputational damage to both organisations inside the humanitarian community. This was mentioned by many external stakeholders.
- NRC has not fully appreciated or understood the unique role IDMC plays in supporting the Special Rapporteur's mandate. Similarly IDMC is perceived by some interlocutors as misunderstanding its own role in this regard.
- IDMC seems not to have a clear sense of where it is going or what it wants to achieve – this has resulted in some mission creep at just the same time that NRC is expanding its own horizons. Thus the two entities are increasingly encroaching on each other's 'territory' – particularly at the advocacy level. The nexus of any potential conflict is in any area where a public role is envisaged.

Many external interlocutors were of the view that NRC should accord IDMC more 'space' to fulfil its IASC mandate. This is seen as focusing less on supporting the humanitarian community and more on analysis related to the broader scope of internal displacement. Several external interlocutors expressed concern that IDMC now risks being subsumed into NRC and losing its unique role as an independent monitor.

Several interlocutors suggest that NRC insists on representing IDMC on issues that are not within the remit of a humanitarian NGO, and which sit more appropriately within a specific and highly focused displacement remit, such as legislation and policy. Many external stakeholders expressed the view that IDMC and NRC are effectively competing for presence and space in various coordination mechanisms. Disagreements are played out in open forums. This was noted recently by interlocutors who commented on a recent JIPS Steering Group meeting, and also relative to the increasingly apparent and widely perceived disagreements between the Head of the NRC Geneva office and the Head of IDMC.

Some NRC interlocutors suggest that IDMC benefits from NRCs global recognition. This is supported by several external interlocutors and contested by several others who suggest that IDMC has successfully carved out an identity and a perceived corporate image quite unique to itself. (Example: The first five search results for 'IDMC' on Google bring up several different IDMC pages, sites and articles. The first 5 search results for 'NRC' bring up a Dutch web news feed, two results on the Nuclear Regulatory Commission and two results for the Norwegian Refugee Council). Perceptions by NRC about its profile may thus not be borne out by the evidence online, at least. IDMC seems to have more of a media image that NRC appreciates, and more respect from the internal displacement global community as a credible agency.

Until the arrival of its current Secretary General, NRC was perceived by most external interlocutors interviewed for this evaluation as exercising a kind of benign management neglect over IDMC, while always coming down hard on IDMC if it released a statement that was perceived as unhelpful by NRC Country Directors. This was also alluded to by some IDMC interlocutors. Thus IDMC seems to have developed its own leadership and management culture and, from the accounts of many internal and external interlocutors, a somewhat personality-led approach, driven by the character of the IDMC Director of the time, and the strong personalities of certain senior staffers. The general perception now is that the days of benign neglect and are over, and that NRC is currently preparing plans to bring IDMC much more closely into its leadership, supervision, policy, advocacy and visibility orbit. This seems to be evidenced by a number of observed and much-commented upon phenomena, including:

- Fundamental changes to the IDMC website and to its communications language and general approach. The removal of data and documentation not generated exclusively by NRC/IDMC. The removal of the map is much regretted by several interlocutors
- A focus on 'accessibility' with regard to IDMC reports, and to IDMC instruments such as Twitter, resulting in more commercial marketing language, a move away from substance, and what two external observers note as IDMC's new 'fluffy kitten' approach to the messaging of internal displacement to a broader target audience
- The repositioning of IDMC under the Partnership and Policy division of the newly reshaped NRC Organisational Chart
- Examples of NRC assuming the advocacy role where most external interlocutors would have expected and hoped for IDMC to deliver the message. Advocacy policy for IDMC is now part of NRC's broader advocacy approach.

Financial Overview

Switzerland ranks seventh in the funding league for IDMC. USAID ranks first, closely followed by Norway's MFA. The FDFA's HSD will finance a total of 160,000 CHF of core grant funding for 2014, and 56,000 CHF for the Nigeria project.

Overall Swiss funding was part of a 9-funding partner portfolio in 2013. This represents a loss of two funding partners from the 13-funding partner portfolio in 2010, 2011and 2013. During the past three years IDMC has on average generated 61% of its own funding through discrete fundraising efforts. 39% has been generated with NRC support, or directly by NRC on behalf of IDMC. The proportion of funds raised with NRC support has increased slightly during this three-year period.
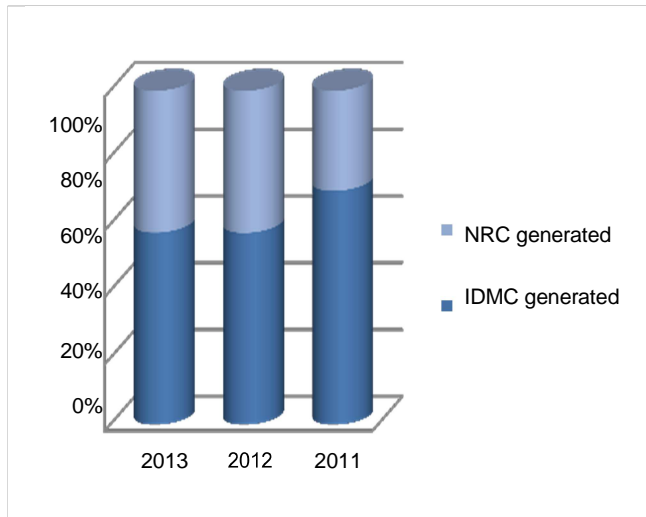
IDMC funding as generated by its discrete fundraising efforts, as opposed to NRC-supported or directly generated funding.
(Figures provided by IDMC)

The figures suggest that IDMC has gradually become more dependent on NRC funding and on support for its own fundraising during the past three years. No forecasts about funding or funding proportionality re IDMC and NRC beyond 2014 are currently available.

c) Tangible outcomes attributable to HSD-funded core investments in IDMC

(Ref EQ: What tangible outcomes can be attributed to HSD-funded core and project investments? What tangible outcomes can be attributed to HSD-funded core and project investments (Nigeria) as well as earmarked investments (displacement due to natural disasters) in IDMC?) What is the impact or likely impact of HSD-funded core and project funding, and to what extent are the results of this support sustainable?)

IDMC expends considerable effort in reporting on its programming. Core funded activities generally report that planned objectives activities have been achieved. They also present information about challenges encountered and remedial action taken. To this extent IDMC measures the results of its own investments of core funding, and also documents them, principally via its website.

IDMC's Vision Statement reads as follows:

'IDMC is committed to a world in which governments fulfil the rights of IDPs in line with international standards'.

The notion of prevention and the role of IDMC in support of activity other than humanitarian is implicit here, rather than explicit. Thus IDMC serves a much wider clientele than the humanitarian sector. This is reflected to some extent in the Mission Statement. The recently developed Theory of Change places prevention as a key goal: 'Stakeholders prevent and respond to displacement situations according to guiding principles'.

Much of the current IDMC strategy is essentially a presentation of what IDMC has always done, and is essentially a reiteration of its core identity. No reference is made in the strategy to IDMC's role within NRC or to a planned evolution of its identity and function in the context of its parent organisation. No information is presented that covers any planned institutional or organisational development, or its shifting priorities on communications and the website. No references are made to partnerships with other similar agencies or any value sought from such relationships. Nonetheless, considerable changes have taken place in all these areas during IDMC's 2012-2104 strategic planning period. Some interlocutors have referred to such changes as 'momentous'. The strategy only becomes specific when it refers to a range of objectives relative to country, regional contexts. These include Housing, Land and Property interventions and displacement interventions focusing on natural disasters. Thus no measurement can be attributed to a considerable proportion of any funding partner's core funding because it simply is not mentioned. In many places in the Strategic Plan, reference is made to the present, with no attendant reference to the future. Given that planning is about the future this re-statement approach looks more like marketing than planning.

No reference is evident in the strategy with regard to the interpretation of its four core activities and how advocacy is positioned, or will evolve. Nonetheless advocacy features throughout the plan:

- 'Research, analyse and report on internal displacement globally
- Inform policy and practice that responds to the needs of IDPs and promote their rights
- Inform emergency responders to the needs of IDPs in selected unfolding emergencies'

Given the nature of displacement, a strategic plan that takes displacement volatility into account would be pertinent. The plan makes provision for such volatility.

The strategy seems to be informed by Log frame planning, with the presentation of Indicators, rooted in objectives and sub-objectives. Swiss interlocutors did not find it a document that

served a particularly noteworthy purpose in the HSD's engagement with IDMC. Overall, few interlocutors seemed familiar with the plan.

Tangible outcomes are thus generally reported in terms of country specific interventions, but not in a myriad of other core-funded areas.

In reporting terms 'sustainability' can be disaggregated from 'sustainability of effort'. IDMC's investments in enduring change are manifest in its support for 'durable solutions' and through its considerable investments in training. Given that training follow-up seems to be problematic and that IDMC seems not to maintain a comprehensive database of people it has trained, the notion of sustainability is rendered more complex in this regard. It would be difficult to reach out to previously trained individuals and check on the status of their understanding of displacement needs, or to leverage previously trained individuals who have risen in the ranks of their organisations to positions of greater influence. In addition, the fluctuating nature of IDMC's context means that a sustained programme of investment is difficult to justify when resources are stretched, and demands so pressing in other contexts. Hence the classic IDMC package of data analysis and dissemination, training, ToT, consultation, press briefings etc., can all be seen as an IDMC country package, where emphasis shifts relative to the particular circumstances. To date it seems that IDMC has not conducted an independent review of the value and impact of this combination of investments.

Sustainability is hard to measure in areas where IDMC seeks to influence the manner in which policy makers address the displacement issue or respond to the needs of displaced individuals and communities. IDMC is rarely the only actor involved in supporting such efforts, thus making the issue of attribution, even more difficult.

IDMC does not use Results Oriented Monitoring (ROM) as a measuring tool. This instrument, is commonly used in similar endeavours where implementers and funding partners seek to impact processes and behaviours. It also allows for the prospects and likelihood of sustainability to be assessed and monitored, rather than imposing a non-viable 'sustainability' imperative or impossible-to-measure, impact-driven approach in programming investments that are, by their very nature, process oriented, and only measureable in terms of impact and sustainability over an extended timeframe.

