

FINAL REPORT

# Independent Evaluation of JIPS' Strategy Period 2021 - 2023

December 2023 | Dr Patrick Hagan | Evaluation commissioned by JIPS



## Acknowledgements

The evaluator would like to thank all those who have contributed to this evaluation. Particular thanks go to the JIPS evaluation management team, Corina Demottaz and Oscar Rico Valencia, who enabled and supported the data collection and were generous with their time throughout the process. The whole JIPS team engaged with the evaluation from an open and learning based perspective, which made the process worthwhile. Finally, it was highly useful to work closely with Rikke Johannessen, the consultant developing the strategy, which added significant value to the evaluation.

In addition, the evaluator would like to thank all persons interviewed for taking the time to share their thoughts, and for giving considered reflections on the bigger strategic issues and changes in the field.

Cover image: Lagos, Nigeria. © JIPS / Mirjam Kuschnitzki.

Suggested citation: JIPS, Dec 2023. *Final Report: Independent Evaluation of JIPS' Strategy Period 2021 – 2023*.

# TABLE OF CONTENTS

List of Acronyms.....	4
Executive Summary.....	5
Introduction .....	7
Evaluation Scope and Objectives .....	7
Description of JIPS Strategy Implementation.....	7
Evaluation Approaches and Methods .....	9
Data Analysis.....	10
Findings.....	11
1. Relevance.....	11
2. Effectiveness .....	17
3. Coherence .....	21
4. Strategic Positioning .....	26
Conclusions.....	28
Annexes .....	30
Annex 1: Evaluation Matrix .....	30

## LIST OF ACRONYMS

CENTROESTAD	Central American Commission on Statistics
CLP	Collaborative Leadership Programme
DRC	Danish Refugee Council
DSWG	Durable Solutions Working Group
EGRISS	Expert Group on Refugee, IDP and Stateless Statistics
IASC	Inter-Agency Standing Committee
IDP	Internally Displaced Person
IDMC	Internal Displacement Monitoring Centre
IGAD	Intergovernmental Authority on Development
IOM	International Organisation for Migration
IRIS	International Recommendations on IDP Statistics
JIPS	Joint Internal Displacement Profiling Service
NRC	Norwegian Refugee Council
OCHA	United Nations Office for Humanitarian Affairs
PBF	Peacebuilding Fund
ReDSS	Regional Durable Solutions Secretariat
SNBS	Somalia National Bureau of Statistics
UNDP	United Nations Development Programme
UN-Habitat	United Nations Settlements Programme
UNHCR	United Nations High Commissioner for Refugees

## EXECUTIVE SUMMARY

This evaluation assessed the performance of JIPS in delivering its 2021-2023 strategy. The evaluation is highly positive about the value that JIPS has added to global efforts to address displacement data issues. JIPS plays a unique role in **bridging the gap between data collected for initial emergency responses and longer-term development of inclusive data systems for durable solutions, using a joint and partnership focused approach that strongly involves community and government actors**. JIPS has competitive advantage in this complex space due to its expertise and experience, its role as a small neutral actor, and its prioritisation of working with and for national partners who will own the data and process going forward. JIPS is assessed to be both highly relevant and effective in its efforts and approaches, as it continues to deliver an important niche service given the ongoing need to improve data and responses to displacement.

The evaluation supports JIPS role at global, regional and country levels, but recommends that the next phase should be characterised by clearer prioritisation of the organisations limited resources and staff such that country work is more clearly at the centre of JIPS role. Global and regional efforts remain important, but should be strongly linked with supporting those country level outcomes. Such a refocusing makes sense in terms of where JIPS is perceived to hold the greatest competitive advantage, but also because the country level work is most directly linked to more durable solutions for the displaced.

The current phase of JIPS strategy has been notable for several difficulties that have resulted from internal issues regarding process and management structure, in combination with some difficult to manage factors that are always risks for small organisations, and especially as occurred to field focused organisations working during the global covid pandemic. The evaluation recommends several changes JIPS should make to improve its organisational resilience and effectiveness. These focus on an improved approach to organisational management, both in terms of the management team and in some changes to the composition and engagement with the governance mechanisms. Internal reforms also involve improvements in the implementation of project management to better support organisational knowledge management and efficient delivery of projects.

### RECOMMENDATIONS

#### Recommendation 1

JIPS next strategy should clarify the centrality of country support as the primary effort, and place global policy and knowledge efforts as a supporting effect. The ToC should focus more clearly on JIPS role in supporting the change, how the outcomes depend and contribute to each other, and thus allow JIPS to use it in practice to assess how it is progressing.

#### Recommendation 2

JIPS should focus on shorter operational grounded knowledge products developed as integrated parts of country projects. JIPS should be careful about the extent to which it commits to significant publications, and do so only where funding is directly available, and where there is a dissemination plan to ensues that the effort results in a clear impact.

### **Recommendation 3**

While JIPS should continue to have a regional approach in some cases, this should be driven by developing partnerships with relevant regional organisations, and not by a focus on hiring regionally based JIPS advisors. The purpose of the regional approach is to efficiently support progress across a range of relevant countries.

### **Recommendation 4**

JIPS support to larger multi-partner programmes are a strength of the team that drives its ability to continue supporting improvements in nationally owned evidence on internal displacement, and should be maintained. JIPS should not engage in projects which are not strongly linked and aligned with its major partners.

### **Recommendation 5**

JIPS should use the CLP strategically where it has identified and responds to a regional/country need, and can use the training as a step in a coherent plan to either build specific national capacities, or to create a network of potential partners from which to develop further national level efforts. Each CLP should be developed and implemented jointly with a regional or national partner, to ensure it is adapted and aligned with the needs of the context.

### **Recommendation 6**

JIPS measurement of success should focus on joint measures that JIPS contribute towards. This may involve further thought on meaningful intermediate milestones that should be shared by project partners.

### **Recommendation 7**

JIPS should adjust the composition of its Executive Committee to comprise the organisations who can directly contribute to organisational sustainment. This includes the co-hosts, several other major UN organisations who are required to facilitate country project access and partnerships, and the donors.

### **Recommendation 8**

JIPS should reinvigorate the Advisory Board, using it as a forum for discussion of key strategic and operational issues around effective and inclusive national ownership and use of data for displacement as it transitions from humanitarian response to country systems. Several members of the current Executive Committee would be more valuable partners to JIPS sitting on the Advisory Board, focused on the sharing of knowledge.

### **Recommendation 9**

JIPS should formalise its management structure and responsibilities, with a regular management meeting including the coordinator, the senior management, and the grants coordinator. Projects should be clearly assigned to teams, including their budgets, and then managed within that team under the oversight of the coordinator.

### **Recommendation 10**

JIPS should maintain its approach of putting the national partner organisations at the centre of project scoping and development, however donor and international partner engagement should occur systematically and prior to the conduct of the scoping mission. Early engagement with donors and international partners will have to shape decisions regarding possible projects, to improve the probability of successful funded proposals.

### **Recommendation 11**

JIPS should continue and expand efforts to develop its project management templates, creating a standard definition of required documents and process guidance. This should include clear guidelines for the development of realistic project budgets, and for staff time tracking to enable project level governance.

# INTRODUCTION

JIPS is an interagency service set up in 2009, co-hosted by the Danish Refugee Council (DRC) and the UN High Commissioner for Refugees (UNHCR). Its purpose is to bring governments, displaced persons, host communities and national and international actors together to collaborate towards durable solutions to displacement. In the 14+ years since its inception, JIPS has grown from a seed project to an established Service with a team of approx. 12 staff, with its headquarters in Geneva and regional representation in Nairobi for East Africa and the Great Lakes Region.

JIPS has operated under a three-year strategy 2021 – 2023 and is in the process of developing the strategy to guide implementation 2024-2030. The aim of the evaluation is to provide actionable recommendations that will allow JIPS to strengthen its organization and approaches. The evaluation was conducted from September – December 2023.

## EVALUATION SCOPE AND OBJECTIVES

The purpose of the evaluation was to generate evidence and insights/lessons on the relevance, effectiveness, coherence, and strategic positioning of JIPS strategy 2021-2023 to enable multi-stakeholder approaches to generate data on internal displacement and translate it into decision-making and action. It is intended to help JIPS identify opportunities for improving its business model and for creating and delivering value.

The scope of the evaluation was focused on the current phase of the JIPS strategy, running from 2021 through to 2023, and covered JIPS at a global, regional, and country level. It focused on making overall organizational recommendations in terms of an analysis of the outcomes and impacts of the current phase of work.

The objectives of the evaluation were to generate evidence and strategic insights that fed into the formulation of JIPS' new strategy for 2024-2030, including testing fundamental assumptions about JIPS, reviewing its competitive value proposition, and revising/sharpening/refocusing its core elements.

