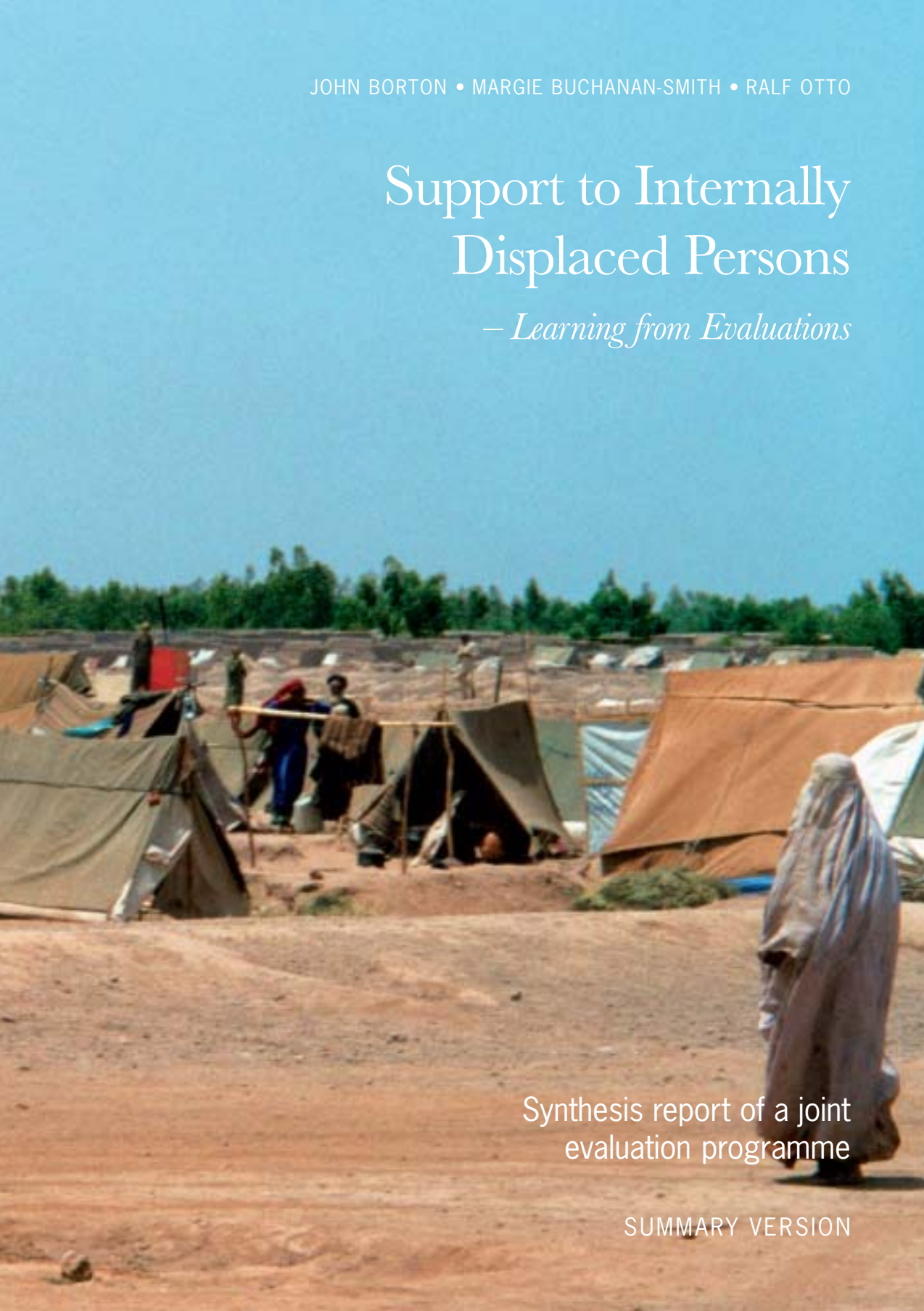
JOHN BORTON • MARGIE BUCHANAN-SMITH • RALF OTTO

Support to Internally Displaced Persons

– *Learning from Evaluations*



Synthesis report of a joint evaluation programme

SUMMARY VERSION

Published by Sida 2005

Author: John Borton, Margie Buchanan-Smith, Ralf Otto

Graphic Design: Edita Communication AB

Cover photo: IDP camp in southern Afghanistan, May 2001. Stefan Dahlgren

Article number: SIDA4534en

Printed by Edita, 2005

ISBN 91-586-8656-8

This publication can be downloaded/ordered from www.sida.se/publications

Preface

In May 2003, representatives of four donor organisations, the Danish and Dutch Ministries of Foreign Affairs, the Swedish International Development Cooperation Agency (Sida) and the European Commission Humanitarian Aid Office (ECHO), agreed to undertake a collaborative evaluation process focussing on the theme of support to Internally Displaced Persons (IDPs). The objective of the process was to 'to draw out key, system-wide lessons and thereby improve the provision of humanitarian assistance and protection to IDPs in the future'. An informal grouping 'the IDP Evaluation Group' was formed to steer the process, chaired by the Head of the Evaluation Department of the Danish Ministry of Foreign Affairs. By the autumn of 2003 the initial grouping had expanded to also include representatives of the US Agency for International Development (USAID), the UK Department for International Development (DFID), Development Cooperation Ireland (DCI), OCHA, UNHCR and WFP.

The approach adopted for planning and managing this collaborative exercise has been deliberately light and informal. This has meant it could be finalised within a relatively short time-scale, and has facilitated donor participation. Despite some weaknesses this collaborative approach has proved popular with all the participating agencies. It could serve as a useful model for future evaluations if applied with more rigour and discipline. The model has the following positive attributes: It encourages a broader perspective beyond the programming of a single donor. It is very much in alignment with the Good Humanitarian Donorship initiative that aims to increase the accountability and consistency of donors within the functioning of the wider humanitarian system. And it has the potential to push forward policy debates, which could be truly evidence-based.

This synthesis is based on 17 reports covering operations in ten countries, namely: Angola, Somalia, Indonesia, Kosovo, Afghanistan,

the Democratic Republic of Congo (DRC), Colombia, Liberia, Eritrea, and Sudan. Three of these countries (Sudan, DRC and Colombia) contain the largest IDP populations in the world.

Seven critical issues are identified: the rights of IDPs; the protection deficit; donor policy on IDPs; the 'categorisation' of IDPs; needs assessments; coordination and the collaborative response; and when does the need for assistance end? These critical issues are discussed in detail in the full report and recommendations on how to deal with them are presented. This brief paper summarises the key issues and recommendations.