Sustainability in terms of Switzerland's concern to see a vibrant and effective IDMC is enhanced by the fact that its funds are effectively pooled into a broader overall budget and thus leveraged. If Switzerland were to pull its funding, IDMC would undoubtedly continue to thrive.

d) IDMC Efficiency

(Ref EQ: Were activities and results delivered efficiently?)

IDMC costs are equivalent to other organisations working in a similar market. Given that IDMC is based in a high-cost city like Geneva, IDMC needs a competitive salary and benefits package to attract the level of talent and capacity required. A quick comparative study suggests staff and overhead costs are comparable with better NGO salaries, yet bear no resemblance to packages offered by UN agencies. Thus IDMC remains vulnerable to high staff churn in a very competitive environment.

No data was found with regard to the costs of implementing partners.

IDMC Rules and Regulations reflect good NGO practice standards in terms of efficiency, with a strong emphasis on the control of expenses and reimbursements.

IDMC's financial management system provides standard controls and procedures to minimise waste and supervise costs. The control and audit process complies with good practice standards, and the additional supervision from NRC adds another useful level of control.

A key selling point of the NRC relationship is that NRC enables costs to be consolidated and even reduced, because IDMC can piggyback onto administrative and logistic services provided by its corporate parent. This offers another compelling argument to the case for funding to IDMC rather than to an independent agency that would be required to pay more overhead, or reduce salary levels and thus risk losing its best people in a vigorous job market in Geneva. The principle of 'best value' thus suggests that funding partners are all benefitting from the NRC relationship when they fund IDMC.

IDMC used both core and earmarked funding for the Nigeria investment. Thus a case could be argued that the Swiss tax payer had obtained unusually good value for money, because the core funding has been appropriately leveraged for the benefit of the project.

Grant or earmarked funding was very tightly budgeted for the Nigeria investment. Financial reports suggest that there was an appropriate spending balance and that costs were well controlled overall.

e) IDMC's activities relative to FDFA and HSD gender policy

(Ref EQ: To what extent were and are IDMC's activities in line with Federal Department of Foreign Affairs (FDFA) and HSD gender policy?)

HSD policy on gender is informed by counterpart agencies such as the Swiss Agency for Development and Cooperation (SDC). The Swiss constitution complies entirely with the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Thus at the FDFA level, gender is addressed threefold:

- implement gender as a cross-cutting theme;
- project support for the empowerment of women wherever called for by glaring inequalities;
- Investments to bring about institutional changes.

The FDFA's SDC also provides partners with working materials on gender mainstreaming.

IDMC is led by a man, and has been led by women in the past. Women occupy senior positions in management. In practice if not in stated policy, IDMC seems to adhere to a clear commitment to the full participation by women at all levels, which is presumably informed by NRC Gender Policy (See box).

IDMC Rules and Regulations contain good practice standards on the issue of harassment in the workplace.

IDMC formerly operated a diversity programme that encapsulated age, disability and gender, though this now seems to have been subsumed within broader NRC human resource policies and is no longer mentioned as a specific IDMC policy position. The policy was proposed in 1998 when the 'IDP Project' was launched.

No evidence was identified during the course of the evaluation to suggest that IDMC uses gender analysis in the design and development of research, capacity development, training or advocacy. Further, no gender aggregated or disaggregated analysis on women affected by internal displacement seems to be included in IDMC monitoring and reporting. However, as IDMC is part of NRC, presumably NRC gender policy applies in programming, though this was not mentioned by any IDMC interlocutors during the evaluation.

'With regard to gender issues, NRC is committed:

- to contributing to the protection of and respect for the human rights of all internally displaced persons and refugees
- to ensuring that all NRC's programmes benefit men and women and girls and boys according to their different needs
- to involving both internally displaced and refugee men and women in the planning of their assistance and protection
- to taking steps to ensure that a gender perspective is integrated in all NRC's act
- ions, including programmes, advocacy, reporting and policy documents
- to promoting equal opportunities for men and women at all staff levels within the organisation
- to preventing and responding to sexual exploitation and abuse in the framework of NRC operations'

From 'NRC Gender Policy'

f) IDMC's added value relative to other actors working on displacement at the international level

(Ref EQ: To what extent does IDMC add value relative to other actors working on displacement at the international level?)

Credibility and perceived independence

IDMC's Unique Selling Proposition (USP) is generally perceived as a combination of information and analysis credibility, coupled inextricably with considerable independence of action. IDMC's voice at an international forum is perceived to convey an entirely different impression than if the same message were conveyed by an operational NGO, a state or even a UN agency. Fundamental to all external (and several internal) interlocutors is the notion that IDMC provides credible global figures and authoritative analysis. (See 'Reliability of global figures' later in this section). The notion of IDMC exerting an independent and distinct identity and fulfilling a discrete role with regard to its parent organisation, is thus primordial to all interlocutors who commented. Their increasing sense that NRC is now moving into areas of work that to some extent overlap with IDMC, and the increasing role of an expanded NRC office in Geneva serve to convey that IDMC's USP is being eroded. The current apparent tension between NRC's Representative in Geneva and IDMC serves only to reinforce the notion that IDMC's unique value is imperilled to some extent.

Information - perceptions of a unique value

IDMC provides global estimates that are widely quoted by UN agencies, funding partners, advocates and policy-makers. In theory (and in proven practice) this opens doors for dialogue with governments, even when they dispute the estimated figures. In part, and due to its perceived independence, most interlocutors state that no other organisation is as well-placed as IDMC to gather and analyse information and then make it available to the global community. Further, IDMC is perceived as being uniquely positioned to encourage governments to provide accurate information. Several interlocutors suggested that UN entities would like to see IDMC much more in the forefront as a credible advocate in order to provide a buffer, thus allowing them to concentrate on operational activities while referring to IDMC statements and estimates. Of all comments about the value and most appreciated IDMC role by external interlocutors is the provision of a respected and credible source of information on global trends of internal displacement.

Reliability of global figures

IDMC's credibility hinges most fundamentally on the quality and reliability of its figures and information. In this regard, the fact that IDMC and JIPS are not working together to harmonize methodologies and work plans is perceived as a missed opportunity. Partners perceive that bringing tactical level data for humanitarian response and global level figures for strategy, advocacy and consultation into harmony would offer considerable added value for both entities and for the users of the information.

Modelling

IDMC's nascent modelling instrument is the focus of considerable interest by its partners. Essentially the instrument is based on a mathematical model which serves as a real-time tthat estimates displacement outcomes based on interactions between climate and human-induced factors. The instrument is still being tested and developed. Some interlocutors expressed scepticism at the modelling project and described it as interesting experiment but not something IDMC should prioritise. Otherwise most interlocutors were agnostic on the issue.

Partnership

IDMC may perceive itself to be a competitor for visibility with UNHCR and other agencies, (See IDMC Website Redesign Strategy), but its partners perceive it as an indispensable home for reliable information, and a key partner in their own investments on the displacement issue. UNHCR continues to rely upon IDMC for information, and frequently quotes IDMC as a reference. This is also the case for OCHA and other UN agencies. However the SR has increasingly begun relying on JIPS as a critical reference for data. Interlocutors associated with the SR suggest that JIPs has in some areas effectively supplanted IDMC in this regard. Further, several interlocutors suggested that NRC does not sufficiently understand how critical IDMC's role is in supporting the Special Rapporteur and the Mandate, thus rendering IDMC's task more complex in this regard. When NRC Country Directors determine what IDMC does with its figures on displacement, this is perceived to be most unhelpful, and the strongest indication that NRC's interests do not always coincide with the need to get information into the public arena via the SR, or indeed via other advocates.

IDMC serves a valued partnership role on advisory bodies.

> **Example 1:** IDMC supported the implementation of the Population, Refugees, and Migration-funded project 'law and institution building.' The project was run by UNHCR with the consultancy support of Professor Walter Kaelin, the former RSG on the human rights of internally displaced persons. IDMC was a member of an Advisory Group for this project, and in this capacity provided inputs to the development of the first handbook for parliamentarians on internal displacement. (Internal Displacement: Responsibility and Action. 2013)

> **Example 2:** IDMC participates in the 'Friends of Kampala Group', where several partners including the Special Rapporteur on the human rights of internally displaced persons, Brookings, OCHA, UNHCR and OHCHR have worked together to promote the domestication of the Kampala Convention.

Two key partnerships attract most concern and interest on the part of a many interlocutors interviewed for this evaluation: The Nansen Initiative and the Joint IDP Profiling Service (JIPS) are perceived as obvious sources of added value to IDMC and indeed IDMC as a major potential source of added value to them. Indeed it seems that IDMC was proposed as a host for the Nansen Initiative but the notion was rejected by IDMC. This is now perceived by many interlocutors as a tactical error and a missed strategic opportunity for IDMC. Similarly, JIPS, established by the Danish Refugee Council, and with IDMC as a key member of its supervisory body, is perceived by many interlocutors as the most obvious potential partnership opportunity for both entities. Both ACAPs and JIPs expressed regret that IDMC senior management seems not to respond to their requests for information, meetings or suggestions about joint initiatives. Beyond the JIPS commentary, other interlocutors also suggest that the IDMC leadership seems somewhat inaccessible.

The website redesign removed third party information definitively, and called for all information to be exclusively IDMC sourced. This is justified in the website strategy as being because only a small percentage of website visitors referenced third party information. The change is variously interpreted as appropriate and inappropriate by many interlocutors. However the website strategy did not take the notion of partnership into account in making the recommendation to remove third part information. The site is now known to be composed only of IDMC information, and for many interlocutors, has to some extent 'lost' its neutrality. Many arguments circulate about how the world of accessible information has changed, and this has clearly been taken fully into account in the website strategy, but given the fact that the strategy also presents IDMC as a competitor rather than a collaborator, the opportunity cost in terms of IDMC's identity as an

honest broker and impartial information provider has been significant in the perception of many of its current and potential partners.