## DESCRIPTION OF JIPS STRATEGY IMPLEMENTATION

JIPS 2021-2023 strategy defines four primary challenge areas against which the organisation will act to support better use of displacement data that drives durable solutions for the internally displaced. The four Goals are:

**Goal 1:** Enable nationally owned evidence on internal displacement;

**Goal 2:** Enable collective and responsible efforts on displacement data at the field level;

**Goal 3:** Leverage the wider context and inform conducive environments for solutions through evidence;

**Goal 4:** Enable the effective use of data in policies and programmes addressing internal displacement.

JIPS implemented this strategy as a small team of experts primarily based in Geneva, Switzerland. The model of support implemented was based primarily on short-term deployment of small teams of these experts in response to requests from country partners for their expertise. In response, JIPS provided

capacity development support through trainings and mentoring, organised collaborative platforms and workshops to improve joint and inclusive efforts to develop and use data, and developed tools and guidance to assist national partners to implement high-quality data collection and analysis. These project teams typically worked in collaboration with a range of national and international organisations, such that the small JIPS team could align and build from other efforts to address data for displacement issues as part of a coherent whole. Between 2021 and 2023 JIPS conducted significant country support projects in Burundi, Mexico, the Philippines, Sudan and Somalia.

Consistent with the strategic goals, JIPS also invested into significant efforts to support global knowledge, standards and policy responses to displacement data. JIPS maintained its support to the Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS), continuing to co-lead its subgroup on capacity development and country support, as well as actively participate in the ongoing discussions on methodology advancements. It worked to support the Office of the Special Adviser on Solutions to Internal Displacement, and progress the UN Secretary-General’s Action Agenda on Internal Displacement. JIPS co-organized two networking events at the World Urban Forum 11, and produced a major knowledge product on working with cities to deliver solutions for displacement. It was also an active contributor to GP2.0 Global Platform on Internal Displacement (see Figure 1).

Country and regional support	Capacity development support	Knowledge products and publications	Feeding into global processes
<b>Burkina Faso</b> (national)	Regional training on collaborative leadership in data processes, IGAD region, 2023	JIPS: Annual Report 2022, Strategy 2021-23	GP20 GP2.0
<b>Burundi</b>			
<b>Cameroon</b>	Global online training on collaborative leadership in data processes, 2022	Technical Briefs: <ul style="list-style-type: none"> <li>- Identifying IDPs in Surveys, 2021</li> <li>- Joint Structured Analysis Techniques, 2021</li> <li>- Community Engagement in Data Processes, 2022</li> <li>- Information Landscape Mapping, 2023</li> </ul>	UNSG High-Level Panel on Internal Displacement  UNSG Action Agenda  EGRISS IDAC
<b>Ethiopia</b> (national, Tigray)			
<b>Guatemala</b> (national)			
<b>Mexico</b> (Chihuahua)			
<b>Niger</b> (national, Diffa)	Various tailored regional and country-level training seminars coupled with working sessions	Templates and step guidance: <ul style="list-style-type: none"> <li>- Community-Based Validation and Pairwise Ranking, 2021</li> </ul>	Side-events and statements at various global and regional events (incl. WDF, WUF, IFMS, GRID, UNSC, ICRC Data and Evidence event)
<b>Nigeria</b> (Lagos)			
<b>Philippines</b> (BARMM region)			
<b>Somalia</b> (national, Galmudug)	Long-standing partner and session facilitator at the IIHL Sanremo course on the Law	Other: <ul style="list-style-type: none"> <li>- Pocket Guide on IRIS Implementation, 2023</li> <li>- Mini-Guide on Profiling, 2022 (Spanish)</li> <li>- Contributions to major global-level publications</li> </ul>	
<b>Sudan</b> (Darfur)			
<b>Ukraine</b> (Luhansk)			



	of Internal Displacement	such as IOM's PROGRESS report 2022	
--	--------------------------	------------------------------------	--

**Figure 1:** Overview of JIPS' outputs during the strategic period 2021-2023

## EVALUATION APPROACHES AND METHODS

The overall approach of the evaluation was to conceptually build from JIPS' theory of change, looking how the organisation has functioned in practice during this strategic implementation period, assessing the extent to which the implemented theory has contributed to successful outcomes, and providing guidance for the creation of an updated theory of change to inform the design of the next phase of the strategy.

The evaluation was organised around 4 key questions: **How relevant are JIPS intervention modalities (services) and approaches in IDP settings to the needs of other actors working on internal displacement at the country, regional, and global levels?; How effective has JIPS been in: a) enabling nationally owned evidence on internal displacement, b) enabling collective and responsible efforts on displacement data, c) supporting affected communities' agency and informing conducive environments for durable solutions through evidence, and d) enabling the effective use of data in policies and programs addressing internal displacement?; How coherent and conducive are JIPS' operating model, to the achievement of results in its strategy?; and What changes need to occur to ensure that JIPS is both competitive and enabled to achieves its intended strategic impact?**

The evaluation was conducted as a component of, and at the same time as, the development process for the new strategy, and so was implemented in a coordinated and integrated way to provide timely and effective inputs to design decisions. The ongoing strategy development activities enabled the evaluation to adopt a highly participatory and iterative approach, working with the strategy development team to refine and develop inputs and adapt findings and recommendations during the process of data collection and analysis.

Given the timeframes required to provide findings and recommendations to inform strategy decision-making, the evaluation adopted a relatively simple three stage process. This involved an initial phase of desk review of documentation. The second phase involved collection of primary data, using a combination of stakeholder interviews and team consultations to validate and refine the data available from the desk review. The third phase involved the validation of initial findings and recommendations with the team, JIPS Executive Committee, and with key donors. Evaluation support to the strategy development process occurred as a cross-cutting set of activities in all phases, and in practice this resulted in an overlap between the phases that was useful in informing both collection and analysis.

The initial phase of the evaluation involved reviewing all the available identified documentation. This included contextual data regarding the developments around data driven approaches to internal displacement, partner strategic documentation and global frameworks governing approaches to displacement data, the strategic, governance, partnership and process documentation of JIPS, and the implementation information collected in the 2021 – 2023 period, including project evaluations, monitoring reports, and Executive Committee meeting minutes. During this phase, the evaluation began the process of reconstructing the theory of change that JIPS has used for the three years of this phase. The main milestone of the first phase was the production and approval of the Inception Report, confirming the approach and questions that guided the evaluation.

Phase two was the data collection phase. The primary modality of this phase was the conduct of interviews with approximately 60 key informants. Those informants included the JIPS team members, representatives of the JIPS Executive Committee and JIPS' current donors, relevant international experts working on data for internal displacement, and a range of country specific partners who have experience with JIPS activities and projects. Informed by the evidence from the document reviews, interviews built and provided nuance to the written record of outcomes and approaches to develop a clear analysis of how JIPS implemented its strategy in practice, and how well it was perceived to have succeeded in supporting effective outcomes. The data collection provided this analysis in terms of the overall global state of JIPS, but also developed information regarding country specific implementation to inform case studies to support the lessons of JIPS implementation under this strategy. During data collection the evaluation iteratively developed potential findings and recommendations, and tested them during consultations to validate and expand the understanding of what has succeeded, and what options exist to adapt to enable improvements in JIPS effectiveness. The main milestone of the second phase was the presentation of the full set of initial findings and recommendations to the Executive Committee.

The third and final phase involved the formalisation of the findings and recommendations. This stage included the socialisation and validation of a comprehensive set of findings and recommendations, and the production of the draft and final evaluation report. The consultative process in this stage worked to ensure that the wording and content of the recommendations is well understood, that the findings are agreed upon, and that the guidance provided is relevant and actionable by JIPS in response to the evaluation. The two milestones of this phase were the draft and final versions of the evaluation report.

The cross-cutting role of the evaluation is to support the strategy process that is occurring simultaneously. The primary intent of the evaluation is to feed relevant findings and recommendations into the strategy development in a timely manner. As a result, the evaluation worked closely with the coordinator of the strategy project, the consultant supporting the development process and the strategy taskforce throughout the process. The evaluation participated in and contributed to strategy events and workshops, to develop further information regarding perceptions and assessments of the outcomes from the 2021-2023 strategy, and to socialise the data and potential findings from the evaluation with the JIPS team.

## DATA ANALYSIS

The main analysis was conducted on the qualitative interview data collection, comprised of the perceptions and knowledge shared during interviews, along with the similar primarily qualitative data available in JIPS documentation and reporting. These sources of data proved to be the most relevant forms of information available to the evaluation. The data from interviews was classified into four groups according to the sources (JIPS staff members, global role partners<sup>1</sup>, country role partners, donors/executive committee), and according to relevance to the primary evaluation questions.

