



**NRC**

NORWEGIAN  
REFUGEE COUNCIL

**FINAL REPORT**

# REVIEW OF PROGRAMME-BASED ADVOCACY INITIATIVE – HLP ADVOCACY 2011-2014

February 2015



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## GLOSSARY OF TERMS

<b>CD</b>	Country Director (of NRC CO)
<b>CO</b>	Country Office (of NRC)
<b>DFID</b>	UK Department for International Development
<b>DWHLPR</b>	Displaced women's housing, land and property rights
<b>GAA</b>	Global Access Advisor
<b>GAS</b>	Global Advocacy Strategy (of NRC)
<b>HO</b>	Head Office
<b>HLP</b>	Housing, land and property
<b>ICLA</b>	Information, Counselling and Legal Assistance (programme)
<b>ICLA PM</b>	ICLA Project/Programme Manager
<b>IFRC</b>	International Federation of Red Cross and Red Crescent Societies
<b>NGOs</b>	Non-governmental organisations
<b>NMFA</b>	Norwegian Ministry of Foreign Affairs
<b>NRC</b>	Norwegian Refugee Council
<b>PAA</b>	Protection and Advocacy Advisor
<b>PPA</b>	Programme Partnership Arrangement
<b>SRAH</b>	Special Rapporteur on Adequate Housing (United Nations)
<b>UNRWA</b>	United Nations Relief and Works Agency for Palestine Refugees
<b>USIP</b>	United States Institute for Peace
<b>WB</b>	World Bank

# EXECUTIVE SUMMARY

This report is an external review of the Norwegian Refugee Council's (NRC) programme-based advocacy initiative on housing, land, and property (HLP), 2011-2014. The main methods used for this review were semi-structured interviews (38 persons) and an online survey of seven NRC country offices (COs).

## Findings

Overall, this review found that the HLP advocacy has provided a heightened profile to this subject, mainly concerning displaced women's HLP rights (DWHLPR) and security of tenure for shelter, contributing to changes in policies and practices. NRC has been able to bring leadership to HLP even if considerable obstacles for HLP advocacy exist, such as the sensitivities of land issues and the societal changes needed to change discriminatory practices against women.

### Successes and challenges:

- *Global DWHLPR*: The global DWHLPR report and its promotion successfully raised the issue amongst donor governments and humanitarian agencies of what was considered a neglected issue. The project was successful in establishing links with new stakeholder groups, and it was felt more partnerships and coalition-building could have been established. A substantial product, it was felt that the global report could have been the basis for a series of more targeted products and creative tools.
- *Security of Tenure for Shelter*: Jointly implemented with the International Federation of Red Cross and Red Crescent Societies (IFRC), focus on this issue has started to have an impact with humanitarian agencies and shelter professionals, notably the proposed concept of "secure enough". Within NRC, the work on shelter was seen as a very positive example of how two core competencies (Information, Counselling and Legal Assistance (ICLA) and Shelter) could work together in a common area of interest. There was a consensus that NRC and IFRC should pursue further its work on security of tenure for shelter.
- Global communications focused mainly on profiling DWHLPR, which was seen as a "clever" move as HLP as a "stand-alone" topic would not necessarily gain much attention. At the same time, it was commented that NRC could have had a higher public profile on HLP, given its expertise and the impressive body of research it had produced. In influencing global policies, this review found examples where NRC helped raise the profile of HLP. Donors were found to be supportive of HLP advocacy and believed NRC had increased the profile of HLP issues.

**Management and coordination:** The availability of funding from the UK Department for International Development (DFID) and the Norwegian Ministry of Foreign Affairs (NMFA) allowed the HLP advocacy team to deploy resources and make adjustments to activities as they were being carried out. The project team brought added value by providing consistency across countries and over time. The CO staff commented that the support they received from the project team was constructive and generous. The national ICLA staff was seen as being key in its involvement and consequent commitment to the HLP advocacy. Issues were seen with the roles and responsibilities of CO staff, for example, the commitment and involvement of the Protection and Advocacy Advisor (PAA) and the ICLA Project/Programme Manager (PM) varied from country to country.