Advocacy

IDMC's advocacy identity seems to have been developed within the last three to four years. It may be that existing activities have been repackaged as 'advocacy', though if this is the case, the rationale for such an approach is not clear. This also tends to be the view of most external interlocutors. Clarity about IDMC policy and strategy remains somewhat elusive, and IDMC staff explain both the concept and its purpose differently. The impression given is that there remain some internal differences or confusion about the significance and purpose of advocacy. Recent major changes to IDMCs website and to the presentation of its reports seem to have added to some internal disagreements about whether a line between marketing and advocacy has been crossed, and whether key messages are being simplified inappropriately, thus diminishing the potential of IDMC to advocate with credibility. Notions of hard and soft advocacy vary considerably within IDMC.

The role of the analysts seems to be key to advocacy planning and strategy at the country level. However at the corporate level, available documentation is not exhaustive about the specifics of IDMC strategy on advocacy. This is borne out by the current IDMC Theory of Change.

Advocacy, training and capacity development emerge as somewhat conflated issues in many strategy documents, with IDMC strategy on Displacement by Natural Hazard Induced Disasters being a case in point. At the core of IDMC's role in this regard is its focus on data, analysis and dissemination. However diagrammatic depictions in the current strategy suggest that Advocacy and capacity development are of capital importance as IDMC roles and functions. Some interlocutors characterise this type of presentation as an attempt to repackage IDMC's core value as if it is an advocacy agency.

Training

Numerous agencies (OCHCR, Brookings, UNHCR etc.) provide training on issues related to internal displacement, including on Protection and the Kampala Convention. Thus IDMC is by no means unique as a provider in this regard. IDMC states that it is a leader in delivering training in this and related areas, including:

- Protection of internally displaced people
- Protection in the context of the Kampala Convention
- Framework for Durable Solutions
- Housing, Land and Property
- Training of Trainers

IDMC continues to collaborate with UNHCR, Brookings and other partners to support the Annual San Remo Course on internal displacement. It also participated in a regional workshop for authorities from 15 Anglophone African countries in September 2013.

IDMC co-leads the Global Protection Cluster (GPC) Task Team on Learning. It has either directly delivered the trainings or provided support to the delivery of the Protection Cluster Coordination Learning Programme. Eight Programmes have been delivered since 2012: Philippines, Dakar (regional workshop), Afghanistan, Pakistan, Sudan, Yemen, two workshops in the Occupied Palestinian Territories (Gaza and West Bank) and two workshops inside Syria. Three additional workshops are planned through the end of 2014: Haiti, South Sudan and the Central African Republic. In its role as the co-lead of the GPC Task Team on Learning, IDMC has also undertaken to take the lead in the finalization of the training modules for Protection in Natural Disasters Training. The modules are expected to be finalized by the end of 2014. Thus beyond its field based training function, IDMC plays a key role at the global level as a training lead.

Specialist feedback on the capacity of IDMC training is overwhelmingly positive, with several interlocutors praising the quality and capacity of IDMC trainers.

While all feedback received on IDMC-provided training is generally positive, it seems IDMC may have some issues in following up on its training provision at the field level, even in countries where NRC has a country office. Unique value might be demonstrable here if IDMC could ensure continued maintenance of contact with the enthusiastic participants it has trained and empowered. However it seems this is not possible in the context of currently available IDMC resources.

Respondents to the questionnaire (See Appendix) all stated that they perceived enduring benefits to the practice of their work, as a direct result of IDMC training.

The following table provides an indication of direct and indirect costs for training:

Training as a proportion of IDMC's total budget							
IDMC training and capacity building	Total expenditures	Direct Cost*	%	Indirect Cost**	%	Direct + Indirect **	%
2011	4,156,578.00	206,314.40	5%	339,390.43	8%	545,704.83	13%
2012	4,440,512.00	248,652.00	6%	458,000.00	10%	706,652.00	16%
2013	4,852,963.00	147,012.48	3%	439,345.00	9%	586,357.48	12%

* includes travel cost, accommodation, venues, materials
** includes salaries, office space/maintenance, but not management support, human resources, finance, administration

NB: Figures provided by IDMC. Swiss Francs

Appendices

Appendix 1. Evaluation Methodology

The evaluation was launched by the development of Terms of Reference, as initially developed by the FDFA's HSD. The evaluation team then met with HSD and representatives of IDMC in Geneva to review the early draft ToR and determine some of the most critical areas of focus for the evaluation. The evaluators then developed an Inception Report, and reformulated the myriad of issues from the ToR into a more manageable thematic package.

The evaluation used a variety of formats to gather data, most notably:
- A desk review of IDMC material and FDFA background documentation.
- Research into ancillary material from a wide variety of sources
- Briefings and email exchange with the IDMC Director
- Face to face interviews with individuals, both within IDMC and within International Geneva.
- Semi-structured round table meetings at IDMC
- A questionnaire, circulated to 283 individuals
- A series of Skype and telephone interviews
- A series of emailed thematic questions sent to 20 individuals

The evaluators worked in concert in order to gather as much information as possible. Thus most meetings, interviews, round tables and self-assessment sessions were conducted with only one of the evaluators present. This required considerable cross-referencing in order to develop a common understanding of interview results and to triangulate as much information as possible.

The evaluation was conducted during a less than convenient moment during the year – the summer vacation period. Thus a large number of individuals proved unavailable during the evaluation period, or otherwise unresponsive to the evaluators' approaches. A full list of key informants appears in Appendix. Regrettably, the evaluators obtained no response to their messages and requests to the NRC office in Geneva. Several attempts were made to contact the head of office, without success. Even after the vacation period was over, NRC Geneva did not revert to the evaluators.

A survey/questionnaire (See Appendix) was used in order to garner as much feedback as possible about how IDMC target audiences perceived the training that they had received. IDMC assisted the evaluation team in sending out the questionnaire to 283 respondents who had participated in trainings over a three year period, starting in 2011. Of these respondent addresses, 64 bounced back as undeliverable, leaving 219 addresses valid. Of the 219 recipients of the questionnaire, 55 were sent to Nigeria training participants. Of these 21 bounced back as undeliverable, leaving a total of 32 Nigeria respondents in receipt of the questionnaire request. 17 respondents responded to the questionnaire, of whom 7 were from Nigeria.

Appendix 2. IDMC Self-Assessment

The following self-assessment results were obtained during an evaluator-facilitated session at IDMC in Geneva, among senior managers. For the purpose of this exercise external actors were designated as any stakeholder or party outside IDMC direct management. Thus NRC was dealt with as an external actor.

IDMC's capacity to deliver its Mission	
Strengths	**Weaknesses**
- Leverage of NRC's scale and reputation - Reliability of analysis - Credibility enhanced by NRC field orientation - Core funding direct to IDMC - Distinct identity and purpose is a USP - Data mining enhanced by analysis capacity - Adaptability of data gathering methodologies - System dynamics already proving useful – with potential to be yet more predictive - Combination of appropriate Human Resource expertise - Permanent in-house capacity 'Discretion' in relationships management - Partnership orientation - Strategic approach to dissemination and communication - Freedom to disseminate in non-NRC contexts, notably: - Independence, political sensitivity and subtlety, risk analysis	- Inconsistent dissemination approach - Time spent following shifting NRC evolution and changing priorities in order to act appropriately - Data management capacity is limited (number crunching/compilation of qualitative data) - Overstretched resources – because of IDMC response to stakeholder expectations
Opportunities	**Constraints/Threats**
- Access to a world audience via NRC's scale, profile and credibility - IASC-conferred legitimacy - Perception of technical credibility - NRC's operational role and capacity - Wealth of information available from NRC - Access to Framework funds via NRC - Access to direct bilateral funding in Geneva - Access to NRC security arrangements - Growing scale of the data gathering environment - Demand for IDMC's work - Access to external partners/clients/funders as a support to identify IDMC's direction and value proposition for the future	- Limitations to IDMC independence restrict freedom of action re dissemination and advocacy in NRC programme countries - Negative potential of overlaps with NRC (e.g. HLP, thematic areas) - Shifting NRC policies and priorities - Unfulfillable expectations (including from NRC)

Appendix 3. Key Informants

IDMC

Name and position	Contact	FTF/Skype/Phone/Email
Alfredo Zamudio Director	alfredo.zamudio@nrc.ch	FTF Phone Email
Alexandra Bilak, Head of Policy and Research Department, with Department colleagues	alexandra.bilak@nrc.ch	FTF
Pascale Guillot, Head of Finance and Administration	pascale.guillot@nrc.ch	FTF
Isabelle Scherer, Acting Head of Department and colleagues from Middle East, Caucasus Europe and Asia Department	isabelle.scherer@nrc.ch	FTF
Sebastián Albuja, Head of Department, Africa and the Americas, with Department colleagues	sebastian.albuja@nrc.ch	FTF Email
Joe Read West Africa regional analyst	joe.read@nrc.ch	Skype
Clare Spurrel, Head of Communications Department	clare.spurrell@nrc.ch	Skype
Kim Mancini, Senior Training and Legal Officer	kim.mancini@nrc.ch	FTF