JIPS provided some quantitative data from project evaluations and monitoring, however this was limited in nature and only relevant to individual evaluation questions. JIPS core remit is to improve the quality and use of nationally owned displacement data systems, which is an inherently long term and joint outcome. As a result, there is very limited data available to demonstrate ultimate outcomes and impact. It is not clear JIPS' is best positioned to resolve this issue, as JIPS functions as a small coordinator providing specific

---

<sup>1</sup> Interviews with staff from global organisations were classified differently depending on the context in which the individual had worked with JIPS. Staff who worked with JIPS in a specific regional or country level project were classified as country role partners.

expertise in larger joint projects, and overall responsibility for measuring outcomes would sit with the overall project.

## FINDINGS

### 1. Relevance

#### How relevant are JIPS intervention modalities (services) and approaches in IDP settings to the needs of other actors working on internal displacement at the country, regional, and global levels?

The core solution that is identified by JIPS's current strategy as the purpose of the organisation is one of bringing national and international actors together to jointly develop and use evidence on internal displacement to reach durable solutions. The problems associated with data for durable solutions remain significant, combining transitions between humanitarian responses and national systems development, between international standards and local capacities, and involving a wide range of national and international partners. As a result, the overall problem and need for solutions that is the purpose of JIPS remains an issue deserving of support.

#### Unique Selling Point

The JIPS model to addressing this problem is seen as highly relevant, in terms of there being a specific niche of support that JIPS demonstrably does well and provides an approach that is valuable and unique. This niche is specific, and is best described as **a focus on bridging the gap between data collected for initial emergency responses and longer-term development of inclusive data systems for durable solutions, using a joint and partnership focused approach that strongly involves community and government actors.**

The nature of this role means that JIPS is relevant and effective where it can build a strong partnership with local actors, in its capacity as a trusted neutral partner to them. This is enabled by relationships through joint efforts with country level interagency coordination fora or regional entities: For example, the Intergovernmental Authority on Development (IGAD) in East Africa, the Central American Commission on Statistics (CENTROESTAD) of the Central American Integration System (SICA) or the Regional Durable Solutions Secretariat (ReDSS) in East and the Horn of Africa. The small size of the team and niche means that it also must work as a component of joint programmes with the larger programmatic efforts of national governments and international partners on the humanitarian and development side. The fundamentally joint nature of JIPS work supports the importance of JIPS maintaining its current stated neutrality, as this seems to be mostly effective in JIPS being perceived as independent and thus not aligned with any major international actor.

#### JIPS as a Small Actor

In practice, this aspect of JIPS as a small actor supporting larger ones seems to be the primary approach adopted, but it is perhaps not adequately reflected in the current strategy and organisational approach. The small size of the JIPS team meant that it is highly constrained in how much country support it could provide, yet at the same time the complexity and nature of its role in bridging the data systems issues of the humanitarian-development nexus meant that any individual country support required significant devoted resources for at least several years if it was to result in outcomes for displaced communities. To deliver on this approach it would be useful for JIPS to more clearly articulate that the complementarity approach it has defined means that it must work through partnerships, and that projects can only be developed successfully if this occurs. These limitations are often poorly understood by key partners,

including UN actors and key JIPS donors, nor is the full range of partnerships required always clearly identified and prioritised during project development<sup>2</sup>.

The evaluation also supports the utility of JIPS offering the current range of services in support of its country partners. The specific components of JIPS role do and should depend on the capacities and needs of the national partner agencies, communities, and systems. In some instances, this means JIPS takes on a direct role in the creation and conduct of profiling surveys, in others it will be support to specific tool or questionnaire development, or methodological guidance and support. In most situations JIPS is also playing a role in capacity development and coordination of actors, encouraging the inclusion of a range of government and community actors, and working to improve systems and communications between actors to support improvements in outcomes.

This is a broad remit of work, driven by the technical expertise that exists within JIPS, but equally requiring a wide range of advocacy and influence skills. It is not clear under the current phase that JIPS is placing enough priority on the advocacy and influence skill sets required for effective development impact, as JIPS staff continue to focus on the wide range of possible technical skills that could be needed. In contrast, JIPS is placing adequate focus on the needed technical expertise, despite some concerns within the team about the range of skills required. Partners consistently perceived JIPS staff to have the strong technical skills and knowledge required to be effective at country support, and consider the technical products produced to be of high quality.

Finally, while it will be covered to a greater extent in the next section on the Theory of Change, this evaluation supports the ongoing relevance of JIPS role at both country and global levels. The dissemination of knowledge that JIPS develops through implementation of support to data systems at the country level is perceived by many partners to have a critical importance for global level discussions. This was mostly in terms of the useful contributions JIPS makes to global processes and working groups, rather than specific knowledge products developed for global audiences. While the significant work done under previous JIPS phases to support the development of international standards, such as the Interagency Indicators Library and Analysis Guide for the Inter-Agency Standing Committee (IASC); and the International Recommendations on IDP Statistics (IRIS), has previously been assessed as highly valuable<sup>3</sup>, most partners continue to consider global influence an important role for JIPS where it leverages the knowledge the develop in their country-level efforts.

However, partners did have a range of views regarding the extent to which JIPS should invest into this support. While all partners valued the ability of JIPS to develop insights from its country work and provide them to inform global discussions, fewer thought that JIPS should be leading global dialogues, or be investing significant time and resources into managing global level working groups. Several interviews demonstrated that some of JIPS key global investments, notable leading a sub-group in EGRIS, resulted in limited visibility regarding JIPS effort or effects. This relatively selfless approach would be acceptable if JIPS was not so dependent on stronger donor funding to deliver on its current range of activities. Given that difficult organisational context, the evaluation concludes that JIPS should be more careful and selective in the extent to which it invests into the global role, and global efforts should be closely linked with JIPS work at the country level. There should also be more consideration of resource requirements such that these investments do not interfere or reduce the ability of staff to spend adequate time developing and implementing country level work that is funded.

---

<sup>2</sup> Project development has typically prioritized the national partners which, while excellent and required from an ownership perspective, should not exclude the important aspect of alignment and communication across the international partners.

<sup>3</sup> Evaluation of the 2018-2020 JIPS Strategy, November 2020.

## 1.1: What has been learnt about the current JIPS Theory of Change, and does it need to be adapted?

The 2021-2023 strategy describes a theory of change (ToC)<sup>4</sup> that involves change occurring through the achievement of four goals: i) Enable nationally owned evidence on internal displacement; ii) Enable collective and responsible efforts on displacement data at the field level; iii) Leverage the wider context and inform conducive environments for solutions through evidence; and iv) Enable the effective use of data in policies and programmes addressing internal displacement.

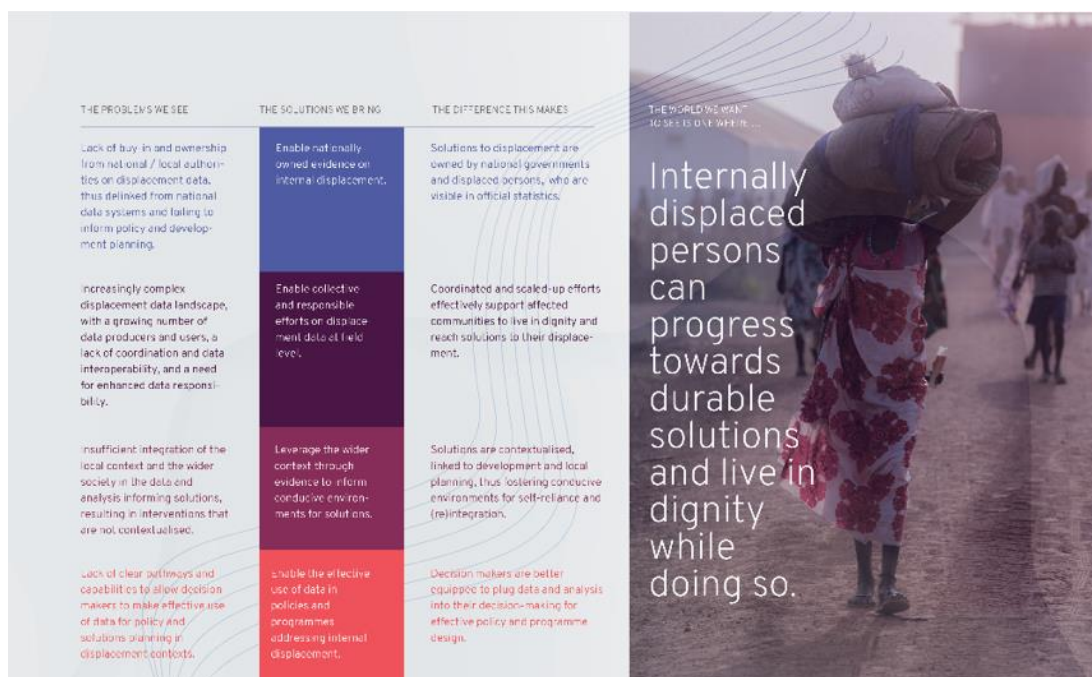


Figure 2: JIPS' Theory of Change for its strategic period 2021-23

The four components of the theory all remain conceptually valid, so at its core the theory was a strong description of the parts of the problem. Where the ToC has proven to be limited was in terms of describing how JIPS saw the relationships between the four components, in providing guidance as to how to sequence and prioritize activities across the four components, and in enabling an understanding of how JIPS capacity, influence and role fits into that of other partners.