**Country-level DWHLPR:** The country-level research and advocacy was a positive and useful experience for the participating countries. The number of countries anticipated to participate in the research was exceeded, from an initial five to ten to date. The research process became more efficient over time as lessons learnt from earlier country-research could be integrated. The launch of the research reports heightened awareness of the findings, which contributed to changes both internally and externally. A potentially longer-term impact of the research was the changes made to NRC programmes. The research process was also identified as being beneficial for the women that participated in it; by doing so they understood better their rights and ICLA services available. There was a general consensus that further advocacy on the research findings and follow-up of the implementation of report recommendations was needed.

## Conclusions and Recommendations

The overall conclusion of this review was that the resources and priority given to HLP advocacy by NRC have provided a heightened profile and their remains considerable potential for HLP advocacy:

1. **Global strategy and planning:** Given the success to date, it follows to further develop shelter and DWHLPR themes. A balance needs to be found between the country-level and global-level work: Ideally, country-level would be a priority supported by targeted global-level advocacy when relevant.

*Recommendation:* In the foreseen new work plan/strategy for HLP advocacy, focus primarily on shelter and DWHLPR as the main themes.

2. **Next steps for DWHLPR:** At the global level, a next step is expected by audiences; this could involve distilling the findings from the country reports since the global report and providing an update; it could imply selecting common recommendations and focusing on them in a series of advocacy products – both policy-based and creative; it could involve building a more solid coalition around DWHLPR. At the country-level, as more COs become involved, “lighter” research approaches could be adopted; support also

needs to focus on the follow up of recommendations as detailed in conclusion 5 below.  
*Recommendation:* Within the new work plan/strategy provide a “next step” for DWHL-PR considering the above suggestions.

3. **Next steps for shelter:** Within NRC, this review understands that there are moves to further institutionalise HLP within shelter policies and practices and this should be encouraged. NRC and IFRC could also reflect further as to how to build on their “secure enough” concept as a central advocacy message; focus further on encouraging HLP as a standard component of shelter operations through reviewing and increasing its work through the Global Shelter Cluster; and consider how a greater focus can be made on authorities of affected countries.

*Recommendation:* Within the new work plan/strategy provide a “next step” for shelter considering the above suggestions.

4. **Global communication and advocacy:** The potential for an even higher profile on HLP was possible and should be pursued. This review believes that communicating globally on HLP does not necessarily have a classic global advocacy target. More so, that global policy is better influenced through a collaborative process and this should be encouraged. For communicating globally, it could be more so to raise the profile of NRC on HLP – DWLHPR in particular. In parallel, NRC as part of its global communication strategy should give a higher priority to DWHLPR as has been seen with the new strategy for global advocacy.

*Recommendation:* Consider if a broader communication role is appropriate for HLP within NRC’s global communication strategy which would complement the new strategy for global advocacy 2015-2017; continue and reinforce NRC’s ability to influence global policy on HLP through mapping policy processes. Secure necessary budgets to do so.

5. **Support for COs:** The greatest limitation of the country-level work was in the follow-up and advocacy for the country reports. The COs identified areas where they would still need further support, such as clarifying the roles and responsibilities for advocacy within the CO (see next conclusion) and training and tools on both monitoring and evaluation (of HLP advocacy) and advocacy. COs have had positive experiences (and results) in these areas and it may be that an exchange/documentation of “best practices” would be of assistance.

*Recommendation:* Consider how further support could be provided to COs including training and tools on monitoring and evaluation and advocacy; and an exchange of best practices.

6. **Project Coordination:** To build on the solid coordination base, this review saw several issues that needed to be resolved; a more detailed description of roles and responsibilities for the global and country level, including the agreed role of IDMC with specific

tasks/responsibilities; clarity as to the team's responsibility for HLP advocacy outside of DWHLPR; and consider establishing an Advisory Group of senior NRC management and external stakeholders.

*Recommendation:* Consider the above-suggested improvements for project coordination, notably: clarify roles of ICLA PMs, PAAs, CDs and IDMC; clarify HLP team's responsibility outside of DWHLPR; and consider establishing an Advisory Group.

7. **Partnerships:** Other organisations may have the potential to support NRC but currently not have the means to do so in terms of information and leverage. NRC could build more alliances with UN organisations, interested government services, development actors and civil society.

*Recommendation:* Consider building more alliances within the international community with organisations working on/interested in similar issues.