NRC and external

Name and position	Organisation	Contact	Face to face or Virtual
Jose Riera, Special Adviser to the Director, Division of International Protection	UNHCR	riera@unhcr.org	Skype
Eigil Kvernmo	ICVA		Skype
Allehone Abebe IDP Unit	UNHCR	abebe@unhcr.org	SKYPE
Miloon Kothari	MIT/Former SR Housing		FTF
Nuno Nunes IOM/Global CCCM Cluster Coordinator	IOM Geneva	nnunes@iom.int	FTF
Kate Halff Executive Secretary	Steering Committee for Humanitarian Response	kate.halff@ifrc.org	FTF
Nina Birkeland	NRC Geneva	Nina.birkeland@nrc.no	FTF
Steven Wolfson Head of Protection Unit	UNHCR Budapest	wolfson@unhcr.org	Skype and email
Isabelle Gómez Truedsson, Diplomatic Adviser	Federal Department of Foreign Affairs FDFA Directorate of Political Affairs DP Human Security Division: Peace, Human Rights, Humanitarian Policy, Migration	isabelle.gomeztruedsson@eda.admin.ch	FTF Skype
Sabrina Dallafior, Deputy Head of Division	Federal Department of Foreign Affairs FDFA Directorate of Political Affairs DP Human Security Division Peace, Human Rights, Humanitarian Policy, Migration	Sabrina.dallafior@eda.admin.ch	F2F
Johan Kristian Meyer, Refugee Policy Director, Section for Humanitarian Affairs	NMFA Norway	Johan.Kristian.Meyer@mfa.no	Skype. Two calls
Elizabeth Ferris, Director	Brookings-LSE Project on Internal Displacement	eferris@brookings.edu	Skype
Walter Kaelin, Professor of International and Constitutional Law	University of Bern, Switzerland	kaelin@nanseninitiative.org	Phone Email
Atle Solberg Head of Secretariat	Nansen Initiative	solberg@nanseninitiative.org	Phone Email
Greta Zeender Advisor to the SR	OCHA	zeender@un.org	Phone

Chaloka Beyani Special rapporteur on Human Rights of IDPs	London School of Economics	C.Beyani@lse.ac.uk	Phone
Arvinn.Gadgil	NRC	Arvinn.Gadgil@nrc.no	Skype
Jan Egeland Secretary General	NRC	jan.egeland@nrc.no	Skype
Dan Tyler	NRC Afpak	dan.tyler@nrc.no	Email
Angele Dikongue Resident Representative, Nigeria	UNHCR	DIKONGUE@unhcr.org	Phone
Aver Gavar Head, Focal Areas Unit, and Deputy Director of the Human Rights Commission	National Human Rights Commission, Nigeria	averg@ymail.com	Phone
Jennifer Suoyo Aga	National Human Rights Commission Nigeria	sinciar2000@yahoo.com	Phone and email
Auwal Ibrahim Musa (Rafsanjani), Executive Director	Civil Society Legislative Advocacy Centre (CISLAC), NIgeria	rafsanjani@cislacnigeria.net	Email
Karen Jacobsen, Coordinator	JIPS	coordinator@jips.org	Skype
Sarah Elliott	JIPS	Elliott@unhcr.org	Skype
Lars Peter Nissen, Director	The Assessment Capacities Project (ACAPS)	lpn@acaps.org	Skype

Appendix 4. Questionnaire on IDMC training

The following training questionnaire was distributed in both English and French versions to individuals from government agencies, civil society organisations, bilateral and multilateral organisations and national human rights institutions.

Questionnaire for individuals who have been trained by the Internal Displacement Monitoring Centre (IDMC)

As part of an external evaluation of IDMC, we are conducting a survey of people who have undergone IDMC training. Your responses to this questionnaire will be treated in the utmost confidence by the evaluation team and will not be shared with IDMC. Please complete the questionnaire and return it to: Jeremy Condor and Susanne Ringgaard Pedersen on JeremyCondor@aol.com and suripe.dk@gmail.com by August 31st 2014. Many thanks for your participation.

Please indicate which type of organisation or agency you work in:

> 1) Local government authority
> 2) NGO/CSO
> 3) Human Rights

Which country do you work in?

1. **What was the subject of the training?**

2. **Why did you decide to participate in the training?**
3. **In your opinion, did the training cover any new material or new issues that you were not aware of before?**

> 1) Yes
> 2) No
> 3) Don't know

If you answered yes, what was the new material?

4. **On a scale of 1 – 5 please indicate how participatory the training was.**

> 1) Highly participatory
> 2) Participatory
> 3) Somewhat participatory
> 4) Not participatory
> 5) I don't remember

5. **What was most useful for you during the training?**

6. **What was least useful?**

7. **Have you noticed any long-term benefit to your work because of the training?**

> 1) Yes
> 2) No
> 3) Somewhat

8. If you have noticed a long term benefit, what is it?

9. Were you asked to complete an evaluation form immediately after the training?

        1) Yes
        2) No
        3) I don't remember

10. Were you asked to complete an evaluation form some weeks or months later?

        1) Yes
        2) No
        3) I don't remember

11. Looking back, how would you rate the value of the training to your work?

        1) Highly valuable - it made a major positive difference to my work
        2) Valuable – it made some positive difference to my work
        3) Somewhat valuable – it made marginal positive difference to my work
        4) Not valuable – it made no difference to my work
        5) I don't know

12. What recommendations would you have for future IDMC training courses?

Appendix 5. Documentation Reviewed During the Evaluation

The following is a selection of documents reviewed during the desk research phase of the evaluation:

Document title	Author/Publisher	Date
Nigeria-Specific		
Briefing Paper: Fleeing Boko Haram's Relentless Terror	IDMC	5 June 2014
Global Overview	IDMC	14 May 2014
Communiqué Issued at the end of a 2- Day Multi Stakeholders' Conference on IDP Protection in Nigeria and the African Union Convention on the protection and Assistance of IDPs held at the Bolton White Hotel, Abuja on 21 and 22 November 2011	IDMC/CISLAC	Undated
Funding proposal for the Swiss Federal Department of Foreign Affairs Concept note by IDMC, 09.01.2014 Project: Improving response to internal displacement in Nigeria	IDMC	9 January 2014
Website Redesign Strategy	IDMC	
Nigeria Project Report for period of Aug – Dec 2011	IDMC	December 2011
Nigeria Mission Note, May 2012	IDMC	May 2012
Nigeria Funding Proposal for period of Nov-Dec 2012	IDMC	December 2013
Nigeria Project Report for period Nov 2012- Sep 2013	IDMC	September 2013
Nigeria Protection Sector Working Group Data Collection Sub-Group Workshop, 16 June 2014 – Geneva, Switzerland, Workshop Report	IDMC	June 2014
Project Report Nigeria: Strengthening in-country capacities to promote the Kampala Convention	IDMC	Undated
Project Paper - Increasing Resilience of People Affected by Multiple Displacement: Innovation to Inform New Practice	IDMC	July 17, 2014
Concept Paper: Strengthening In-Country Capacities to Promote the Kampala Convention	IDMC	Undated
Concept Notes, Project reports, Workshop reports, Communiques and related Nigeria documents from 2011 onward	IDMC	Various
Core-funding related		
Stocktaking Meeting on Internal Displacement – An Opportunity to Follow Up. Report of Discussions held at CICG, Geneva.	Brooking-LSE Project on Internal Displacement	December 2013
The African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (aka The Kampala Convention)	United Nations	(Adopted) October 2019
Self-evaluation in Political Affairs Division IV (PD IV)	FDFA HSD	May 2011
The evolving picture of displacement in the wake of Typhoon Haiyan: An evidence-based overview	IDMC	May 2014

Quarterly Updates	IDMC	2012-2014
Annual Appeals	IDMC	2011-2013
Annual Reports	IDMC	2011-2013
Strategic Plan	IDMC	2012
Other		
Guiding Principles on Displacement	UN	1998
Handbook for Parliamentarians. Internal Displacement: Responsibility and Action	UNHCR	2013
IASC documents relative to the estabishment of IDMC	IASC	various
Displacement and the Protection of Property	Walter Kaelin	Undated
Taking Stock of Internal Displacement Report of consultation held at Château de Penthes, Geneva.	Brookings-LSE Project	29 November 2012
Surviving Alone: Improving Assistance to Colombia's Flood Victims	Refugees International	19 May 2011
Sobreviviendo Solos: Mejorando la Asistencia a las Víctimas de las Inundaciones en Colombia	Refugees International	
Confronting Climate Displacement: Learning from Pakistan's Flood	Refugees International	19 May 2010
Re-envisioning Sovereignty: The End of Westphalia?	Edited by Professor Charles Sampford, Professor Ramesh Thakur	
Support to Internally Displaced Persons – Learning from Evaluation	John Borton, Margie Buchanan-Smith, Ralf Otto	2005
Switzerland's Peace and Human Security Promotion	FDFA	2007 and 2011
Message Concernant la Continuation de Mesures et Promotion de la Paix et de la Sécurité Humaine	Swiss Federal Council	2012
Stratégie de Politique Etrangère 2012-2015	FDFA	March 2012

Appendix 6. Terms of Reference

Terms of Reference for the evaluation of the Swiss-funded Internal Displacement Monitoring Centre IDMC)

1. Background

Over the last decade, the Human Security Division (hereafter "HSD") of the Swiss Federal Department of Foreign Affairs has developed an extensive portfolio of activities in the area of internal displacement. This portfolio reinforces and supports Swiss policy priorities on human security, in particular the implementation of the Swiss Government's Strategy on the Protection of Civilians in Armed Conflicts. In 2007 it established a strategic partnership with the Internal Displacement Monitoring Centre (hereafter "IDMC").

Created in 1998 by the Norwegian Refugee Council, IDMC is a leading source of information and analysis on internal displacement. The Centre:

- monitors and analyses internal displacement caused by conflict, generalised violence, human rights violations and natural hazard-induced disasters;
- provides national authorities, door governments and decision makers across the humanitarian and development fields with independent information and analysis;
- provides training support to country-based authorities, CSOs and national human rights institutions on international legal norms and standards relevant to displacement;
- leverages evidence expertise and partnerships to advocate for the protection of displaced people or people at risk of displacement.

HSD is about to negotiate its new core contribution to IDMC. Prior to defining the objectives of a new core grant, HSD has decided to conduct an external evaluation of the achievements of this cooperation to date.

In this endeavour, the evaluation will analyse the cooperation's outcomes and long-term impact, taking into account IDMC's core business (see 3.1.) as well as the particular areas of cooperation as defined in the Swiss core grants (see 1.2.).

The evaluation's findings will be made available to IDMC.

1.1 Strategic Planning

IDMC's current strategic planning period ends in 2014, and a new strategic plan will be developed in September 2014. In line with evolving realities on the ground, its current plan has evolved during the implementation period, and has been supplemented by a Theory of Change, providing indications regarding impact, investment and stakeholder engagement.