JIPS' country work does seem to integrate aspects of the four components, at least to the extent that JIPS' reporting distinguishes between activities intended to support each of the goals. However, project planning documentation focuses on the details of the partner and country context, and does not describe JIPS approach in terms of alignment under the four JIPS goals. It appears that the organisational ToC, while clearly respected as an overall framework to understand needs, did not directly influence the structuring of approaches to projects. As a result, JIPS has not tested its theory in a coherent way, nor structured its work to allow internal assessment of how the theory is working in practice or what progress is being made.

<sup>4</sup> Not explicitly identified as the organisations theory of change.

The lack of definition and use of the ToC is matched with an alternative meta-structure of approach adopted by JIPS as outlined in its work cycle<sup>5</sup>. This describes the flow of country support enabling internal improvements in understanding and approach, with this letting JIPS influence global discourse and standards, then being solidified into refined tools, guidance and training, and thus influencing and improving country support. This three-stage cycle appears to inform the current team structure (Field Support & Capacity Development, Information Management & Innovation, and Communications & Advocacy), but neither appear to have a significant impact in how projects are managed and delivered.



**Figure 3:** JIPS’ circular way of working elevates experiences and lessons learnt at the field level to the global level, and incorporates international standards and best practices into its country support.

As a result, the evaluation concludes that the current ToC is a relevant theory of key persistent problems for data for displacement and how JIPS can influence it, but that it lacks enough structure and detail and is not used by the team to guide project implementation. A notable outcome of this lack of ToC clarity is that JIPS decision-making regarding investments of effort are not guided by a clear assessment of how well they would contribute to the outcomes described in the strategy<sup>6</sup>. The current strategy clearly conceptually builds from strong field work with partner countries, but global work is layered across all four goals, and it is not clear how management balanced the efforts assigned to each level, or that the primacy of focus is on the country level outcomes. Given that the value add of JIPS was primarily described by partners in terms of the quality of support delivered at the country level, this represents a central issue for the current strategy.

<sup>5</sup> Page 14 of the 2021-2023 strategy.

<sup>6</sup> Although this is as much a fault of the lack of internal project management systems as it is a ToC conceptual problem, an issue that will be addressed under the Coherence section.

### Prioritisation could be improved

The evaluation considers that the lack of clarity enables a diffusion of effort across a wide range of potential lines of action. This appears to be mostly an issue for the global level efforts, where the current strategy enables engagement with any relevant area considering data on internal displacement, and does not support clear decisions on focus. This, when linked with the minimal amount of internal management of time and resources, appears to have encouraged a disproportionate investment of effort into global level support that is not adequately funded or balanced with strong country level investments. This finding does need to be caveated with the fact that this strategy period was highly disrupted by the Covid pandemic, which resulted in most organisations reducing investment into field work for entirely practical reasons. However, it is important that the next ToC more clearly defines the relative roles of JIPS at the global, regional and country levels, such that it clearly prioritises support to more effective data for solutions for the displaced within countries, and that global level action builds from this country support, and is a supporting effort to it.

Finally, the current ToC and strategy do not appear to clearly recognise the limitations that the team size places upon outcomes. JIPS has consistently functioned as a small team providing niche expertise, and is highly likely to remain at approximately this size throughout the next strategy implementation period. As a result, it is not just that JIPS uses an approach which is collaborative and based on complementarity, JIPS can only work effectively in partnership, and when integrated within larger programmes. JIPS can be vital in the bridging role between humanitarian data and nationally owned data systems, however its internal capacity means that it should not consistently be doing major data collection activities to support humanitarian response, nor should it be the primary implementer of the long-term development activities aimed at sustainable national partner statistical capacity.

#### **Recommendation 1**

JIPS next strategy should clarify the centrality of country support as the primary effort, and place global policy and knowledge efforts as a supporting effect. The ToC should focus more clearly on JIPS role in supporting the change, how the outcomes depend and contribute to each other, and thus allow JIPS to use it in practice to assess how it is progressing.

### 1.2: What adaptations in approaches and methods have occurred in response to the normative landscape?

The implementation period of the 2021-2023 strategy was strongly defined by the Covid pandemic, which had significant impacts on organisations who are field-focused like JIPS. JIPS appears to have strengthened its ability to deliver training remotely and delivered several major knowledge products aimed at a global audience. However, neither effort is clearly a major adaptation in JIPS approach, or a response to fundamental changes in the environment beyond the immediate crisis. Indeed, in the case of the remote training there was a clear advantage in returning to a hybrid approach that involved an in-person component<sup>7</sup>.

This evaluation concludes that there was a limited amount of adaptation in response to strategic changes in the environment, and that what should influence changes in JIPS resource allocation and approaches should be driven by more attention to direct outcomes. For example, JIPS investment into knowledge

---

<sup>7</sup> The regional CLP training will be covered in more detail under the effectiveness section.

products, while clearly a potential contribution to global outcomes, has not clearly been driven by donor requests, or linked to an understanding or measurement of the mechanism by which these products contribute to better outcomes for the displaced. Furthermore, several of the knowledge products developed in this phase, notably the more detailed technical briefs like the Community Engagement in Data Processes in Displacement, have required significant investment of staff time into development, but have not been delivered with a clear dissemination plan<sup>8</sup>. As JIPS has not monitored staff time closely<sup>9</sup>, nor followed up to determine how the knowledge product has been applied by partners, it appears that there is no evidence for the value add of this approach. On the other hand, partners were highly positive about the value of the JIPS knowledge products that were developed within specific country support projects, with practical tools adapted to local contexts being mentioned by the majority of partners as being of high worth.

## Recommendation 2

JIPS should focus on shorter operational grounded knowledge products developed as integrated parts of country projects. JIPS should be careful about the extent to which it commits to significant publications, and do so only where funding is directly available, and where there is a dissemination plan to ensue that the effort results in a clear impact.

### The Regional Approach

One area of the current strategy that was a new aspect was the aim to create a regional presence, with the initial phase involving an advisor positioned in Nairobi to cover Eastern Africa and the Horn of Africa<sup>10</sup>. The intent was to expand to cover more regions with increasing demand for JIPS services. In theory, this mechanism makes sense given the importance of grounding country projects in strong relationships with national partners. In practice, the key aspect that has strengthened JIPS in the region has been the development of effective partnerships with regional organisations like IGAD and ReDSS, which have been strengthened by joint project work that was not developed or primarily implemented through the regional advisor. These partnerships have been a useful mechanism, linking JIPS' approaches and methodology to organisations that have strong grounding in the regional context and the capability to involve key country actors. This has resulted in strong project efforts that are well aligned with national actors and have supported the development of some initial regional awareness on issues of data for displacement. It is less clear that JIPS has been able to effectively leverage regional advisor positions to the same effect, nor that the regional advisory role could be a more effective or efficient approach than one focused on strengthening organisational partnerships.

This issue is compounded by the evidence that the original plan, to expand the number of regional advisors to cover further important regions, would be difficult to manage and support given the limited central capacity of JIPS. The Eastern/Horn of Africa regional effort has shown some success in its initial stages, both through the work conducted in Somalia and through the Collaborative Leadership Programme (CLP) training delivered in partnership with IGAD. However, most of the work remains to be done at the country level if governments are to collect and use better data such that displaced people see

---

<sup>8</sup> JIPS staff do make significant use of some of these knowledge products in their work, however it is not clear that this impact is proportionate to the efforts invested.

<sup>9</sup> Rough management estimates suggested that the production of this product involved more than 6 months of staff work from multiple team members.

<sup>10</sup> There is a regional advisor for Latin America, however this role is based in Geneva.



improvements in their lives. An effective JIPS regional role requires significant country project activities as well as a regional presence and influence if it is to result in tangible benefits to the beneficiaries. This will be a significant long-term investment of resources, and JIPS is unlikely to have the internal capacity to manage and support such efforts across more than a few regions.

### **Recommendation 3**

While JIPS should continue to have a regional approach in some cases, this should be driven by developing partnerships with relevant regional organisations, and not by a focus on hiring regionally based JIPS advisors. The purpose of the regional approach is to efficiently support progress across a range of relevant countries.

#### **1.3: What opportunities exist to improve the relevance of JIPS work to global and country responses to IDPs?**

In summary of the above findings, the evaluation overall finds that JIPS is functioning to address relevant issues regarding data for displacement. The recommendation of this evaluation is that JIPS rebalance its efforts by clearly prioritising its role in implementing country projects, designed as joint efforts with international and country partners, aiming to strengthen national data systems and institutional capacity, bridging the gap between the initial data for humanitarian ends and the data systems and inclusion required to support durable solutions to displacement in the longer term.