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# 1. INTRODUCTION

This report is an external review of the Norwegian Refugee Council's (NRC) programme-based advocacy initiative on housing, land and property (HLP), 2011-2014. The review focused on learning with the aim of producing lessons, conclusions and recommendations for the future.

## 2. REVIEW PURPOSE, USE AND METHODOLOGY

The purpose of the review was to identify successful approaches and potential for improvement in programme-based advocacy at the global level. The lessons and good practices identified by the review may be considered as useful for NRC on three levels:

- For replication within other NRC priorities for programme-based advocacy at the global level, e.g. the “Education is a New Beginning” campaign.
- To understand if, and how, advocacy has influenced NRC's programming – particularly in terms of ICLA programmatic focus on women and synergies between ICLA and shelter in security of tenure for shelter beneficiaries.
- To inform the future of the HLP project – specifically focusing on what works and what can be improved at the country level and for global advocacy.

Based on the above, a series of questions were developed as a basis of this review (as detailed in the Terms of Reference, Annex 4).

The main methods used for this review were semi-structured interviews and an online survey of relevant NRC country offices (COs). The review essentially covered a three-year period from January 2011 to December 2014, encompassing the main period of advocacy activities for this initiative.

In total, 37 persons were interviewed: 29 NRC staff and nine external stakeholders in 13 countries. For the online survey, 13 responses were received from seven COs, a 100% response rate in terms of relevant COs. A list of persons interviewed is found in Annex 1. The interview guide used is attached in Annex 3. A list of the main documents consulted for this review is attached in Annex 2. The review was carried out by Glenn O'Neil and Patricia Goldschmid, two independent evaluation consultants at Owl RE. Information about the consultants can be found in Annex 5.

The review was conceived as a “light” review that would eventually feed into a more comprehensive evaluation scheduled in 2015, within the UK Department for International Development (DFID) Programme Partnership Arrangement (PPA) framework funding. The



review was also linked to a rapid review carried out of the NRC's Global Advocacy Strategy of 2010-12, of which HLP was a priority<sup>1</sup>. Consequently, the review endeavoured to provide feedback on all major aspects of the HLP advocacy, but could not cover all activities and events in an in-depth manner. Further, the review team did not carry out any fieldwork as part of the review, which should be taken into account in considering the review's findings, particularly the absence of feedback from external stakeholders at the country-level.

### 3. OVERVIEW OF HLP ADVOCACY

HLP was set as one of the three thematic priorities of NRC's Global Advocacy Strategy (GAS) for 2010-12. On this basis, a position was created - HLP Advocacy Adviser - to develop and implement a HLP advocacy strategy and work plan for the period 2012-2013 which continued into 2014<sup>2</sup>. HLP advocacy was supported through the UK Department for International DFID PPA and PPA extension and the Norwegian Ministry of Foreign Affairs (NMFA) Global Framework Agreement.

The HLP advocacy strategy set out four objectives:

1. Provide well-researched policy recommendations to governments in research countries, high-level decision-makers and the humanitarian community for strengthening displaced women's HLP rights.
2. Provide well-researched policy recommendations targeting donors and national governments to improve security of tenure for displaced people in emergency shelter programmes.
3. Promote security of tenure for displaced populations with national governments, donors and practitioners as a way to rebuild lives and protect the most vulnerable in research countries.
4. Strengthen NRC's evidence-base on HLP issues and continue to build organisational profile by developing clear messaging and innovative communications.

The advocacy work was led by an Advocacy Advisor from the Advocacy and Information Department<sup>3</sup> at NRC's Head Office (HO), who worked closely with relevant COs, the International Programme Department (notably the ICLA and shelter staff) and the NRC office in Geneva.

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1 O'Neil, G. (November 2014). Rapid Review of NRC's Global Advocacy Strategy 2010-2012.

2 NRC, HLP Advocacy Plan, May 2012 – 2013. Another version also exists that has slightly different objectives: *Global Advocacy Strategy: Durable Solutions, Housing Land and Property Strategy 2011-2013*.

3 Since mid-2014, the HLP Advocacy Advisor is based in the Field Operations Department after NRC reorganised its structure.