The HSD intends to conduct an evaluation of its investment in IDMC to date. Concurrently, IDMC believes an evaluation would complement and support its own strategic planning preparations for the coming planning period. Thus the partners intend to leverage the benefits accruing from the evaluation to determine:

For HSD:
If further investment in IDMC would continue to add value to its current portfolio and thus reinforce Swiss foreign policy objectives.

For IDMC:

Given that the evaluation is in effect the first external evaluation process that will have been conducted since the creation of IDMC 15 years ago, what recommendations can be used to inform its strategic planning for the coming planning period?

IDMC identified three main objectives for the period 2012 and 2014:

- Monitor internal displacement and influence global policies and practices;
- Inform country or region specific policy and practice that promote the rights of IDPs;
- Inform humanitarian responders of patterns of internal displacement and outstanding protection risks in selected unfolding emergencies.

1.2 Swiss grants to IDMC

HSD provided four core grants to IDMC between 2007 and 2013, notably:
- 2007: CHF 50'000
- 2008-2009: CHF 300'000, of which CHF 100'000 was earmarked for housing, land and property;
- 2010-2011: CHF 460'000, of which CHF 140'000 was earmarked for displacement due to natural disasters;
- 2012-2013: CHF 460'000, of which CHF 140'000 was earmarked for displacement due to natural disasters.

These focused on the following thematic areas:
- Improving policy on housing, land and property issues (HLP)
- Supporting the ratification and implementation of the Kampala Convention
- Increasing the understanding of the changing nature of violence in Colombia and Mexico and its impact on internal displacement
- Displacement in the Great Lakes Region
- Responding to the needs of populations displaced by natural disasters

1.3 Grant periods and grant content to be evaluated

The evaluation will cover the above-mentioned core grants, encompassing the collaboration with IDMC which took place between 01 January 2007 and 31 December 2013.

In addition to the two core grants, a comparative learning review will be conducted for the following projects:
- Nigeria (3 Swiss grants: CHF 68'000 (2011), CHF 50'000 (2012), CHF 140'000 (2014-15; thus not to be covered by the evaluation)

2. Aim of the evaluation

The evaluation aims to assist HSD in determining whether and to what extent it will continue to provide a core grant to IDMC. It will address the following key issues:

- Is IDMC an appropriate partner for HSD, given the HSD mandate, Swiss foreign policy and the objectives of IDMC?
- What is IDMC's added value relative to other organizations working for internally displaced people?

3. Objectives of the evaluation

3.1 Analyse IDMC's success in creating and maintaining the most comprehensive database on internal displacement, promoting the rights of internally displaced persons, supporting IDP-related civil society initiatives and providing training in order to advance the Guiding Principles on Internal Displacement in the light of the three OECD-DAC criteria "relevance, effectiveness and efficiency", including the assessment of IDMC's contribution to the following:

- Monitoring internal displacement worldwide;
- Informing and influencing global policies and practices on internal displacement as well as region- and country-specific practices;
- Strengthening the normative framework for IDPs (globally, regionally, and nationally, in particular through support for domestication of regional and international frameworks) and development of national IDP policies;
- Increasing the capacity of governments, international organisations and civil society to protect and assist IDPs, mainly through trainings;
- Informing humanitarian responders of patterns of internal displacement and outstanding protection risks in selected unfolding emergencies;
- Responding to new challenges and contributing to the international policy debate on IDPs.

3.2 Identify IDMC's strengths, weaknesses and challenges that may have implications for a future collaboration between HSD and IDMC;

3.3 Provide recommendations for the future development of a cooperation arrangement between HSD and IDMC, and informing IDMC's strategic planning process for the period 2015-2018.

4. Key issues to be covered during the evaluation

4.1. Relevance: IDMC's value and positioning

a) To what extent were HSD's investments in IDMC relevant for HSD's mandate?
b) To what extent were HSD's investments in IDMC relevant to the rights and needs of IDPs, especially with regard to monitoring (data gathering, analysis, reporting), training and advocacy?
c) To what extent is IDMC institutionally set up to deliver on its own mission/mandate and strategy?
d) To what extent has IDMC's role evolved since Swiss core funding began in 2007, relative to other actors working on displacement?
e) To what extent does IDMC's work on IDPs respond to new challenges and propose innovative solutions with regard to displacement?
f) To what extent do the topics addressed and the solutions proposed by IDMC correspond to the beneficiaries' (SR, governments, relevant international and regional organizations, IDP organizations) currently perceived needs?
g) To what extent are the intended beneficiaries (SR, governments, relevant international and regional organizations, IDP organizations) satisfied with the results provided by IDMC?
h) To what extent have materials produced by IDMC (database, annual reports (Global Overview, annual Appeals), country reports, research and other publications) been disseminated and used by relevant actors?
i) To what extent have services provided by IDMC (training, legal and technical advice) been used by relevant actors?

j) To what extent does IDMC's work address and include all relevant actors?

4.2 Effectiveness: Objectives Relative to Results

Tangible outcomes
a) What are the tangible outcomes that can be attributed to IDMC's work?
b) To what extent were IDMC's objectives achieved and which were the factors influencing the achievement/non-achievement? Bear in mind here that the strategy evolved over time and a Theory of Change (in annex) now provides the structure for IDMC's objectives.
c) To what extent were resources allocated to specific activities or products for optimal effectiveness (see efficiency)?

Global monitoring
a) Has IDMC produced the relevant data to make governments and key actors aware of the IDP situations and the protection needs of IDPs?

Research and analysis
a) Has IDMC provided analyses of public policies with regard to durable solutions to end displacement?
b) Has IDMC launched relevant research to enhance the knowledge about the protection of IDPs at 1) the UN Geneva/New York policy level, 2) the academic level, 4) regional and national level, and 4) the human rights/humanitarian practitioner's level?
c) Has IDMC substantially contributed to research and programmes on IDPs developed by international and regional organizations?

Evidence-based advocacy
a) Is a strong normative framework (e.g. Guiding Principles) on the protection of human rights of IDPs in place and to what extent has IDMC contributed to this result?
b) To what extent has IDMC contributed to the promotion, distribution and implementation of the Guiding Principles and the Kampala Convention at all relevant levels?
c) To what extent has IDMC provided substantial support to international, regional and national organizations and governments to promote and accompany the translation of the Guiding Principles and the Kampala Convention into national legislation?
d) Has the behaviour of governments and other key actors with regard to the need to protect the human rights of IDPs changed and how did IDMC contribute to this?
e) Do governments and other key actors have measurably increased political will to protect IDPs and to implement the normative framework on the protection of human rights of IDPs and how has IDMC contributed to this?
f) To what extent have IDMC regional and national events been effective in reinforcing governments' will to protect IDPs?
g) To what extent has IDMC successfully carried out advocacy activities (publications, presentations, articles in the media)?
h) How effective were IDMC trainings, guidelines and technical assistance to enhance governments' and other key actors' capacity to protect?
i) Has IDMC addressed new challenges regarding displacement, such as climate change and host families?
j) Has IDMC initiated activities to conduct awareness-raising regarding these new challenges among governments and relevant international and regional organizations?

Capacity
   a) Has IDMC provided relevant training to improve governments and key actors knowledge about IDPs?
   b) To what extent do governments and other key actors have increased capacity to protect and to implement the normative framework on the protection of human rights of IDPs and how did IDMC contribute to this?
   c) To what extent are governments and other key actors capable of responding effectively to new challenges posed by displacement and what is IDMC's contribution to this?

4.3 Efficiency: Methods, staff and use of funds
   a) Were the allocated funds used efficiently? (Also see 4.2., Tangible Outcomes)
   b) Were the planning and the programme steering procedures (monitoring) efficiently organized? Which effect did the internal reorganisation of IDMC have on this?
   c) Was an efficient collaboration structure with relevant partners and donors established?
   d) Were the adequate human resources at disposal and were they efficiently used?
   e) Are funded outputs and services delivered efficiently?

4.4. Impact and potential impact
   a) What impact is IDMC having in terms of its current strategy?
   b) What changes can be observed with regard to displacement at the national, regional and international level during the period under evaluation? To what extent can such changes be attributed to IDMC's work?
   c) What potential impact is likely?

4.5. Gender
Gender is a cross-cutting issue at HSD, and must be taken into account by all partners.
   a) Has gender been reflected in the collaboration with IDMC and if so, how, and to what effect?

5. Deliverables

The evaluators will deliver the following:
- An inception report
- An evaluation report of max. 20 pages plus annexes, in English, including:
  o Executive Summary
  o Evaluation Methodology
  o Overview of IDMC's mandate and its organisational evolution over time, including a list of products (outputs) developed by IDMC
  o Detailed analysis of the outcomes
  o Findings, including strengths and challenges of IDMC
  o Recommendations

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.

The evaluation will consist of three stages:

6.1. A desk review of the following:
   a. Project proposals and reports (IDMC and HSD).
   b. Reports and publications produced by IDMC (IDMC)
   c. List of events organized by the IDMC (IDMC)
   d. Tools, manuals and other materials produced by the IDMC (IDMC)
   e. Data on the use of materials produced by the IDMC (IDMC)

6.2 Interviews with the SR on IDPs, stakeholders, intended beneficiaries, donors and other participants in IDMC's activities. The evaluator will be given a list proposing persons to be interviewed.

6.3 Drafting of final report.

7. Evaluator Competencies

The evaluators will have sound skills in evaluation and assessments as well as a proven record of performance with regard to the human rights of 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. Essential process support

IDMC will appoint an evaluation focal point to ensure the evaluators can communicate effectively with the organisation.