JIPS expertise is critical, but its small size and limited resources mean that it can only be effective in influencing outcomes for the displaced when it works through strong partnerships. While JIPS has consistently prioritised in-country partners, more could be done to systematically include the full range of international partners to balance the need and roles of humanitarian, development and peace actors. Coordination across the triple nexus is fundamentally complex, and proposed solutions are only relevant and implementable when they have adequate involvement from partners from all parts of the nexus.

JIPS remains an important global actor and should not abandon this role. However, it appears that JIPS greatest value at the global level is in targeted interventions that leverage the expertise and experiences that it develops from its country work to inform global discussions and policy. Given the organisational instability that has characterised the current phase of implementation, JIPS should do more to select and prioritise a limited number of global lines of influence, and strengthen its internal project learning systems so that it can efficiently supply its lessons from the field where relevant. It should limit the extent to which it takes on coordination or leadership roles for global platforms, and should only do so where it is directly funded and enabled to afford the resource investment required.

## **2. Effectiveness**

### **How effective has JIPS been across its four goals?**

Under the current strategy, JIPS has been effective in supporting improvements in nationally owned evidence on internal displacement, and has done so through enabling collective approaches to data collection. It is acknowledged by its country partners as implementing methods that build inclusiveness into their fundamental approach to displacement data, while also respecting the political will and national capacities available to implement improved data systems. It has also leveraged its nature as a neutral

small actor that is independent from the major international organisations to operate in a way that is seen as enabling national partners role in the process, something that has driven the positive assessments of JIPS projects and contribution.

Despite the disruption to field work that occurred during the pandemic, JIPS managed to implement several valuable projects with partners. The primary examples of effective projects can be seen in Sudan, Somalia and Mexico. While there was significant variability in the specific role JIPS played in each, all three demonstrated the value possible where JIPS was able to partner up with the relevant international agencies, build trust and work with local authorities and organisations, and enable some progress towards improved integration of displacement data into their sub-/national systems.

Partners were strongly positive about the approach adopted in Sudan, where JIPS project was integrated within the Peacebuilding Fund (PBF) efforts including UNHCR, UNDP, UNICEF, UN-Habitat, FAO and IOM. JIPS played a critical role in these larger efforts by supporting durable solutions analysis at the locality level to link local planning to national strategic approaches to durable solutions. The range of support activities included training, contributions to the Durable Solutions Working Group (DSWG), and providing expertise and tools to national partners to strengthen data collection processes and systems.

JIPS role in Sudan, facilitated by a strong in-country relationship with UNHCR and the Sudan DSWG, focused on working with local actors and communities to adapt and operationalise the national Durable Solutions Strategy so that it could work effectively at the locality level. JIPS neutrality and strength in inclusive processes was highly regarded. While progress has been disrupted by political events in Sudan, the approach being implemented demonstrated how JIPS can function to enable solutions data that is fit for local purposes.

Somalia likewise demonstrates the value of JIPS in supporting national strategy development processes that empower the national statistics office. Acting as the implementation partner on behalf of EGRIS, JIPS supported the Somalia National Bureau of Statistics (SNBS) to develop an IDP strategic statistical sector plan to feed into the Somali national strategy for the development of statistics. Support involved facilitating workshops to promote discussions on the production of IDP statistics in line with international standards, support to the SNBS in drafting the strategic plan, and tool development to support implementation.

While strategic processes like the development of national plans are not frequent, the Somalia example demonstrates that JIPS can be an important international support to enabling effective nationally owned processes. The Somali partners perceived that JIPS understood their needs, and was an effective partner in progressing the development of the strategy, especially in terms of helping the Somali government actors advocate effectively with key international partners. This is a complicated task, and there are fundamental difficulties in balancing the needs of humanitarian focused displacement data collection with the approaches, capacities and interests of nationally owned statistical processes. It is apparent that JIPS for the most part was able to balance these different needs to support a positive overall outcome in the strategy development process.

In Mexico, JIPS supported the implementation of a first profiling exercise on internal violence-related displacement at a state level, in partnership with the federal government, state government, and displacement focused NGOs. Mexican partners credited JIPS with enabling a highly inclusive approach, and in raising the visibility of issues of violence-related internal displacement in Mexico. However, the project also demonstrated the complexity of such support, with the evidence being that national prioritisation of the issue of internal displacement remains limited, and nationally owned repetition or standardisation of the profiling is unlikely to occur soon.

## Recommendation 4

JIPS support to larger multi-partner programmes are a strength of the team that drives its ability to continue supporting improvements in nationally owned evidence on internal displacement, and should be maintained. JIPS should not engage in projects which are not strongly linked and aligned with its major partners.

### 2.1: What are the main achievements of this phase?

One of the key achievements of the current strategy has been the refinement of the JIPS signature training into the Collaborative Leadership Programme (CLP), and its implementation in a regional context. Capacity development training like the CLP function effectively only when they are grounded in an overall plan and set of linked approaches to developing national capacities. While the JIPS flagship training is clearly a useful deliverable, such trainings that focus at the global level are difficult to clearly link with specific country projects and progress<sup>11</sup>. The regional CLP training done in 2023 in partnership with IGAD appears to be a more effective method of linking the training to broader outreach and influence. This effectiveness was created through the better regional contextual knowledge and connections that IGAD could provide, and the more substantial interactions that occurred within the training due to the shared experiences of the regional group.

Critically, the effect of the training is only in its initial stage, and the potential value of the activity is in building from that first connection to develop projects with key country partners to support them to implement some of the learnings. As such the regional CLP has the potential to be a component in a strategic approach to a region and countries within it, and enable further country level work to improve durable solution data systems for a range of countries<sup>12</sup>. Such an approach would be markedly different to previous trainings, which appear to have functioned as stand-alone activities.

## Recommendation 5

JIPS should use the CLP strategically where it has identified and responds to a regional/country need, and can use the training as a step in a coherent plan to either build specific national capacities, or to create a network of potential partners from which to develop further national level efforts. Each CLP should be developed and implemented jointly with a regional or national partner, to ensure it is adapted and aligned with the needs of the context.

A second achievement from this strategy phase has been the move from global policy support to IRIS into supporting national implementation of the guidelines. The Somalia example demonstrates the specific value of JIPS role in engaging with global coordination structures such as EGRISS, as it directly connects to country level implementation and outcomes. Strategic engagement opportunities such as this may not

---

<sup>11</sup> Staff interviews.

<sup>12</sup> It should be noted that JIPS has not yet sufficiently developed internal project management systems to guarantee that it will be able to build from the regional CLP a coherent set of interventions. However it does appear that the lesson from this process is understood.

occur often, but JIPS was well positioned to support it and deliver the right expertise to encourage a joint approach involving government<sup>13</sup>.

## 2.2: What were the main enabling and constraining factors in the achievement of these results?

The primary enabling factors relate to the extent to which JIPS was able to identify good partners, both national and international, and clarify roles and responsibilities at a relatively early stage of project development. Where this worked well, and project concepts were enabled with identified and adequate funding, JIPS was able to provide relevant and useful support to national capacities. Where partnership roles and responsibilities were less well understood then it appears less was achieved, as can be seen in the Ukrainian project<sup>14</sup>.

This links to a second enabling factor, which is the extent to which international partners have a good understanding of JIPS capacity and expertise. JIPS expertise cuts across the triple nexus, and JIPS is a small group with limited reach. It is apparent that in a number of instances JIPS projects were enabled by key UN staff having prior experience of JIPS and thus understanding the potential value their involvement could bring. This effect was clearly reinforced at times by the efforts of the co-hosts, primarily UNHCR, to sensitise country offices to JIPS as a capacity.

Several fundamental constraints are worth mentioning. The primary one is that JIPS approach is predicated on national buy-in, and as a result is highly vulnerable to instability in national government partners. To a certain extent this cannot be managed, as even without conflict changes in government have impacts on policy priorities. Long term efforts to have national partners treat disempowered groups like IDPs better are hard to maintain and easy to fall down the priority list.

It is also true that despite the overall improvement in organisational prioritisation of data, data systems strengthening remains a niche area. It is often appreciated but not resourced, and the technical complexity poorly understood. It is also true that triple nexus type activities like JIPS remain inherently difficult and poorly funded, as the majority of organisational attention and projects continue to work in either the humanitarian or the development space.

## 2.3: What lessons are there for how JIPS articulates and achieves those results?

As was noted in the section on data analysis, the evaluation is unconvinced that JIPS should take overall ownership of developing the data to demonstrate its highest-level outcomes, given that JIPS should only function as a small team in support of a larger network of international support. As a result, it is not clear that JIPS can develop hard data to show that it directly contributed to better national collection and use of data on internal displacement. This means that several of the high-level objectives, notably Objective D, are beyond the capacity of JIPS to directly measure its influence over, as that outcome directly requires the overall systematic change JIPS has been aiming for, and this is a long-term shared impact. Despite this, the evaluation considers the statements and inclusion of the current set of high-level objectives as well founded, as they keep the correct target in mind and may assist in avoiding too much emphasis on purely technical issues.