To achieve the above objectives, a range of activities were implemented at the national, regional and international levels including field research and consequent publication of findings, outreach events, training workshops, publications, media work, meetings with stakeholders and coalition-building with like-minded organisations.

The timeline below illustrates some key dates of HLP activities of 2012 to 2014:

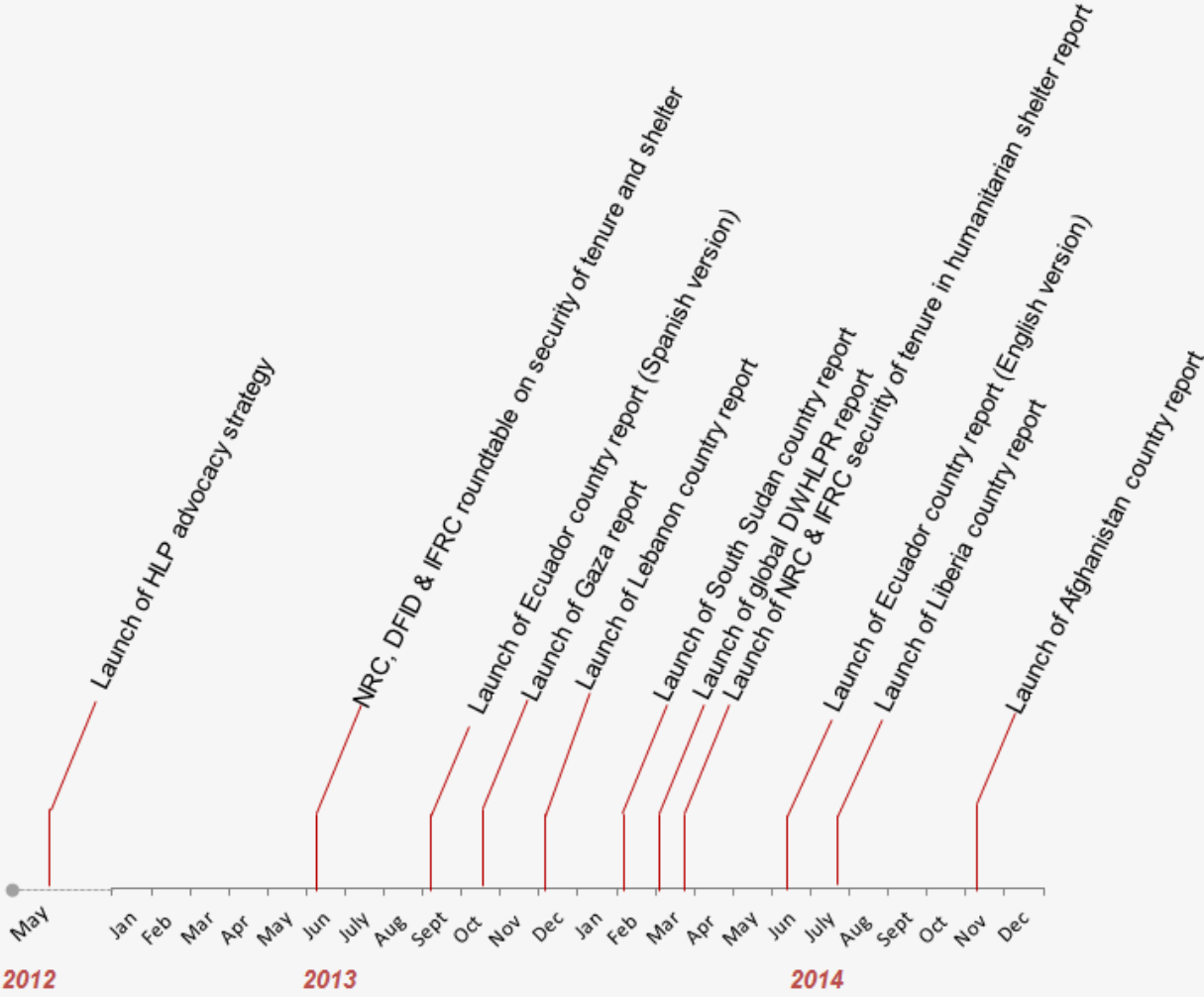


Figure 1: Timeline of key HLP advocacy activities

## 4. FINDINGS

*“HLP is the root cause of many problems; work on HLP is very important but not well understood and it does not get enough coverage.” Donor*

Overall, this review found that the HLP advocacy has provided a heightened profile to this subject, mainly concerning displaced women’s HLP rights (DWHLPR) and security of tenure for shelter, contributing to changes in policies and practices as described in this report. As illustrated by the above quotation, HLP is considered a neglected issue and NRC’s advocacy was timely as it coincided and contributed to it gaining some of the prominence it deserved, including in natural disaster response <sup>4</sup>.