Niels Dabelstein
Head, Evaluation Department
Danida

1. Background

In May 2003, representatives of four donor organisations, the Danish and Dutch Ministries of Foreign Affairs, the Swedish International Development Cooperation Agency (Sida) and the European Commission Humanitarian Office (ECHO), agreed to undertake a collaborative evaluation process focussing on the theme of support to Internally Displaced Persons (IDPs). The objective of the process was to 'to draw out key, system-wide lessons and thereby improve the provision of humanitarian assistance and protection to IDPs in the future'[1]. An informal grouping 'the IDP Evaluation Group' was formed to steer the process, chaired by the Head of the Evaluation Department of the Danish Ministry of Foreign Affairs. By the autumn of 2003 the initial grouping had expanded to include representatives the US Agency for International Development (USAID), the UK Department for International Development (DFID), Development Cooperation Ireland (DCI), OCHA, UNHCR and WFP.

This synthesis is based on 17 evaluations (see Annex 1) covering operations that had provided or financed support to IDPs in ten countries, namely: Angola, Somalia, Indonesia, Kosovo, Afghanistan, the Democratic Republic of Congo (DRC), Colombia, Liberia, Eritrea, and Sudan. Three of these countries (Sudan, DRC and Colombia) contain the largest IDP populations in the world. The set includes a wide range of contexts in which IDP programmes have been implemented, for example from failed states to strong central authorities. And it covers different stages of conflict and displacement from ongoing to recently ended when return, rehabilitation and reintegration became the focus. The evaluation findings

[1] See TOR for the synthesis study, and the Common Framework paper

were complemented by a broader literature review and by consultation with UN and other agencies as part of the synthesis process, to triangulate the evaluation findings and to increase the robustness of the synthesis study. See Annex 2 for a brief description of the approach and methodology.

2. IDPs and the international policy and institutional context

Many organisations have developed their own definitions of IDPs, tailored to their particular mandates and perspectives. However, the definition used in the UN Guiding Principles on Internal Displacement is widely referred to. Its key elements are the involvement of force as a cause of displacement and the displaced remaining within the recognized state border. Under this definition there are estimated to be approximately 25 million IDPs in almost 50 countries.

The issue of internal displacement was somewhat neglected until the early 1990's. Thereafter, there has been considerable activity in the international aid community to redress this. Much of the energy focussed on:

1) clarifying the legal position of IDPs with the development of the 1998 UN Guiding Principles on Internal Displacement (see 3.2 below);
2) improving the institutional arrangements within the international humanitarian sector to respond to the assistance and protection needs of IDPs – principally within the UN system.