9. Evaluation timeframe and Level of Effort

Activity	Days Evaluator 1	Days Evaluator 2	Delivery
ToR finalisation **Inception report and methodology development**	4	1	June 12 June 26
Virtual interviews **Desk Review**	4	3	July 31
Evaluation mission to Geneva	5	4	June 25/26 or 3/4 July –TBD by IDMC and NRC
Submit draft report	3	3	August 22
Presentation of draft report to HSD	1	1	September 4/5
Roll out of draft report to IDMC	1	1	September 5
Report revision and submission	3	2	September 30
Total days	**21**	**15**	

Evaluation of the Swiss-Funded Internal Displacement Monitoring Centre (IDMC)

Inception Report

July 7, 2014

Jeremy Condor &
Susanne Ringgaard Pedersen

CONDOR
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WHEN YOU'RE READY FOR CHANGE

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Authors of the present report:

Jeremy Condor
Susanne Ringgaard Pedersen

1. INTRODUCTION

This Inception Report is the first element of the Condor Consulting Services (Sarl) assignment in carrying out an evaluation of the Internal Displacement Monitoring Centre, hereafter referred to as IDMC. This draft report describes the evaluation purpose, proposes a methodological approach, and presents an outline work plan.

The Report comprises five sections:

- Section 1 provides an introduction to the evaluation;
- Section 2 addresses the background of the evaluation and its purpose;
- Section 3 explains the content and layout of the evaluation and puts forward Evaluation Questions and the Judgment Criteria for each question;
- Section 4 tentatively identifies sources of information, including documents and interviews. It reviews methodology and also discusses methodological challenges and proposed countermeasures;
- Section 5 describes the proposed work planning including a delivery time table.

The Inception Report is thus informed by a process of consultation between HSD and IDMC, and the formulation of an extensive Terms of Reference (ToR) document.

The evaluation team notes that the ToR is a highly complex and rich document. Its scope is large, and covers a very wide range of issues. Key questions within the ToR are also wide-ranging and highly detailed. Thus this Inception Report seeks to bring a certain consolidation of the key questions from the ToR, and to streamline the lines of enquiry to manageable proportions within a limited timeframe, at a period in the year where it will be challenging to convene or communicate with key actors.

In terms of expectations management, it is important here to note two key issues:

a) Apart from its general inclusion in a wide-ranging DfID evaluation of CHASE Support for NRC programmes, IDMC has never commissioned an evaluation, nor has it been the subject of an externally commissioned evaluation;

b) The IDMC is part of a Norwegian non-governmental organisation (NGO), with a strong research capability. The HSD is a Division within the political Department of a statutory governmental body. Their institutional cultures are perforce different, and their approaches to the notion of data gathering, data interpretation and conclusions development will be different.

The evaluation team draws the reader's attention to this issue because it is already apparent that both partners may perceive the evaluation process differently in terms of co-ownership, participatory approaches, level of detail in data gathering and methodology.

The evaluation will not result in a research document or an in-depth, scholarly treatise based on months of data gathering. It will draw findings and conclusions from a wide range of sources, and will seek to provide what its principal commissioner requires - in a very limited timeframe.

Finally, it is important to note that the evaluation questions (EQs) proposed in the present Inception Report are informed by documentation available to date. As further documentation becomes available, the judgement criteria and evaluation indicators for the evaluation questions may be amended for validity and reliability.

Throughout this report the term 'project users' is used to denote what are more traditionally referred to as 'beneficiaries'

2. BACKGROUND AND PURPOSE
2.1. Background

In line with Swiss foreign policy objectives, the Swiss Federal Department of Foreign Affairs' Human Security Division, hereafter referred to as HSD, has developed an extensive portfolio of activities in the area of internal displacement. This portfolio reinforces and supports Swiss policy priorities on human security, in particular the implementation of the Swiss Government's 'Strategy on the Protection of Civilians in Armed Conflicts'. In 2007 it established a strategic partnership with the Internal Displacement Monitoring Centre. During its funding partnership with IDMC, HSD provided four core grants between 2007 and 2013, notably:

- 2007: CHF 50'000;
- 2008-2009: CHF 300'000, of which CHF 100'000 was earmarked for housing, land and property;
- 2010-2011: CHF 460'000, of which CHF 140'000 was earmarked for displacement due to natural disasters;
- 2012-2013: CHF 460'000, of which CHF 140'000 was earmarked for displacement due to natural disasters.

The grants focused on the following thematic areas:
- Improving policy on housing, land and property (HLP) issues
- Supporting the ratification and implementation of the Kampala Convention
- Increasing the understanding of the changing nature of violence in Colombia and Mexico and its impact on internal displacement
- Displacement in the Great Lakes Region
- Responding to the humanitarian needs of populations displaced by natural disasters

Swiss foreign policy is evolving, and has certainly evolved since Swiss funding support was first provided to IDMC in 2007. Key elements of current policy will be reviewed during the evaluation.

Created in 1998 by the Norwegian Refugee Council at the request of the Interagency Standing Committee (IASC) on humanitarian assistance (subsequently IDMC's global function has been recognised and reiterated in annual UN General Assembly resolutions). IDMC is a provider of information and analysis on internal displacement. To quote IDMC, the Centre:

- *'monitors and analyses internal displacement caused by conflict, generalised violence, human rights violations and natural hazard-induced disasters;*
- *provides national authorities, donor governments and decision-makers across the humanitarian and development fields with independent information and analysis;*
- *provides training support to country-based authorities, CSOs and national human rights institutions on international legal norms and standards relevant to displacement;*
- *Leverages evidence, expertise and partnerships to advocate for the protection of displaced people or people at risk of displacement.'*

According to its own strategy documents, IDMC has identified three main objectives for the period 2012 and 2014:

- *'Monitor internal displacement and influence global policies and practices;*
- *Inform country or region specific policy and practice that promote the rights of IDPs;*

- *Inform humanitarian responders of patterns of internal displacement and outstanding protection risks in selected unfolding emergencies'.*

These objectives seem to the evaluators to be actions or inputs rather than objectives. More recent documentation suggests that IDMC has made efforts to clarify its strategy in recent years. The current IDMC Theory of Change, hereafter referred to as the ToC, demonstrates a more sophisticated understanding of strategy and objective-setting. At the time of writing, no Logical Framework is available from IDMC.

2.2. Purpose

The evaluation is designed to assist the HSD in determining whether and to what extent it will continue to provide a core grant to IDMC. The evaluation team will address the following key issues:

a) Is IDMC an appropriate partner for HSD, given the HSD mandate, current Swiss foreign policy and the objectives of IDMC? Will further investment in IDMC add value to Switzerland's current portfolio and thus reinforce and support Swiss foreign policy objectives?

b) What is IDMC's added value relative to other organizations working for internally displaced people?

The consultants will analyse and determine IDMC's success in:

a) creating and maintaining a comprehensive database for global monitoring on internal displacement
b) research and analysis supporting policy makers and practitioners
c) promoting and advocating for the rights of internally displaced persons
d) supporting IDP-related civil society initiatives
e) providing training in order to advance the Guiding Principles on Internal Displacement and other normative frameworks

Thus the evaluation team will identify IDMC's achievements as per the above. It will identify challenges that may have implications for a future collaboration between HSD and IDMC, and provide recommendations for the future development of a cooperation arrangement between the HSD and IDMC. Further, it is hoped that the results of the evaluation will inform IDMC's strategic planning process for the period 2015-2018.

3. CONTENT AND LAYOUT OF THE EVALUATION

3.1 Content

The evaluation report will include two principal components. The first part will focus on the assessment of the HSD investment, based on the evaluation questions. The second part will provide conclusions and recommendations.

The TOR proposed a list of 42 evaluation questions (EQs). Based on an assessment of these questions, the evaluation team proposes to consolidate these 42 EQs into 7 key EQs, using several judgment criteria. These 7 EQs cover all the issues included in the 42 evaluation questions of the TOR. Table 1, below, relates the 7 evaluation questions to the initial 42 EQs of the TOR.

3.2 Layout

The final report will be presented for the practical utility of the government strategist and planner, and will not be presented according to what have become industry norms, with the key material buried in the middle of the report. Thus after a short introduction, the report content will be presented as follows:

- Executive Summary
- Recommendations
- Conclusions
- Key Findings
- Appendices

Other key report material will include:

- A summary overview of internal displacement, focusing on global trends
- A learning review on the 'Promoting the Kampala Convention in Nigeria' project
- An overview of IDMC's strategy and approach, relative to the FDFA HSD mandate and priorities
- An overview of IDMC's organisational/management arrangements and how they have evolved
- An overview of IDMC's institutional arrangements as a department of NRC and impact/significance for IDMC's vision, mission and strategy

Table 1: Evaluation Questions in relation to the TOR

New EQs	Correspondence with the EQs of the TOR
EQ 1. Relevance*: To what extent were Swiss-funded IDMC activities relevant to the HSD's policy and programmes objectives? **EQ 2. Relevance*** To what extent is IDMC institutionally set up to deliver on its mission and strategy? To what extent does the information IDMC provides respond to an information gap?	b,d,e,f,g,h,i,j
EQ 3. Effectiveness*: To what extent are IDMC country reports used by global policy makers and practitioners? What tangible outcomes can be attributed to HSD-funded core and project investments (Nigeria) as well as earmarked investments (displacement due to natural disasters) in IDMC?	**Tangible Outcomes**, b,c. **Global Monitoring**, a. **Research and analysis** a,b,c. **Evidence-based advocacy**, a,b,c,d,e,f,g,h,i,j. **Capacity**, a,b,c.
EQ 4. Efficiency: Were activities and results delivered efficiently?	a,b,c,d
EQ 5. Impact and potential impact* What is the impact or likely impact of HSD-funded core and project funding, and to what extent are the results of this support sustainable?	a,b,c
EQ 6. Gender: To what extent were and are IDMC's activities in line with Federal Department of Foreign Affairs (FDFA) and HSD gender policy?	a
EQ 7: IDMC added value To what extent does IDMC add value relative to other actors working on displacement at the international level?	

*EQ 1, 2, 3 and 5 will be particularly informed by the Advocacy and Policy Change Composite Logic Model, weighted according to project design specificities. The evaluation

team will employ key components of the Logic Model in order to review IDMC investments in advocacy.

3.3. Description of evaluation questions, judgment criteria and indicators

Each of the seven evaluation questions are presented below with a brief justification, draft judgment criteria, indicators and sources of information. These evaluation questions will be adjusted/further detailed based on the findings of the desk phase.