Given the importance of the objectives, the primary issue for measuring and articulating JIPS' impact is complicated and should be developed in conjunction with its donors<sup>15</sup>. Measures can build from

---

<sup>13</sup> However JIPS has not consistently assessed its global investments in terms of how they result in direct work to improve country level implementation, as noted above.

<sup>14</sup> IDP Profiling Project in Luhansk Region Evaluation, 2020.

<sup>15</sup> It should be noted that the current donors interviewed did not identify specific issues with how JIPS currently articulates its results.

intermediate successes in national ownership, such as the development of strategies, or the implementation of more inclusive data collection processes. Ideally, discussion of such measures with partners should be linked to efforts to build further international support to ensure that such intermediate outcomes are linked to the intended impact, and are not treated as a standalone JIPS achievement.

JIPS has demonstrated a strong ability to articulate results in ways that meet the needs of their country partners, and was complimented for this skill in a number of interviews. Adapting technical knowledge to target specific audiences is a key aspect to delivering effective technical support, and it appears that JIPS has done this well at the country level. The balance between technical expertise and diplomatic approach appears to be covered under the neutral broker aspect of JIPS, but this is not particularly clearly articulated in the current strategy. The importance of JIPS acting “politically” to build coalitions and reach acceptable compromises is a core aspect of how it can contribute to better outcomes, and it would be useful for this to be more clearly articulated and understood.

### **Recommendation 6**

JIPS measurement of success should focus on joint measures that JIPS contribute towards. This may involve further thought on meaningful intermediate milestones that should be shared by project partners.

## **3. Coherence**

### How coherent and conducive is JIPS’ operating model, to the achievement of results in its strategy?

One of the clear findings from the data collection for this evaluation was that the donors, global organisations and country partners consistently considered the work that JIPS does and the role that it plays as important and relevant. The JIPS model is highly appropriate for the role in some ways. JIPS’ structure as a small team of experts who primarily deploy on short-term support missions continues to be an appropriate aspect of the organisation, given that displacement data issues are a niche issue and expertise in them remains limited. The model has allowed JIPS to provide support to a wide range of countries and partners while remaining a low-cost mechanism. There is some trade-off in terms of limited country presence, however this does potentially also reinforce the use of the partnership model and the locally-led aspect of the approach.

JIPS has also somewhat benefited from its co-hosts in terms of inheriting established organisational processes and systems, albeit not without some notable issues. The use of DRC systems to support information technology, human resources and finances has a number of advantages, and continued operation under the legal arrangements of the co-hosts is the most sensible option for JIPS as an organisation. These advantages would be greater if the co-hosts could come to an agreement to reduce their organisational overheads<sup>16</sup>, as currently these are relatively high, causing issues for donor processes, thus having a direct impact on the ease with which JIPS can raise funds.

The advantages of the shared organisational systems have not led to an adequate level of internal management systems, nor a well-established or consistent approach to project management. JIPS has not

---

<sup>16</sup> For example, DRC reported an overall administrative expense ratio of 5.3% in 2022, a number which includes all management and rental expenses. It currently charges JIPS a 10% administration overhead for all funds received, and this does not include JIPS office rental costs nor any internal staff management positions.

consistently functioned with an internal management team structure, despite the formal organisational structure defining a set of heads of teams. Management has worked more ad-hoc, with no regular management team meeting nor a defined management team role, no allocation of budget or resource management to the team or project level<sup>17</sup>, and a significant level of centralisation of decision-making, fundraising and partnership management in the coordinator role. This is inefficient in practice and was highly disruptive to the organisation when there were unanticipated changes in leadership.

The JIPS internal team approach is worthy of some positive comment, as JIPS has used a flexible approach to assigning staff to tasks. This low hierarchy approach has contributed to a positive culture of shared work, where members of the team are able to be involved in a wide range of tasks. While this does make it difficult for new staff to understand their role and remit, it does allow flexible application of the limited staff resources as new projects occur, and encourage sharing of information between the teams. It has also allowed the organisation to manage the distribution of work, which in practice does not reflect the official terminology of the teams that make up JIPS<sup>18</sup>.

### 3.1: Does the governance model facilitate functioning?

A key aspect of the current issues JIPS has encountered is a misalignment between the composition of the Executive Committee, the roles that were perceived for these members, and the expectations that the members themselves have regarding their role. A secondary aspect has been the failure to maintain and use the Advisory Group, the second level of organisational governance designed to provide JIPS with advice from a selected group of senior professionals with relevant expertise.

The formal role of the Executive Committee was defined as the provision of oversight and guidance, support to JIPS in terms of enabling donor relationships and fundraising, joint project development, or direct funding, and advocating for JIPS interests and efforts across forums. The committee was composed of the co-hosts DRC, UNHCR, along with UNDP, OCHA, UN-Habitat, the United Nations Special Rapporteur on the Human Rights of Internally Displaced Persons (UNSRHRIDPs), Norwegian Refugee Council (NRC), and the Internal Displacement Monitoring Centre (IDMC).

Despite the terms of reference for the Executive Committee prioritising the fundraising role, interviews with members demonstrated a significant divergence in opinions on this aspect of the role. Several committee members stated that this was not part of their remit, nor due to their organisational role and relationships would they be able to do so consistently<sup>19</sup>. The current composition is one formed of organisations who work on issues of data for displacement, and not one who are committed to supporting the ongoing development of JIPS. It is also notable that JIPS current donors are absent from the Executive Committee. Excluding those partners who are demonstrably providing resources directly to support JIPS to implement its strategic plan, and who appear to have a significant interest in advocating and enabling JIPS to secure funding, is an unusual organisational decision and does not seem to have worked well.

Issues with the current composition of the Executive Committee extend to the provision of guidance to JIPS. With no donors present, the Executive Committee appears to be somewhat divided in practice, with the co-hosts having significantly more knowledge and decision-making over JIPS operational status, more direct involvement in JIPS projects and activities, and thus are better able to provide consistent strategic guidance. The other members of the Executive Committee are constrained in their ability to understand

---

<sup>17</sup> Issues regarding project management will be covered in more detail in section 3.3

<sup>18</sup> For example field support work regularly involves members of the other teams, which is ideal given the importance of the country level work for all aspects of JIPS global role.

<sup>19</sup> The majority were willing to look at joint projects, but even this aspect was not systematized as an executive committee responsibility and would only occur ad-hoc.

JIPS' organisational context and provide relevant and timely guidance. This problem has been exacerbated by difficulties in providing the Executive Committee with information adequately before meetings. In contrast, the donors, who are providing resources, have no direct say in management decisions on country prioritisation and resource allocation<sup>20</sup>. This is one of the factors that has contributed to an inadequate link between JIPS prioritisation and the identification of the funding required to implement projects to support these aims. The overall result of this seems to be that the Executive Committee has struggled to consistently provide guidance to JIPS that has enabled organisational sustainability.

### **Recommendation 7**

JIPS should adjust the composition of its Executive Committee to comprise the organisations who can directly contribute to organisational sustainment. This includes the co-hosts, several other major UN organisations who are required to facilitate country project access and partnerships, and the donors.

The second level of JIPS' governance is the Advisory Board, which was designed to gather a small set of international experts who could assist the organisation by providing a forum for exchange of views on technical, operational and strategic issues for the field. JIPS has been successful in gathering a highly eminent set of members of the Advisory Board, who with their range of expertise could add significant value through consultations and open discussion on key issues of data for displacement. Unfortunately, in the current strategy phase the Advisory Board has not consistently been used, and the members have not been maintained and engaged with. It is apparent from the terms of reference that the two governance bodies had somewhat overlapping remits, notably with the Executive Committee composition prioritising displacement data expertise.

### **Recommendation 8**

JIPS should reinvigorate the Advisory Board, using it as a forum for discussion of key strategic and operational issues around effective and inclusive national ownership and use of data for displacement as it transitions from humanitarian response to country systems. Several members of the current Executive Committee would be more valuable partners to JIPS sitting on the Advisory Board, focused on the sharing of knowledge.

## **3.2: Does the organizational structure support coherence in achieving outcomes?**

The current organizational structure divides JIPS into three primary teams, Field Support & Capacity Development, Information Management & Innovation, and Communications & Advocacy. This structure in theory reflects the major aspects of JIPS work in supporting countries and influencing the global discussions. In practice, the internal teams have not provided a useful structure to guide assignment of tasks, with teams being created ad-hoc using personnel from any team on the basis of expertise and availability. The heads of the teams have not worked as a coherent group with the coordinator due to the lack of a standard management meeting and agreed approach to management responsibilities, with many decisions being centralised in the coordinator role. There has not been a clear delineation of the

---

<sup>20</sup> They can and do direct resources towards specific projects that sit under their priorities, but as a result of their lack of involvement in the Executive Committee they have a greatly reduced ability to be involved in overall prioritization and planning.

responsibilities of the heads of teams, or the purpose of the teams given that project teams are often composed of members of different organisational teams and can change over time.