The latter has taken place within the context of wider efforts to improve coordination in humanitarian operations. Over the last decade the UN system has promoted a coordinated, collaborative approach as the preferred model for meeting the protection and assistance needs of IDPs. But there has been resistance from various quarters, including some UN agencies and donor organisations. On more than one occasion – and particularly during 2000 – the model of a dedicated or lead agency (most probably based in or around UNHCR) has been championed. Eventually it has been rejected in favour of the Collaborative Approach. In 2002 an Internal Displacement Unit was created within OCHA to encourage and support the Collaborative Approach. The

IASC has developed increasingly specific guidance to UN Resident Coordinators/Humanitarian Coordinators and UN Country Teams on the Collaborative Approach. The most comprehensive and specific guidance, the so called 'Policy Package' was issued in September 2004. Only three months earlier, following an evaluation of the Internal Displacement Unit that was critical of its lack of impact on a UN system that was "not ready for change", the Unit was upgraded to the status of Inter-Agency Internal Displacement Division. This represents a critical new opportunity to 'make the Collaborative Approach work'.

3. Principal Findings and Recommendations of the Synthesis Study

3.1 Introduction

Seven key policy issues emerged during the synthesis process: the rights of IDPs; the protection deficit; donor policy on IDPs; the 'categorisation' of IDPs; needs assessments; coordination and the collaborative response; and determining when the need for assistance ends. The principal conclusions of the synthesis study for each of these issues is presented in this summary report, together with their related recommendations. The synthesis team makes a final proposal on how these various recommendations might be implemented in practice.

3.2 The rights of IDPs

First and foremost, responsibility for assisting and protecting IDPs lies with the national authorities. But in situations of armed conflict, national authorities are often unable or unwilling to meet their responsibilities and are sometimes responsible for causing the displacement. Using international human rights law for IDPs is far from straightforward: for instance, their rights relate to many different treaties and statutes. The 1998 UN Guiding Principles on Internal Displacement attempt to simplify this by bringing together all the relevant principles of international human rights and humanitarian law into one document, clarifying grey areas and filling gaps.

Since the UN Guiding Principles were published in 1998 a few countries have incorporated them into national legislation. Angola was the first in 2001 and several countries have followed suit or have incorporated the Guiding Principles into their cooperation agreements with UN agencies. However, there are many countries that have yet to do so. The Angola and Colombia evaluations show that incorporating the Guiding Principles into domestic law does not necessarily lead to better government policies or to automatic improvements in the rights of

Box 1. Findings in relation to key evaluative criteria

Reviewing the evaluation findings against key evaluation criteria was the starting point for the synthesis study. A summary of the results is as follows:

Relevance of IDP assistance programmes was frequently assessed negatively as a result of lack of access, inadequate funding, difficulties in the identification of IDPs and their needs, and assistance not being sufficiently needs driven.

Effectiveness: where this was covered in the evaluations weaknesses were identified as a lack of clarity of objectives of the overall response, a general lack of monitoring and a low awareness of standards.

Impact was generally assessed positively despite the lack of baseline data and evidence of bias towards IDPs that were in accessible areas and more specifically in camps within those areas.

Efficiency was not well covered in the reports, although in Indonesia there were significant inefficiencies as a result of lengthy management chains and organisations having to juggle the different programme rationales and contractual and reporting requirements of the different donors.

Coherence: Coherence was assessed variously depending on the level of assessment and the number of donors being considered. No overall conclusion can be drawn.

Connectedness: Several evaluations recorded positive assessments in terms of the transition from relief to development. But the picture was more negative for capacity building and efforts to address the causes of displacement. There were problems in some cases resulting from the premature curtailment of assistance after IDP return.

These findings resonate with the annual synthesis of evaluations in the humanitarian sector undertaken by the Active Learning for Accountability and Performance in Humanitarian Action (ALNAP)[2].

IDPs. Nevertheless, the evaluations offer examples of actions that donors can support and encourage such as training and dissemination. Above all, the fact that there is legislation in place means that governments can be held to account.

Recommendations

1. Donors should ensure that sufficient support is being provided to the Representative of the Secretary General and to human rights organisations to significantly increase the number of countries incorporating the Guiding Principles into domestic law.