However, this review found considerable obstacles for HLP advocacy, given the sensitivities of land issues and the societal changes needed to change discriminatory practices against women. Despite a lack of progress within the humanitarian system in advancing HLP<sup>5</sup>, NRC has been able to bring leadership to HLP related advocacy and has worked to overcome other obstacles faced as detailed in this report.

### 4.1. What have been the main successes and challenges for carrying out programme based global advocacy for HLP?

*“NRC is recognised as being the top leader on the issue [HLP] and have a lot of potential to clarify it and get people involved” Donor*

An analysis of the four objectives of the advocacy plan illustrates that the main successes of HLP advocacy were in the thematic areas of DWHLPR both globally and at the country-level (objective 1) and security of tenure for shelter (objective 2). In implementing the HLP advocacy plan, this resulted in a focus on these two themes and the other two objectives (objectives 3 & 4) were less of a priority and partially integrated within this work. This was mainly due to a reshaping of the scope of the advocacy, as the initial objectives were too broad and ambitious compared to the resources (staff and budgets) available. Challenges were mainly seen in the follow-up to the various activities and capitalising on

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4 One of the ten recommendations of the 2014 inter-agency evaluation of the typhoon Haiyan response focused on a higher priority for HLP: Hanley, T., Binas, R., Murray, J. & Tribunalo, B. (October 2014). *IASC Inter-agency Humanitarian Evaluation of the Typhoon Haiyan Response*.

5 The HLP Area of Responsibility was created in 2007 under the Global Protection Cluster and UNHABITAT (UN Human Settlements Programme) designated as the HLP Focal Agency: <http://www.globalprotectioncluster.org/en/areas-of-responsibility/housing-land-and-property.html>

the opportunities created by the advocacy, as described below. An analysis of each objective is summarised in the following table:

Objective	Assessment
1. Provide well-researched policy recommendations to governments in research countries, high-level decision-makers and the humanitarian community for strengthening DWHLPR.	A solid body of research was produced in 10 countries that was used for advocacy at the country-level and globally, raising the issue of DWHLPR, contributing to change within NRC programmes (mainly ICLA) with examples also seen of influencing policy at the country-level.
2. Provide well-researched policy recommendations targeting donors and national governments to improve security of tenure for displaced people in emergency shelter programmes.	Policy recommendations on security of tenure were produced jointly with the International Federation of Red Cross and Red Crescent Societies (IFRC) that were presented and discussed with shelter professionals and donors. Awareness was also raised amongst humanitarian actors and changes began to be seen in “thinking and doing” on HLP in shelter.
3. Promote security of tenure for displaced populations with national governments, donors and practitioners as a way to rebuild lives and protect the most vulnerable in research countries.	Specific activities for this objective were not carried out, but more so integrated into the work of objective 1 and 2.
4. Strengthen NRC’s evidence-base on HLP issues and continue to build organisational profile by developing clear messaging and innovative communications.	The evidence base and organisational profile on HLP was built through the DWHLPR (objective 1) and to a lesser extent shelter work (objective 2) while more global HLP messages were a lower focus.

**Table 1: Assessment of HLP advocacy objectives**

Several of the key thematic areas of work (linked to objectives 1, 2 and 4) are now discussed in detail with the exception of the country-level DWHLPR (objective 1), which is detailed in the Section 4.3.

### Objective 1: Global DWHLPR

The main focus of the global DWHLPR was the research and launch of the global report in March 2014 titled “*Life can change: Securing Housing, Land and Property Rights for Displaced Women*”. The report was considered as a very credible document, given its research and programme basis and the launch event (Geneva – March 2014 with some

70 participants) was seen as very successful in profiling the issue to relevant audiences, given the presence of donors, humanitarian agencies, civil society organisations (potential allies) and recipient countries.