EQ 1: To what extent were Swiss-funded IDMC activities relevant to the HSD's policy and programmes objectives?

Justification
Relevance has several aspects:

   a) Relevance of the core grants versus FDFA and HSD strategies;
   b) Relevance of the objectives of the Nigeria grant versus the needs of the project users;

The evaluation team proposes to assess these three aspects based on three judgment criteria:

   a) The extent to which the core grants were/are relevant to Swiss priorities;
   b) The extent to which the Nigeria grant project design was consistent with Swiss priorities;
   c) The extent to which the Nigeria grant project activities were consistent with user need.

The evaluators formulate these judgment criteria as hypotheses and propose indicators in the table below:

Judgment criteria (formulated as an hypothesis)	Provisional indicators	Source of information
High degree of coherence between Swiss foreign policy objectives and IDMC policies, strategy and activities	Degree of congruence between objectives of the core activities, the Nigeria project and HSD objectives	• Review of relevant policy documents • Interviews with stakeholders
Objectives of core funded activities and the Nigeria project are coherent with the objectives of the HSD	Opinions of key stakeholders	• Individual interviews with HSD and IDMC representatives • IDMC Focus Group
Activities of the Nigeria grant project were clearly relevant to IDMC's strategy, mission and purpose	• Degree of congruence between the objectives of the Nigeria project and IDMC objectives • Opinions of stakeholders	• Review of grant agreements • Interviews with stakeholders

EQ 2: To what extent is IDMC institutionally set up to deliver on its mission and strategy?

Justification
Given that:

- IDMC is a department of NRC
- No external institutional evaluation has been conducted to date
- IDMC publishes monitoring reports and engages in advocacy, which could be controversial for NRC country programmes
- IDMC policy is guided and informed by NRC policy.
- The HSD is concerned to know to what extent the current positioning of IDMC within the larger NRC institutional context brings value and consistency to the HSD investment

Two judgment criteria are proposed:

a) The extent to which NRC is engaged in IDMC's institutional capacity and continuity
b) The extent to which IDMC's institutional set-up was adequate to help IDMC to fulfil its mission

Judgment criteria (formulated as an hypothesis)	Provisional indicators	Source of information
IDMC's reorganisation added value to its stated mission	• Opinions of IDMC leadership and management • Opinions of NRC management • Opinions of external stakeholders	• Project reports • Policy documents • Reorganisation process documentation • Interviews with key stakeholders
NRC policy and strategy is clear with regard to IDMC's position, role and function within the broader NRC institutional framework	• Policy positions • Opinions of IDMC leadership and NRC management • IDMC advocacy policy • NRC advocacy policy	• Interviews with stakeholders • Activity reports • Policy documents

EQ 3: What tangible outcomes can be attributed to HSD-funded core and project investments in IDMC?

Justification
This EQ assesses the effectiveness of HSD-funded core activities and the Nigeria project.

Two core judgment criteria are proposed:

> b) The extent to which core funded activities achieved their planned objectives
> a) The extent to which the Nigeria grant project reached its planned results

Judgment criteria (formulated as an hypothesis)	Provisional indicators	Source of information
Core funding to IDMC assures IDMC programme continuity HSD-funded Housing, Land and Property (HLP) interventions achieved their stated objectives HSD-funded displacement interventions due to natural disasters achieved their stated objectives	• Level of funding diversification • Status of HLP arrangements further to IDMC interventions • Status of displacement and natural disasters further to IDMC interventions • Opinions expressed by experts in the field	• Project reports • Interviews with grant users and partners • Government policy documents • Media reports • UN Special Rapporteur • Brookings Project on Displacement • Funding records
The Nigeria grant project has enabled the Nigeria and other key actors to better advocate for the needs of internally displaced people in Nigeria	• Number of relevant advocacy documents and events • Number of advocacy actions by the NGO Coalition for Displacement • Bellwether and advocates' level of confidence and actions relative to level before IDM interventions • Level of policy-maker support • Number of Nigeria-related hits on the IDMC website • Opinions of people who received capacity development support from IDMC	• Project reports (IDMC) • Nigeria NGO coalition reports • Interviews with grant users and partners • Government policy documents and statements • Media reports • Website records • Questionnaire results
Universal Periodic Review (UPR) delegates are better informed about key internal displacement issues in Nigeria	• Opinions of UPR delegates • Actions of UPR delegates relative to information received from IDMC	• Project reports • Interviews with grant users and partners

EQ 4. Were HSD-funded activities and results delivered efficiently?

Justification

Efficiency measures how economically resources/inputs are converted into results. The evaluation team will assess to what extent the IDMC approach obtained results at a reasonable cost. To respond to the question the evaluation team will assess three issues:

a) The cost of the action compared with alternatives
b) The relevance of the implementing bodies or delivery partners selected
c) The adequacy of the length and budget of each grant

Judgment criteria (formulated as an hypothesis)	Provisional indicators	Source of information
Core funding and project funding achieved more in terms of results compared to alternatives	• Cost of the results compared with alternative (such as Think Tanks, academia, other NGOs) • Potential benefits of core funding and Nigeria grant project outcomes compared to opportunity costs	• Interview with IDMC leadership and management • Interviews with stakeholders • Financial reports • Activity reports
The length and budget of each grant project were adequate	• Opinions from stakeholders and project delivery partners	Interviews with stakeholders and managers
The delivery partners were a positive factor for the Nigeria project's impact	• Opinions of stakeholders and external expert on the relevance of the delivery partners • Track record of delivery partners in terms of the specific displacement issue involved	Interviews with stakeholders and experts
The documentation produced by IDMC was directly relevant to its activities	Opinion of targeted and non-targeted documentation readers	Interviews with experts IDMC documents

EQ 5: What is the impact or likely impact of HSD-funded core and project funding, and to what extent are the results of this support sustainable?

Justification

This evaluation question assesses what short term and longer term impact HSD project funding has had, or is likely to have, and whether the impact of HSD-funded activity is being sustained or is likely to continue. Impact and sustainability will be assessed using the following judgment criteria:

a) IDMC-generated activities have benefitted policy-makers and practitioners
b) IDMC-generated Nigeria project activities have resulted in continued effort by targeted project users
c) IDMC generated, core-funded activities have resulted in policy level changes that benefit, or will likely benefit IDPs in the realisation of their rights

Judgment criteria (formulated as an hypothesis)	Provisional indicators	Source of information
IDMC activities generated continued activity among targeted stakeholders	• Number of activities by targeted stakeholders • Opinions of targeted stakeholders • Opinion of stakeholders confirming continued activity	• Activity reports • Interviews with stakeholders • Questionnaires • Policy documents
Training, capacity building and advocacy investments influenced the content of policy agreements, regulations or activities by decision-makers, or influenced and raised the profile of key bellwethers	• Opinions of bellwethers • Opinions of targeted stakeholders • Opinion of experts confirming impact of IDMC activities	• Interview with bellwethers • Interviews with key stakeholders • Assessment of relevant literature

EQ 6: To what extent were and are IDMC's activities in line with FDFA and HSD gender policy?

Justification:
Gender equality is an increasingly important aspect of Swiss cooperation at all levels. Gender justice and gender equality policy is often token rather than real in NGO leadership, management and programming.

Gender equality will be assessed using two judgment criteria:

a) The level of inclusion of women at the leadership, planning, strategy development and decision-making level within both IDMC and its delivery partners
b) The level of convergence between the objectives of funded activities and the role and involvement of women in them

Judgment criteria (formulated as an hypothesis)	Provisional indicators	Source of information
Project leadership, design and implementation demonstrate a clear commitment to the full participation by women at all levels.	• Number of projects demonstrating gender equality commitment and practice • Opinions of IDMC staff • Opinions of NRC leadership	• Project/programming documents • Interviews with key stakeholders • IDMC organisational chart • IDMC gender policy documents
IDMC uses gender analysis in the design and development of research, training and advocacy Analysis on women IDPs is included in monitoring and reporting	• Number of projects informed by gender analysis • Opinions of people trained and supported by IDMC capacity development investments	• Gender analysis tools • Questionnaires

EQ 7: To what extent does IDMC add value relative to other actors working on displacement at the international level?

Justification

This evaluation question focuses on the value added by IDMC compared with similar interventions by other agencies or bodies. The judgment criterion is that the characteristic of the IDMC approach was a source of significant and measurably added value.

Judgment criteria (formulated as an hypothesis)	Indicators	Source of information
The IDMC approach is recognized by key actors in the human rights and humanitarian industry as providing unique or significant added value to IDP policy and to programming that serves IDPs	Recognized competence and value	- IDMC documents - Interviews with key stakeholders - Multi-lateral organisation (UN etc.) documents - NGO coordination bodies' documentation - Interviews with bellwethers - Questionnaires

4. SOURCES OF INFORMATION

There will be three main sources of information: document review, interviews with key informants (including a potential round table Focus Group with IDMC) and a series of on-line questionnaires, surveys and/or targeted emails.

4.1. Document review

The evaluation team will review documents in the following categories:

- Internal FDFA and HSD documents before and during the funding period

- Swiss foreign policy documentation that was developed both before and during the funding period

- Publicly available HSD documents, including any Calls for Proposals or equivalent documents, available internal concluding documents and briefing records, and any available reporting to the Swiss parliament or other official Swiss bodies

- IDMC grant proposals

- Selected HSD and IDMC communications, including emails and activity and other reports

- Documents covering the results of advocacy investments

- Publications, including studies, websites material, and published reports

- Documents describing the activities of IDMC's targeted partners in areas related to HSD-provided funding

- IDMC strategy documents from IDMC

- Appeals, Global Overview, Global Estimates

Additional documents are expected to be identified and reviewed as the evaluation progresses.

4.2. Interviews

Interviews will be a key component of the evaluation data-collection. The evaluation team objective will be twofold:

- To confirm hard data when available (e.g. through documentation review)
- To collect primary data in those circumstances where no other data source is available

Taking into consideration the evaluation questions, judgment criteria and related (preliminary) indicators outlined in Section 3, it is clear that the collection of primary data through interviews will be fundamental to achieving a sufficient response to many of the evaluation questions. The importance of perceptions, which can only be gauged through interviews, is

an important challenge to the present evaluation exercise because of the approaching holiday season, and the limited availability of key informants.