[2] www.alnap.org

2. Donors, UN agencies and NGOs should ensure that adequate support is provided to national civil society organisations in raising awareness of IDP rights under domestic law and strengthening civil society's ability (where possible including IDPs themselves) to hold government to account.
3. 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.

3.3 The protection deficit

Where national government fails to protect IDPs, there is evidence of a continuing and substantial deficit in the protection work done by the international community, often with horrifying consequences. Examples include:

- Overlooking the protection needs of minorities in Kosovo
- Prioritising material assistance over protection needs, for example in DRC
- The inability or unwillingness of implementing partners to engage in protection work, an issue in Indonesia
- European domestic asylum policy compromising in-country protection work in Afghanistan
- Lack of access in areas of insecurity, for example in Somalia
- Lack of adequate monitoring of human rights abuses in many situations
- Conceptual confusion in donor organisations about their potential role in protection despite greater commitment in policy statements
- Inadequate levels of funding for protection activities.

Although protection is one of the most fundamental needs of many IDPs, the evaluations provided very few examples of good protection work by humanitarian agencies.

Recommendations

4. Donor organisations should take steps to clarify their role in relation to protection and provide clear direction to their country desks and missions in how to encourage and support improved protection for IDPs in the humanitarian and development operations that they fund

5. Donor organisations should ensure that protection activities are not neglected relative to material assistance provision in their funding of humanitarian operations, and should encourage their implementing partners to strengthen their knowledge of, and capacity to undertake protection work.
6. 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 (OHCHR) 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.

3.4 Donor policy on IDPs

USAID recently became the first donor organisation to issue a policy statement on IDPs. Several other donor organisations are in the process of reviewing and revising their overall humanitarian policies although few see a justification for a separate policy statement on IDPs. Whilst many donors lack such formal policy statements all claim to be committed to the Guiding Principles. In practice, however, the policies (such as they were at the time the evaluations were undertaken) are not very evident at the operational level. One major donor (ECHO) has fundamental objections to the identification and treatment of IDPs as a separate group (see below). In Somalia the team found there to be 'policy evaporation' between the donor headquarters and the projects in the field. In Afghanistan a conflict was identified between domestic asylum policies in donor countries and the policies of those donors in relation to IDPs in Afghanistan, threatening to compromise humanitarian principles. Because of the difficulties surrounding the issue of 'categorisation' (see below) it seems preferable for donors to develop policy statements on vulnerability and vulnerable groups (including IDPs), in which a clear commitment to protection should figure, rather than to develop additional policy statements dedicated to IDPs.

Recommendations

7. Donor organisations should develop clear policy statements on vulnerability and their approaches to meeting the assistance and protection needs of vulnerable groups in which IDPs are considered as one among several potentially vulnerable groups.
8. Through the Good Humanitarian Donorship initiative, donor organisations should seek to achieve greater coherence between their humanitarian policies, particularly their policies relating to potential IDPs and other vulnerable groups.

9. As a matter of course, evaluations commissioned by donor organisations should include an assessment of the extent to which stated policy is being followed through and implemented on the ground, and identification of the learning points in relation to policy.

3.5 The 'categorisation' of IDPs

The evaluations revealed a strong vein of objection, not only to the *treatment* of IDPs as a separate category but even to their separate *identification* amongst all vulnerable groups. The strength of such objections was surprising considering the widely held view that IDPs had been a relatively neglected group, and that so many humanitarian agencies have participated in efforts to address this neglect over the last decade. The factors contributing to this vein of objection are complex but include:

- the belief held by some of the evaluation teams and by some agencies that identification of IDPs automatically means they will be targeted with assistance and privileged over other vulnerable groups;
- the observed reality that IDPs are not a homogenous group and that some IDPs are better off than other vulnerable groups – including those who did not leave their homes in the face of insecurity and violence;
- the weakness of current needs assessments in identifying and prioritising differential needs across *all* vulnerable groups (see below);
- the immense practical difficulties of accurately identifying IDPs from other non-displaced populations, particularly in urban areas, and a thus a mistrust of statistics on IDP numbers;
- the pre-occupation of many humanitarian agencies with material assistance at the expense of their protection role, and a consequent pre-occupation with the identification of households and individuals to be targeted with material assistance;
- a lack of appreciation in some quarters of the benefits of monitoring IDP numbers (as distinct from other potentially vulnerable groups) in order to inform policies and interventions to improve the situation of IDPs.

It is time for this debate about the categorisation of IDPs to be properly aired and to be resolved within the humanitarian sector.