External stakeholders commented that the report and its promotion successfully raised the DWHLPR issue amongst donor governments and humanitarian agencies of what was considered a neglected issue by those interviewed.

As the findings were drawn largely from country-based research, it was also seen as a project that was not only HO driven but also matching the needs of COs. The country-level reports and advocacy did vary in ambitions and activities as described in Section 4.3.

Some external stakeholders and NRC staff commented that they thought that DWHLPR at the global level could have been further promoted and a greater impact seen with target audiences. The project was successful in establishing links with new stakeholder groups such as gender and land rights organisations and it was felt more partnerships and coalition-building could have been established. The report, as a product, was substantial and contained 29 recommendations; it was felt that the report could have been the basis for a series of more targeted products (e.g. policy briefs for specific audiences) and more creative tools (e.g. the photo exhibitions that were used in Lebanon and Geneva). In addition, it was not clear to interviewees what would be the next steps for global level advocacy on DWHLPR. Following the release of the report, a decision was made within NRC to focus more on country-level advocacy. As based on the research findings, it was found that the main challenges were at the country-level (rather than global) and that programmes to provide legal assistance to women would be the most appropriate response.

## **Objective 2: Security of Tenure for Shelter**

The main focus of security of tenure for shelter was the joint work carried out with the IFRC. A two-day event with DFID and IFRC was held in June 2013; the first day was more for technical specialists and the second day for donor governments and other stakeholders. A policy brief produced for this event was consequently modified based on feedback received and published in March 2014<sup>6</sup>. Further work was carried out with the Global Shelter Cluster through the Regulatory Barriers Working Group with one key output being a training module on HLP for shelter staff that has been carried out twice to date (Philippines and Manila) in addition to a pilot training in Oxford, UK. The basis of the training module was the work undertaken by a shelter-HLP consultant for NRC in 2013 which resulted in the first draft of the training that was then given to the shelter cluster to finalise.

External stakeholders and NRC staff believed that the work on security of tenure for shelter has started to have an impact with humanitarian agencies and shelter professionals, notably the proposed concept of “secure enough”. Within NRC, the work on shelter was

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6 NRC & IFRC (April 2014), *Security in Tenure in Humanitarian Shelter Operations*.

seen as a very positive example of how two of NRC's core competencies (ICLA and Shelter) could work together in a common area of interest. NRC's shelter policies have been revised and examples were given where ICLA and Shelter worked successfully together on HLP in field operations (e.g. Jordan). Shelter professionals have also become more interested in HLP, for example, the HLP session at the NRC global shelter seminar 2014 was one of the highest rated sessions<sup>7</sup>.

Both within NRC and externally, there was a consensus that NRC and IFRC should pursue further its work on security of tenure for shelter; that the "mind-set" on HLP amongst shelter practitioners had started to change and more support was needed in its implementation. The need to further reach national authorities of affected countries was also highlighted.

Policy influence amongst donor governments and the UN Special Rapporteur on Adequate Housing (SRAH) is discussed below.

## Global communications

*"Would be good to see NRC taking more of a public position – be more robust in their leadership given the dedicated programmes they have"*  
INGO

Global communications on HLP focused mainly on profiling DWHLPR (objective 1), for example, the website <http://womenshlp.nrc.no>. This review was not able to identify any global communication actions or tools to profile HLP as a distinct topic itself (as foreseen for objective 4). Many persons interviewed felt that it was a "clever" move to link HLP to the rights of displaced women – because HLP as a "stand-alone" topic would not necessarily gain much attention.

At the same time, comments from both internal and external stakeholders indicated that NRC could have had a higher public profile on HLP, given its expertise in the area (notably through ICLA) and the impressive body of research it had produced, as illustrated by the above quotation. The lack of support from the HO communication unit also contributed to this situation (detailed further in section 4.2).

There were different points of view as to what the focus of global messaging and its purpose should be. The following ideas were cited; influencing donors' commitment to HLP; profiling the NRC on HLP; using HLP to provide a voice for women beneficiaries; influencing affected states; and influencing the humanitarian actors on issues such as their misuse of the head of household concept.

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7 NRC, (May 2014) *Global Shelter Seminar, evaluation summary and comments*.