### Team, Project and Budget Management

The lack of clearly defined team management responsibilities is problematic itself. JIPS teams seem to conduct minimal analysis or monitoring of their project costs and time allocations, in part because the team heads and project leads have not been expected or empowered to manage any aspect of their team or project budget, and financial approvals were not devolved below the level of the coordinator. Proposal development was not clearly a responsibility of teams, nor were heads of teams regularly involved in donor relationships and discussions regarding potential projects. Project leadership and technical guidance often appeared to be centralised under the coordinator role, with the team heads occupying a technical expert role on projects. With staff being tasked in what approximates a matrix management system, working on projects that were not clearly the responsibility of their nominal team head, it is unclear how the heads of teams were expected to function in a management role.

The results from this minimal management structure have been a large degree of staff uncertainty, and significant confusion regarding reporting lines, clearance procedures, and project management. Matrix management is not a simple management system to implement, and it requires a significant amount of consideration of process and leadership responsibilities to work well. While many staff have managed to navigate the uncertainty and as a result enjoyed the flexibility of their work roles, the lack of structured management has at times resulted in inefficient processes and decision-making. Staff commented on review and clearance processes with unclear guidance regarding standards and intent, and with conflicting decisions regarding content and finalisation of products for release. These issues were perceived to have been the cause of some staff turnover<sup>21</sup>.

### **Recommendation 9**

JIPS should formalise its management structure and responsibilities, with a regular management meeting including the coordinator, the senior management, and the grants coordinator. Projects should be clearly assigned to teams, including their budgets, and then managed within that team under the oversight of the coordinator.

### Current Team Structure

This evaluation also questions the current definition of the organisational team remit, noting the need for JIPS to reinforce its competitive advantage in country level support, and to see global and regional influence as a supporting effort that builds from and for the country work. The small team and the distribution of skills across staff recommend the continued use of the majority of staff members in field roles as both efficient in meeting the needs of country project delivery and effective in ensuring the continued development of JIPS staff grounded in the realities of supporting improvements and national ownership of data systems to track internal displacement. This includes an integrated and empowered

---

<sup>21</sup> The evaluator would note that staff retention has not obviously been a significant problem. JIPS staff do seem to be invested and willing to stay, and small organisations always struggle to avoid disruption with staff turnover. The mean staff tenure at the time of the evaluation was approximately 3.5 years.



role for the communication and advocacy team in field work and global influence roles, to improve the extent to which JIPS functions not only as technical experts, but also as influential supporters of change<sup>22</sup>.

### 3.3: Are the internal technical and working processes fit for purpose?

JIPS processes do clearly function somewhat effectively in enabling it to manage projects and deliver outcomes. JIPS work is highly regarded by country partners, who consider the tools, trainings and other forms of support to be consistently of very high quality. A fundamentally strong aspect of this success is the rigorous approach adopted at the scoping stage, involving a detailed technical mission to work with the partners requesting support to understand the context and objectives, then meet with key stakeholders to develop an initial assessment of options and capacities. The projects that build from such a robust assessment and identification phase have a strong grounding in the specific context of the relevant national organisations, government approaches to internal displacement, and the interests of the main international organisations working within the country. This rigour is highly useful in the development of a realistic project.

Where the current processes fail is in two major areas. Firstly, JIPS approach to project development, while technically rigorous regarding the displacement data problem definition, is not currently adequately focused on bringing donors and international partners into the planning from the earliest stage. The JIPS definition of a request as any enquiry from a country partner that has a relevant need for support, while appropriate in placing the national partners at the centre of the approach, has resulted in too limited consideration of the potential for further project funding to enable implementation of the support. JIPS does not have the capacity to absorb such costs without a well identified and probable pathway to funding for implementation.

#### **Recommendation 10**

JIPS should maintain its approach of putting the national partner organisations at the centre of project scoping and development, however donor and international partner engagement should occur systematically and prior to the conduct of the scoping mission. Early engagement with donors and international partners will have to shape decisions regarding possible projects, to improve the probability of successful funded proposals.

Secondly, the internal project management systems in JIPS are fairly basic, with project documentation being inconsistent, often limited to the submitted proposals, initial scoping documents, and some reporting. Project documentation is often vague on the details of the commitment and the number of activities that will be delivered. This contributes to JIPS budget difficulties, as the level of planning does not provide a good guide to the required staff time and programme costs involved in delivering the project outputs, nor does the project management system currently track the time that staff invest into specific projects. The result is that JIPS struggles to adequately budget proposals, and struggles to track where staff time is invested.

JIPS has made some progress in 2023 in developing some standardised project documentation, notably a topline project tracking sheet and clearer identification of consultation/decision-making hierarchies for progressing work and getting approvals. However, the nature of the work JIPS undertakes is both complex

---

<sup>22</sup> The current JIPS culture appears to prioritise technical expertise, which is a necessary precondition for the support. However the development impacts JIPS seeks to enable through its support require strongly integrated advocacy and consensus building skills to achieve effects.

and involves long timeframes, both fundamental aspects when working with national partners on improving multi-agency data systems and use of data<sup>23</sup>. This lack of project management needs to be addressed if JIPS is to manage itself sustainably while delivering outcomes on the projects it implements.

### **Recommendation 11**

JIPS should continue and expand efforts to develop its project management templates, creating a standard definition of required documents and process guidance. This should include clear guidelines for the development of realistic project budgets, and for staff time tracking to enable project level governance.

Issues with project management are not restricted to country projects, with JIPS adopting a similar approach in its support and engagement with global policy and practice. JIPS does not seem to have a structured process to manage the extent to which it invests into global engagements, nor conducted any analysis of the costs and trade-offs associated with such investments. Taking EGRISS as an example, actively participating in its steering group, and co-leading subgroup 2 (Capacity Development) was estimated to use 30% of a senior staff members' time<sup>24</sup>. This commitment has resulted in JIPS being perceived as a strong partner to EGRISS, and has resulted in more progress on international support for the implementation of IRIS, both useful and significant outcomes. However, much of the recognition goes to EGRISS, and several partners perceived that JIPS got less recognition than it should have for this investment of support. The strong support to EGRISS has not clearly enabled JIPS to raise funds for its operations, nor consistently cover the costs of the involvement itself. While the support is clearly effective and of value to the international community, the evaluation questions the value for JIPS of such significant investments from the limited numbers of senior staff. JIPS cannot afford this without securing more dedicated funding to enable the work. JIPS can and should continue to support the global policy and knowledge space, but it can do this through participation and targeted contributions based on field work. Such economy of effort approaches are more sustainable in contexts where JIPS does not secure specific core or project funding to enable larger contributions.

## **4. Strategic Positioning**

### What changes need to occur to ensure that JIPS is both competitive and enabled to achieve its intended impact?

Given the obvious and widely recognised value of the role and approach of JIPS, the changes that need to occur are focused on improving internal functioning such that it enables rather than constrains performance. This will include how JIPS manages its projects and staff, how it seeks out and engages with donors, and improving the balance between its technical and advocacy roles. In total this will involve a significant cultural change in the organisational approach, one that will need to occur within the context of maintaining some of the strengths of the current one. Much of the issues of management and internal functions are covered in the Coherence section above, and will not be repeated here.

---

<sup>23</sup> Even where project funding may be only for a year, JIPS documentation makes it clear that they recognize the fundamentally long-term development nature of the changes they seek to support.

<sup>24</sup> This estimate does not include the time of other staff members, which appears to be significant, as JIPS has not had a system to consistently track this information.

JIPS should and will remain a small-scale actor, which means that it must be focused on communicating and advocating within its role and programme scope. It may be of use to state that the JIPS operating model is similar to a not-for-profit consultancy. The team is there to add critical expertise to larger efforts in order to improve the link between the initial stages of displacement and longer-term support to ensure that IDPs remain integrated into national planning. It is not there to lead the overall implementation, nor should it be working in isolation from the other international or national actors. JIPS is distinct, but as the specific role is to join up much larger efforts across the triple nexus (initial humanitarian and longer-term development), JIPS will always be working as a small partner in support of larger systems. It is not clear that all partners fully understand this, that JIPS can only produce effective outcomes where such partnerships can be created and used, and that the outcomes are the responsibility of the collective group.