Recommendations

10. The humanitarian sector (i.e. donors, UN agencies, NGOs and national authorities) should review approaches towards the identification and treatment of different vulnerable groups (including IDPs) and improve procedures and guidance on the identification and targeting of different vulnerable groups. Within such a process and with specific regard to IDPs it is recommended that *displacement be used as an indicator of potential vulnerability rather than as a means of defining target groups*.
11. Linkages between the humanitarian and human rights community should be strengthened particularly with regard to IDPs and the particular challenges that humanitarian agencies face in identifying them and responding to their assistance and protection needs when there is a range of other vulnerable groups to consider. Greater dialogue between the humanitarian and human rights community would also strengthen knowledge of protection work amongst humanitarian agencies.

3.6 Needs assessments

The picture conveyed by the set of evaluations was distinctly unimpressive:

- there was an overall lack of needs assessments;
- the quality of assessments was often poor;
- needs assessments were often undertaken by single agencies and actors with a particular focus or perspective. Consequently the results were disparate and difficult to integrate;
- comprehensive, multi-sectoral, inter-agency assessments of need were rarely under-taken;
- follow-up to the recommendations of needs assessments tended to be inadequate.

These findings are troubling when many humanitarian agencies (and donors) claim to be "needs-driven". There must be substantial improvements in the quality, coverage (both geographically and sectorally) and the levels of agency participation in joint needs assessment processes. Donors are aware of these shortcomings. Through the work of the Montreux group and the Good Humanitarian Donorship Initiative they are seeking to improve the situation. Significant improvements would really help to overcome the view that the categorisation of IDPs is somehow at odds with needs-driven humanitarianism.

Recommendation

12. Donors, UN agencies, NGOs and national authorities should ensure that comprehensive, inter-agency, needs assessment processes are undertaken in all operations and on a regular basis. Such assessments should cover all areas and sectors and be capable of identifying the assistance and protection needs of all potentially vulnerable groups (including IDPs) *and of prioritising their needs.*

3.7 Coordination and the Collaborative Response

Most of the evaluations were done before the most recent spate of institutional initiatives to promote the Collaborative Approach within the UN system. Thus, they do not provide a verdict on progress nor on the current status of the approach. But they do reveal valuable insights and lessons into what has worked and what has not in the past.

Where OCHA is responsible for overall coordination of IDP assistance, the Angola evaluations reveal that it works best when:

- it is able to control a significant resource 'pot' (such as an Emergency Response Fund) and encourage and support implementing agencies to undertake programmes in particular areas or sectors;
- it has the respect and support of donors;
- it has a field presence at provincial level that enables it to be knowledgeable about the local context and to provide coordination and support services to the implementing agencies close to the actual area of operations.

Within the framework of the Collaborative Approach, UNHCR, with its substantial operational capacity and expertise in the provision of assistance and protection, can perform very effectively in the role of IDP lead agency, for example in Afghanistan. However, this depends on whether it is prepared to fully embrace the lead agency role, in turn dependent on being assured of consent by the host government and having adequate resources for the role. UNHCR's insistence on determining for itself those situations in which it will take on the lead role is understandable, but it introduces a significant element of unpredictability into the coordination arrangements.

Meanwhile, donor organisations are not doing nearly enough to support coordination mechanisms whether for overall humanitarian efforts or specifically relating to IDPs. Indeed, donor funding can actively undermine coordination efforts within the UN system. The Consolidated Appeals process is a principal mechanism for achieving a coordinated response. But they are consistently under-funded despite donors declared commitment to the process. This forces UN agencies

to constantly reprioritise their proposed activities, usually increasing competition between them. Many donors fund 'outside the CAP', principally to NGOs. Whilst this may be influenced by legitimate concerns it weakens the CAP (and more significantly the Consolidated Humanitarian Action Plan) as an effective coordination mechanism. A bias towards the provision of food aid and away from covering needs in other sectors and the practice of earmarking also detract from effective coordination.

Recommendations

13. 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'.
    - At the country level regular meetings should be held between representatives of the principal donors and the Humanitarian Coordinator at which a review of the operation of the Collaborative Approach is a fixed item on the agenda
    - At the sector level the review of the Collaborative Approach should be a fixed item on the agenda in regular meetings between the Emergency Relief Coordinator and the principal humanitarian donors
14. As part of the Good Humanitarian Donorship initiative and/or the Montreux process donor organisations should undertake a more vigorous programme to address perceived weaknesses in the CA process and to reduce funding behaviours and practices that detract from, or undermine the operations of the Consolidated Appeals process and the preparation of the Consolidated Humanitarian Action Plan.
15. Donor organisations and NGOs should support, and where appropriate participate in, the dissemination activities associated with the Collaborative Approach and the recent IASC 'policy package'. They should also monitor compliance with the letter and spirit of the Collaborative Approach and work to hold all UN agencies to account in 'making the Collaborative Approach work'.