The proposed methodology includes the use of semi-structured interviews and focus groups.

a) Semi structured interviews

The defining characteristic of semi-structured interviews is a flexible and fluid structure, unlike structured interviews, which contain a structured sequence of questions to be asked in the same way of all interviewees. The semi-structured interview is usually organized around an aide memoire or interview guide, which contains topics, themes, or areas to be covered during the course of the interview, rather than a sequenced script of standardized questions. The aim is to ensure flexibility in both how and what sequence questions are asked, and in whether and how particular areas might be followed up and developed with different interviewees.

Questions will be defined for each of the 7 evaluation questions, and will be adapted to the specific interviewees' role/responsibilities in order to create the conditions for obtaining relevant data for all evaluation questions.

Given the limited time and the need to optimise team member schedules, many interviews will be conducted by a single team member. In order to triangulate findings effectively, the two team members will conduct internal data pooling sessions in order to share interpretation of data and develop joint conclusions.

Face to face interviews will take place mainly in Geneva and Bern. If additional budget lines become available, the evaluation team envisages face to face interviews in Oslo. If additional budget cannot be procured, Oslo interviews will be conducted virtually. Personal interviews will be conducted for key stakeholders.

The selection of interviewees will be done during the desk phase in order to ensure:
- as complete a coverage as possible of the grant projects;
- a balanced coverage of IDMC, NRC, FDFA/HSD, user groups and related stakeholders;
- The involvement of as many key stakeholders as possible who played a significant role in grant projects.

A full list of interviewees will feature in the final report.

b) Focus groups

Focus groups will be used as part of the evaluation exercise to promote an exchange of opinion over key evaluation questions among different stakeholders. This exercise will allow the evaluation team to have a wider view over respondent's perceptions, stimulate discussion (and hence improve response) on key elements, and potentially raise issues not initially considered or correctly weighted.

c) On-line surveys or questionnaires

Online surveys or questionnaires will be established. These instruments will consist of about 10 open-ended questions based on the EQs listed above. They will also offer the opportunity for the respondent to make suggestions to improve the current approach. Respondents may remain anonymous.

d) Emails to targeted correspondents

Targeted emails may be used where specific data is required, or where working online is impracticable.

e) The Advocacy and Policy Change Composite Logic Model

Components of the Advocacy and Policy Change Composite Logic Model will be used during the evaluation to focus specifically on the manner in which IDMC has focused on advocacy. Special attention will be given to how IDMC has invested in training and capacity building as part of its advocacy process, as well as to the influence that IDMC advocacy has had on bellwethers (key actors who set or indicate trends).

4.2. Methodological challenges

Access

Given the nature of IDMC's portfolio of work, and that its stakeholders are located in a wide variety of locations, access is expected to be complex, especially assuming that some governmental interlocutors may have moved to new positions since the three field based projects were conceived and designed.

- **Countermeasure:** The evaluation team proposes a desk review of all available documents pertaining to the Nigeria, DRC and Pakistan projects. They further propose face-to-face interviews in Geneva and follow-up telephone contacts with key actors at IDMC in order to establish clarity about the intended benefits of these grant projects.

Design

The apparent lack of clarity on initial IDMC strategy, and a residual confusion about objectives (see IDMC's three 'objectives' for 2012-2014 on page 2 of the present ToR) renders objective data interpretation somewhat complex.

- **Countermeasure:** The evaluators propose to evaluate Swiss-funded investments in both core and project grants in the context of IDMC's most recent strategic plan iteration, even if it has been developed since HSD funding for both core work and project grants.

Measurement

a) Switzerland funded a single country-specific grant project (Nigeria). IDMC works in a variety of field locations. In the absence of any comparative analysis, evaluation conclusions from a single field based project would be of limited value.

b) The ToR is composed of 42 EQs some of which are similar enough to be duplicative, Even after considerable reworking of the ToR, it is clear that the limited time available is inadequate to do justice to the very large number of questions.

- **Countermeasures:** a) The evaluators proposed the inclusion of two additional country specific projects in order to offer conclusions that would provide useful comparative analysis and learning. Rather than conduct an in-depth evaluation of the Nigeria project in situ, it is therefore proposed to conduct a learning review of all three countries, virtually. Results will thus be comparative, if illustrative.

b) The evaluators propose a distillation of the original 42 EQs into a streamlined and more strategically useful composition of complementary questions. Further, a reordering of the current EQs is proposed to more accurately to ensure OECD/DAC criteria coherence.

5. EVALUATION PLANNING AND DELIVERABLES

5.1. Work planning

The evaluation exercise will be conducted following the plan illustrated above. This planning is provisional and will be further elaborated and specified during the finalization of the desk phase.

The evaluation will follow a 3 phase methodology:

a) Desk Phase
b) Data gathering Phase
c) Synthesis Phase

Below is a brief outline of each phase, describing the details of foreseen specific activities to be undertaken:

a) Desk Phase

The desk phase will be divided in two sub-phases:

Pre-inception report approval
During the pre-inception approval phase the evaluation team:

- Started reviewing available documentation, including policy documents, relevant financing decisions, project proposals, grant agreements, activity reports;
- Proposed evaluation questions, justifying their relevance;
- Began developing the evaluation into sub questions, identified provisional indicators and their verification means, as well as describing the analysis strategy;
- Began developing survey instruments;
- Began developing an authoritative review of current trends in displacement and the manner in which displacement needs to be addressed. This will form a key element of the final report.

Post Inception approval
The second part of the desk phase will start immediately after the approval of the Inception Report. The team tasks will include:

- Completion of the document collection and review;
- Elaboration of final versions of the evaluation questions, judgment criteria and indicators (including the strategy for data collection and analysis).

b) Data Gathering Phase

The formal data gathering phase will include:

- Face to face meetings with colleagues at IDMC and HSD in Geneva and Bern;
- Virtual (or face to face) meetings with NRC colleagues in Oslo;
- Virtual interviews and surveys re three country specific project grants (Nigeria, DRC and Pakistan).

The team will aim at ensuring adequate contact and consultation with, and involvement of, the different stakeholders during the entire assignment. The most reliable and appropriate sources of information will be used and data collected from different sources will be harmonised to allow ready interpretation.

The team will summarise its field work at the end of the data gathering phase.

c) Synthesis Phase

The synthesis phase will start after a preliminary findings meeting within the evaluation team. During the synthesis phase, the evaluation team will:

a) Prepare the draft final report;
b) Conduct a preliminary conclusions and recommendations presentation and facilitated discussion at both the HSD and at IDMC;
c) Revise the final report based on the written comments received from HSD and IDMC;

d) Deliverables

The following table provides a graphic depiction of the process.

Activity	Delivery date
Inception report and methodology development	June 26
Evaluation mission to Geneva	June 25/26 or 3/4 July – TBD by IDMC and NRC
Virtual interviews Desk Review	July 31
Submit draft report	August 22
Presentation of draft report to HSD	September 4/5
Roll out of draft report to IDMC	September 5
Report revision and submission	September 30

Time allocation

Allocation of available time for the evaluation							
Consultant	Desk review	Virtual interviews	Travel	Survey design, distribution and data interpretation	Geneva interviews	Bern, Geneva report presentations	Report drafting and redrafting
Condor	3	3	2	4	2	2	5
Ringgaard Pedersen	2	2	2	3	2	1	2

e) List of Documents for Review

The following constitutes currently available documents for the desk phase:

IDMC sourced:

- IDMC Activity Reports, 2007, 2008, 2009, 2010, 2011, 2012, 2013

- Quarterly Reports, 2007, 2008, 2009, 2010, 2011, 2012, 2013

- IDMC 2014 IDP Resolution

- IDMC Strategy 2012-2014

- IDMC Plan of Action 2014

- Addendum to IDMC Strategic Plan 2012-2014

- IDMC Annual Consultation 2013

- Publicly available documents

HSD sourced:

- Core grants background documents

- Nigeria grant documents

- Swiss foreign policy documents

- Message for Human Security Division (strategy documents)

- HSD brochures and public documents

Appendix 7. Acronyms and Abbreviations

Acronym	Full Title
ACAPS	The Assessment Capacities Project
AU	African Union
CEDAW	Committee for the Elimination of all Forms of Discrimination Against Women
CHASE	Conflict, Humanitarian and Security Department (DfID)
CISLAC	Civil Society Legislative Advocacy Centre (Nigeria)
DRC	Democratic Republic of Congo
DRC	Danish Refugee Council
DfID	Department for International Development (UKAID)
ERC	Emergency Relief Coordinator
EQ	Evaluation Question/s
FDFA	Federal Department of Foreign Affairs
GPC	Glbal Protection Cluster
HLP	Housing, Land and Property
HSD	Human Security Division
IASC	Inter-Agency Standing Committee
IDMC	International Displacement Monitoring Centre
IDP/s	Internally Displaced Person/Persons/People
INGO	International Non-Governmental Organisation
JIPS	Joint IDP Profiling Service
LOGIN	Local Government Initiative and Network
LTTE	Liberation Tigers of Tamil Elam
NCFR	Nigerian Refugee Commission
NEMA	(Nigerian) National Emergency Management Agency
NGO	Non-Governmental Organisation
NMFA	Norwegian Ministry of Foreign Affairs
NNHRC	Nigerian National Human Rights Commission
NRC	Norwegian Refugee Council
OCHA	Office for the Coordination of Humanitarian Affairs
PAD	People Affected by Displacement
PROCAP	Providing capacity to do protection
RSG	Special Representative of the Secretary General
SDC	Swiss Agency for development and Cooperation
TNA	Training Needs Assessment
ToC	Theory of Change
ToR	Terms of Reference
UAE	United Arab Emirates
UNHCR	United Nations High Commission for Refugees
UPR	Universal Periodic Review
USP	Unique Selling Proposition
WG	Working Group
WOGA	Whole of Government Approach