JIPS would also do well to further consider and implement more consistent staff approaches to articulating their role. Staff appear to be focused on their technical expertise, prioritising complicated and nuanced explanations of the value add of the organisation. This does not suit the majority of audiences that JIPS needs to influence, especially in terms of gaining funding, as deep data analysis skills are a specialised role. While JIPS has clearly recognised the importance of communications and advocacy in its organisational structure, the integration of this expertise into project and global contributions is not yet consistent. The internal culture of debate and discussion is also a strongly positive aspect of the team, however this should not impede an organisational ability to define common messages for external audiences. Several partners commented that JIPS sometimes appeared to be caught up in its internal debates, to the detriment of clear communications with people outside the organisation.

Finally, if JIPS accepts a consultancy model as the core organisational approach, this results in the need to have staff who are adept at providing a range of expertise. The evaluation considers this to be fairly consistent with the current staff profiles, however a number of staff were concerned that JIPS needed significantly more deep expertise in a range of key competencies. Maintaining a core level of experienced staff is critical to the organisation's reputation, but these members will need to be versatile given the small size of the organisation and the variety of its global role. It is not clear that JIPS needs deeper experts as much as it needs staff with a wide range of experience and knowledge, able to adapt rapidly to provide good advice and sound guidance in complex political multi-organisation efforts.

#### 4.1: What is the value added by JIPS as it is currently positioned strategically (globally/ regionally/country), and does this need to change?

There remains value in JIPS being positioned to influence at all three levels, however the balance between investment at each level should be better understood and managed, and the purpose of each more clearly defined.

Firstly, as was stated in the section on relevance, JIPS primary purpose should be at the country level, to provide high-quality support to enable locally owned data systems, bridging the gap that currently exists for displacement data when moving through the humanitarian-development nexus. This work represents the most direct pathway to improving the implementation of durable solutions, and drives the relevance and value of JIPS. As a small expert neutral actor, JIPS has a demonstrated capacity for this role, and should continue to implement it.

JIPS' investment into the regional role was not adequately articulated in the current strategy, but is a potentially sensible method of supporting positive outcomes. The purpose of a regional approach is to encourage peer to peer learning and country level improvements, and so is best understood in terms of the extent to which it is an efficient model that enables JIPS to leverage regional partnerships to

strengthen displacement data approaches across the involved countries. Regional JIPS positions may be useful in some contexts, where they allow more consistent and focus attention to country partners, but they are not a core or required aspect to a regional approach. Strengthened investment and focus on partnership with relevant regional organisations in many cases is a more compelling approach to develop grounded understandings and find entry points for project work.

Finally at the global level JIPS needs to remain present, but should adopt an economy of effort approach. JIPS unique role at the global level is the field experience it brings, and it can remain a critical partner without needing to drive or lead international efforts. Furthermore, JIPS is better funded to deliver country level support, and investment of staff time into global support should be better managed and restricted to ensure that it does not get in the way of developing and implementing strong country projects.

#### 4.2: How distinct is JIPS to other actors in the internal displacement/datasphere?

JIPS is clearly considered as a distinct and unique capability by the majority of its partners. Its focus and philosophy of supporting national ownership, its experience in supporting capacity development to enable more effective data systems, and its positive role in the international community are all identified as important contributions and highly valued. JIPS approach, methods and small size means that it must function in partnership and coordination with multiple larger actors, and this niche role does seem to result in difficulties in consistently being understood as the author of specific support efforts. Working primarily in bridging gaps in data systems also creates complications for being understood, as this is a niche area and work in the triple nexus remains underappreciated when compared with approaches that sit more firmly in either the humanitarian or development space. This, along with JIPS internal debates on the best allocation of resources and purpose seem to drive concern regarding the organisational role more than do questions from the key donors or partners.

It is true that many key international organizations have strengthened their data analytics capacity, and as a result have more internal capability to develop and analyse data for displacement. Partnerships with UNHCR, UNDP and IOM should be a priority for JIPS due to the need to remain aligned and ensure a coherence to the overall support given to displacement data systems. However, JIPS is designed to address a highly specific niche issue regarding improving data use across the triple nexus. This will remain a jointly owned issue due to its cross-cutting nature, and if JIPS can remain a relevant and neutral capacity to assist international support efforts it is likely that it will complement rather than compete with the key multilateral actors.

## CONCLUSIONS

The evaluation is highly positive about the value that the 2021-2023 version of JIPS has added to global efforts to address displacement data issues. It is clear that there are still significant issues with displacement data collection, analysis and use, and that these issues are critical at transmission points where displacement data collection switches from the needs of initial international humanitarian driven responses to the longer-term ownership of national organisations. JIPS has competitive advantage in this complex space due to its expertise and experience, its role as a small neutral actor, and its prioritisation of working with and for national partners who will own the data and process going forward. JIPS is assessed to be both highly relevant and effective in its efforts and approaches, as it continues to deliver an important niche service in support of globally important goals.

The difficulties that have characterised the last few years are assessed to be the result of internal issues regarding process and management structure, in combination with some difficult to manage factors. Partly small organisations will always be at some risk due to the ease with which they can be disrupted by small numbers of critical staff rotations, especially when seen in the context of significant global difficulties that occurred to field focused organisations working during the global covid pandemic.

However, there remain several key changes JIPS should make to improve its organisational resilience. These focus on an improved approach to organisational management, both in terms of the management team and in some changes to the composition and engagement with the governance mechanisms. Internal reforms also involve improvements in the implementation of a stronger project management approach that can better support organisational knowledge management and efficient delivery of projects. There is also a broad cultural change required, linked to management approaches, that place securing funding for work as a better understood aspect of project development and implementation.

JIPS overall need to be involved at global, regional and country levels is supported, however the next phase should be characterised by a clearer prioritisation that places the country work at the centre of JIPS efforts, and sees both global and regional efforts as supporting those country level outcomes. Such a refocusing makes sense in terms of where JIPS is perceived to hold the greatest competitive advantage, but also because it is here that there is the most direct link between international support and more durable solutions for the displaced.

# ANNEXES

## Annex 1: Evaluation Matrix

QUESTION	SUB-QUESTION	DATA SOURCE	METHODS OF DATA ANALYSIS
<b>RELEVANCE</b> How relevant are JIPS intervention modalities (services) and approaches in IDP settings to the needs of other actors working on internal displacement at the country, regional, and global levels?	1.1: What has been learnt about the current JIPS Theory of Change, and does it need to be adapted?	JIPS strategic documents Country and global stakeholder interviews JIPS reporting Partner policy documents	Qualitative and quantitative data analysis Data synthesis Discussion and validation of data with stakeholders Fact checking and review of findings by JIPS
	1.2: What adaptations in approaches and methods have occurred in response to the normative landscape?		
	1.3: What opportunities exist to improve the relevance of JIPS work to global and country responses to IDPs?		
<b>EFFECTIVENESS</b> How effective has JIPS been in: a) enabling nationally owned evidence on internal displacement, b) enabling collective and responsible efforts on displacement data, c) supporting affected communities' agency and informing conducive environments for durable solutions through evidence, and d) enabling the effective use of data in policies and programs addressing internal displacement?	2.1: What are the main achievements of this phase?	JIPS strategic documents JIPS staff interviews Country and global stakeholder interviews JIPS reporting Evaluations of JIPS projects Partner policy and reporting documents	Qualitative and quantitative data analysis Data synthesis Discussion and validation of data with stakeholders Fact checking and review of findings by JIPS
	2.2: What were the main enabling and constraining factors in the achievement of these results?		
	2.2: What lessons are there for how JIPS articulates and achieves those results?		

<p><b>COHERENCE</b></p> <p>How coherent and conducive are JIPS' operating model, to the achievement of results in its strategy?</p>	<p>3.1: Does the governance model facilitate functioning?</p>	<p>JIPS strategic documents</p> <p>JIPS staff interviews</p> <p>Donor interviews</p>	<p>Qualitative and quantitative data analysis</p> <p>Data synthesis</p> <p>Discussion and validation of data with stakeholders</p> <p>Fact checking and review of findings by JIPS</p>
	<p>3.2: Does the organizational structure support coherence in achieving outcomes?</p>	<p>Country and global stakeholder interviews</p> <p>JIPS reporting</p> <p>Partner policy and reporting documents</p>	
	<p>3.3: Are the internal technical and working processes fit for purpose?</p>		
<p><b>STRATEGIC POSITIONING</b></p> <p>What changes need to occur to ensure that JIPS is both competitive and enabled to achieves its intended impact?</p>	<p>4.1: What is the value added by JIPS as it is currently positioned strategically (globally/regionally/country), and does this need to change?</p>	<p>JIPS strategic documents</p> <p>Partner/competitor strategic documents</p> <p>JIPS staff interviews</p> <p>Country and global stakeholder interviews</p>	<p>Qualitative data analysis</p> <p>Policy and strategy assessment</p> <p>Discussion and validation of data with stakeholders</p> <p>Fact checking and review of findings by JIPS</p>
	<p>4.2: How distinct is JIPS to other actors in the internal displacement/datasphere?</p>	<p>Donor interviews</p> <p>Partner policy and reporting documents</p>	