3.8 When does the need for assistance end?

The evaluations revealed wide variations in how assistance to IDPs is ended. This is an area requiring significant clarification in both policy and practice. The issues raised include:

- decisions to end assistance were frequently based on inadequate assessments;
- there is a widely held belief that assistance is only required during the period of actual displacement despite widespread evidence that many returning households require a lengthy period of assistance before they are able to re-establish their livelihoods, and that protection needs often persist after IDPs return home;
- governments may take this stance because they are anxious to declare an (internationally embarrassing) emergency over. Donors may take this view because they are anxious to end humanitarian assistance and return to their normal development activities, hoping that the problems faced by IDPs and recent returnees can be addressed through means other than humanitarian agencies.
- In some contexts the premature ending of assistance was wholly inappropriate and returnees experienced increased levels of hardship and vulnerability compared to their experience during displacement when they were able to access international humanitarian assistance.

Recommendations

16. Donors, UN agencies, NGOs and host governments must urgently develop improved policies and guidance on when it is appropriate to end assistance to IDPs. Donors should engage more actively in the 'When Displacement Ends' series of workshops and could use these as a vehicle for developing improved policies and guidance.
17. Donors should only halt the use of humanitarian funds to IDPs once objective assessments have demonstrated that their vulnerability is no greater than that of the average population (as opposed to the adjacent population which may be experiencing high levels of vulnerability if the area is affected by prolonged conflict).

4. Putting this to the test

Recommendation

18. To provide a focus for implementing the above recommendations it is proposed that donors focus upon two ongoing cases of massive displacement. The objective of this focus would be to:
    - achieve an active and immediate engagement in the types of policy and practice issues described above;
    - use this engagement in developing improved policies and practices
    - give particular and focussed support to the Collaborative Approach in these two important cases

Whilst the Good Humanitarian Donorship cases of DRC and Burundi might serve as test cases, we suggest that consideration be given to the massive and ongoing crises of Darfur and Uganda. The former provides a case of rapid scale-up, poor government-donor relations, and high levels of media interest. Uganda provides a case of slow scale-up, good government-donor relations, and low levels of media interest.

Annex 1
Evaluation Reports Included in the Synthesis Set

Country	Commissioning Organisation	Coverage (Period and Donors)	Title and Team Leader	Conducted as part of IDP Evaluation Group Initiative?
Angola	Danida	Humanitarian expenditures by Denmark 1999–2003	"Danish Assistance to Internally Displaced Persons in Angola 1999–2003" John Cosgrave	Yes
	ECHO	Humanitarian expenditures by ECHO 2002–2003	"Evaluation of ECHO's Global Humanitarian Plans in Angola, particularly with regard to the treatment of IDPs and Assessment of ECHO's future strategy in Angola" Aart van der Heide	Yes
	UNHCR	UNHCR's IDP Intervention during 2000	"Angola 2000: A Real-Time Assessment of UNHCR's IDP Intervention Arafat Jamal	No
	UNHCR	UNHCR's IDP Intervention During 2001–2002	"UNHCR and Internally Displaced Persons in Angola: A programme continuation review" Guillermo Bettocchi	No
Somalia	Netherlands	Humanitarian expenditure by Netherlands, Denmark, Sweden and ECHO 1999–2003	"The Effects of Humanitarian Assistance on IDPs in Somalia: An evaluation of support for IDPs in Somalia, 1999–2003 provided by The Netherlands, Denmark, Sweden and ECHO" Phil O'Keefe	Yes

Country	Commissioning Organisation	Coverage (Period and Donors)	Title and Team Leader	Conducted as part of IDP Evaluation Group Initiative?
Indonesia	Sida	Humanitarian expenditures in support of IDPs by Sweden, Denmark, Netherlands, DFID and ECHO 2001–2003	"Evaluation of Assistance to IDPs in Indonesia" Emery Brusset	Yes
Kosovo	Danida	Humanitarian expenditures by Denmark 1999–2003	"Evaluation of Danish Humanitarian and Rehabilitation Assistance in Relation to the Kosovo Crisis 1999–2003" Mette Visti	Yes
Afghanistan	ECHO	Humanitarian Expenditures by ECHO 2002–2003	"Evaluation of ECHO's Humanitarian Intervention Plans in Afghanistan (including the actions financed in Iran and Pakistan under the plan) and Assessment of ECHO's Future Strategy in Afghanistan with reference to actions in Iran and Pakistan" John Wilding	Yes
	Danida	Preliminary review of IDP Interventions funded by UK, Netherlands, Ireland, Denmark and Sweden (larger evaluation to follow in 2005)	"Preliminary Study of Assistance to Internally Displaced Persons in Afghanistan" Peter Marsden	Yes
Democratic Republic of Congo (DRC)	USAID	Humanitarian expenditures by USAID 2000–2004	"Evaluation of USAID's Humanitarian Response in the Democratic Republic of the Congo 2000–2004 Sheila Reed	Yes
	WFP	WFP food aid to vulnerable groups including IDPs	"Information Note on WFP Assistance to Internally Displaced Persons in the Democratic Republic of Congo"	No
Sudan, Angola, Afghanistan	ECHO	Synthesis of three ECHO Evaluation in terms of findings on IDPs, Refugees and Returnees and Local Population	"Synthesis of findings on ECHO's Policy of treating affected populations without regard to preconceived categories, specifically IDPs, Refugees and Returnees and Local Population, based on reviews in Sudan, Angola and Afghanistan" John Cosgrave	Yes

Country	Commissioning Organisation	Coverage (Period and Donors)	Title and Team Leader	Conducted as part of IDP Evaluation Group Initiative?
Colombia	UNHCR	UNHCR's IDP interventions between 1999–2003	"Evaluation of UNHCR's Programme for Internally Displaced People in Colombia" Josef Merkx	No
Liberia	UNHCR	UNHCR's support to Refugees and IDPs during 2003	"Real-time evaluation of UNHCR's response to the Liberia emergency, 2003" Sharon Cooper	No
Eritrea	WFP	WFP food aid to vulnerable groups including IDPs 2002–2003	"Summary Report of the Evaluation of the Eritrea Relief Portfolio" Allison Oman	Yes
Sudan	ECHO	Humanitarian expenditures by ECHO 1999–2002	"Evaluation of ECHO's 1999 to 2002 Funded Actions in Sudan" Claudio Schuftan	Yes (Though report completed before Common Framework finalised)
Not country specific	OCHA	Functioning and Performance of OCHA's Internal Displacement Unit	"External Evaluation of OCHA's Internal Displacement Unit" Victor Tanner	No

Annex 2
Approach and method

To help guide the evaluations undertaken as part of the collaborative approach, in August 2003 a 'Framework For A Common Approach To Evaluating Assistance To IDPs' was prepared (Danida 2003). In late 2004 a team employed by Channel Research Ltd. prepared a synthesis of the 11 evaluations commissioned by the member organisations of the IDP Evaluation Group together with six other evaluations of IDP programmes that complemented the set and extended its coverage. The total set of 17 evaluations therefore comprised evaluations with the following four broad characteristics:

- Evaluations of IDP programmes supported by a group of donor agencies where management of the evaluation team was entrusted to one of the donor agencies and was guided by the Common Framework;
- Evaluations of IDP programmes supported by a single donor agency, managed by that same agency and guided by the Common Framework;
- Evaluations of IDP programmes supported by a single donor agency, managed by that same agency but not guided by the Common Framework
- Evaluations that were subsequently added to the set but were not part of the collaborative evaluation exercise and were therefore not related to the Common Framework.

The set includes a wide range of contexts in which IDP programmes have been implemented in terms of:

- the overall numbers of IDPs and the proportion of the total population that they represented;

- the nature of governance (ranging from failed states to states with strong central authorities);
- the nature and status of the conflict that had produced the displacements (from ongoing to recently ended);
- the dominant 'stage' of displacement represented (ranging from ongoing displacement and the provision of immediate relief and protection, to the 'return phase' where rehabilitation and reintegration were the prevailing focus of the programmes)
- the presence of international peacekeeping forces – UN peacekeeping forces were present in two of the countries (DRC and Liberia) and NATO/international forces were present in two others (Kosovo and Afghanistan)

As well as the varied contexts, there were also differences in the remit and scope of the evaluations and the methods they employed. Whilst the Common Framework gave a measure of commonality of approach and method to six of the studies, the rest of the set either did not follow the Common Framework or were conducted outside of the collaborative evaluation process and were thus unaware of the Common Framework. The synthesis team therefore supplemented the evaluations with additional sources of information, in consultation with the IDP Evaluation Group, to maximise the learning potential of this collaborative exercise.

The material contained in the reports was analysed against 45 'key terms' that had been derived from the Terms of Reference and the results entered onto a matrix for each report. For most of the reports a summary of the principal findings was also generated. The analysis of the reports was complemented by:

- Interviews with UN and other agency personnel in Geneva focussing on the international policy and institutional context for the provision of support to IDPs, but also facilitating understanding of the context for IDP programmes in the countries covered by the set;
- A workshop with evaluation Team Leaders held in Brussels which resulted in a greater understanding of the process by which the teams had identified their findings and reached particular conclusions. It was also an opportunity to test out preliminary conclusions from the synthesis study;
- Interviews (37 in all) with representatives of the evaluation sections of the organisations participating in the IDP Evaluation Group and the humanitarian or operational sections of the donor members of the Group. These interviews provided the Synthesis team with additional perspectives on particular findings and useful background information on the process of commissioning and managing the evaluation;

– The use of relevant document sources on operations in particular countries or particular issues in the provision of assistance and protection to IDPs. Some of these sources had been identified by the evaluation teams, whilst others were provided by interviewees or were identified through web searches.

These complementary sources and perspectives helped the Synthesis team to triangulate the findings of the reports and assess the 'robustness' of particular findings. The number of evaluations contained in the set enabled the Synthesis team to identify patterns in the evaluation findings and to focus on seven policy issues that emerged from the reports and were of particular concern to donors. The complementary sources enabled the team to supplement and extend the material contained in the reports, for example on coordination arrangements in relation to IDP programmes.

Such a collaborative approach to evaluation and system-wide lesson learning has not been attempted in the humanitarian sector since the landmark Joint Evaluation of Emergency Assistance to Rwanda (JEEAR) published in 1996. In many respects the process followed by the IDP Evaluation Group may be seen as an attempt by a group of interested organisations to pilot a new, 'lighter' approach to collaborative evaluation that achieves many of the benefits (in terms of system-wide learning and policy development) of the JEEAR but in a way that is significantly less demanding of the limited management resources available within any single donor organisation and therefore more feasible. Recognising the pilot nature of the approach, the IDP Evaluation Group commissioned a review of this collaborative exercise as part of the synthesis team's work. Overall it was found that the collaborative exercise had proved popular with participating donor organisations. The team felt that it should be repeated for other selected themes but that it should be undertaken with more rigour and discipline – especially in relation to a common framework – and conducted over a longer time period, both of which will contribute to a higher quality final product.

Annex 3
Acronyms and Abbreviations

ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
CAP	Consolidated Appeal Process
Danida	Development wing of the Royal Danish Ministry of Foreign Affairs
DCI	Development Cooperation Ireland
DFID	UK Department for International Development
DHA	UN Department for Humanitarian Affairs (now OCHA)
DRC	Democratic Republic of Congo
ECHO	European Commission Humanitarian Aid Office
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDPs	Internally Displaced Persons
NGO	Non-governmental organisation
OCHA	UN Office for the Coordination of Humanitarian Affairs
ODI	Overseas Development Institute
OFDA	US Office of Foreign Disaster Assistance
OHCHR	Office of the High Commissioner for Human Rights
Sida	Swedish International Development Cooperation Agency
TOR	Terms of Reference
UNHCHR	UN High Commissioner for Human Rights
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
USAID	US Agency for International Development
WFP	UN World Food Programme

Following a proposal made by Sweden at a meeting of the EC Humanitarian Aid Committee (HAC) in May 2003, a group of representatives of donor organisations agreed to undertake a collaborative evaluation process focussing on the theme of support to Internally Displaced Persons (IDPs). The group comprised the Danish and Dutch Ministries of Foreign Affairs, the Swedish International Development Cooperation Agency (Sida), the European Commission Humanitarian Office (ECHO), the US Agency for International Development (USAID), the UK Department for International Development (DFID), Development Cooperation Ireland, OCHA, UNHCR and WFP. It was chaired by Danida's Evaluation Department.

This synthesis report is based on 17 reports covering operations in ten countries: Angola, Somalia, Indonesia, Kosovo, Afghanistan, the Democratic Republic of Congo (DRC), Colombia, Liberia, Eritrea, and Sudan.

Seven critical issues are identified: the rights of IDPs, the protection 'deficit', donor policy on IDPs, the categorisation of IDPs, needs assessments, coordination and the collaborative response, and when does the need for assistance end? These critical issues are discussed in detail in the full report and recommendations on how to deal with them are presented. This brief paper summarises the key issues and recommendations.