## Global policy influence

Another aspect of the global work was to influence relevant policies and practices. This review found the following examples of where NRC's influence helped raise the profile of HLP in such policies and practices:

- *The UN Special Rapporteur on Adequate Housing (SRAH) Guiding Principles Security of Tenure for the Urban Poor*<sup>8</sup>: The dialogue established with the SRAH as part of the HLP advocacy provided NRC with an opportunity to input into these Guiding Principles, notably on Principle 5 (humanitarian assistance including shelter) and Principle 6 (women's security of tenure). External stakeholders who followed the drafting process commented that messages promoted by the NRC and IFRC on shelter had reinforced these aspects within the Guiding Principles.
- *Guidelines on Gender-based Violence Interventions in Humanitarian Action*<sup>9</sup>: NRC provided substantial input into these new guidelines produced by the Global Protection Cluster which include a full chapter on HLP that considerably references NRC HLP publications and research.

The advocacy strategy and workplans did mention the above actors as potential advocacy targets but did not map out or detail the key policies and processes to influence, a point that is taken up in the conclusions and recommendations (conclusion 4).

The HLP team and other NRC staff were active in presenting HLP issues at global forums including the World Urban Forum (2014) and the World Bank Land and Poverty Conferences (2013/14) in addition to conducting a training module at the US Institute of Peace (USIP) (2013/14) as seen in Figure 1. These presentations and trainings supported the NRC in raising the global profile of HLP and as they were mostly done by field staff (ICLA and shelter), it was an example of how country-level issues were raised at the global level and further involved CO staff.

## Influencing donors

Donors were a target audience mentioned in the HLP advocacy strategy. Donors interviewed (DFID, ECHO and NMFA) were supportive of HLP advocacy and believed NRC had increased the profile of HLP issues (shelter and DWHLPR) within their own governments and humanitarian organisations. There was some discussion as to what extent donors were supportive of HLP components in humanitarian operations with different opinions heard. One donor mentioned the challenges faced internally to convince leaders/manage-

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8 Rolnik, R. (30 December 2013), *Report of the Special Rapporteur on adequate housing as a component of the right to an adequate standard of living, and on the right to non-discrimination in this context*, Human Rights Council, Twenty-fifth session, Agenda item 3, A/HRC/25/54.

9 Global Protection Cluster, (2015-foreseen), *Guidelines for Integrating Gender-based Violence Interventions in Humanitarian Action: Reducing Risk, Promoting Resilience and Aiding Recovery*.

ment that HLP deserved funding as it was not considered a first level emergency need. At the same time, donors mentioned that HLP needed to be more systematically integrated within relevant funding proposals (e.g. for shelter) and this wasn't yet being seen by NRC and other humanitarian agencies. Further, donors and others mentioned that HLP was a perfect example of needs that bridged between humanitarian and development situations that was not yet fully understood or capitalised upon by humanitarian actors and donors.

## 4.2. What are the main lessons identified for the management and co-ordination of programme-based advocacy at the global level?

Overall feedback on the management and coordination of the HLP advocacy was positive with CO staff and external stakeholders commenting on the constructive support and commitment of the project team. Particular aspects of management and coordination are analysed further:

**Resourcing and staffing:** The availability of funding from DFID and NMFA allowed the HLP advocacy to deploy resources and make adjustments to activities as they were being carried out, as in global and research activities. For example, it allowed NRC to adjust priorities such as adding additional research countries due to new emergencies, a conscious change to priorities. Issues with staffing were mainly seen at the country level such as in the follow-up of activities, which were the responsibility of the COs and falling under their budgets and programmes.

**Interaction with COs:** CO staff commented that the support they received from the central project team to carry out HLP activities, particularly those related to DWHLPR research and advocacy was constructive and generous. There were some issues about the research process at the country level, which improved over time and is discussed further in the next section. Two main concerns of coordination were raised by the COs:

- COs didn't feel they had enough information to understand the "big picture" of HLP advocacy and where they fitted in. In cases where CO staff were involved in global actions (such as presentation at international conferences) their understanding (and commitment) was greatly improved.
- Issues were seen with the roles and responsibilities at the country level for HLP advocacy. The role of the Protection and Advocacy Advisor (PAA) varied from country to country and seemed to depend more on personalities and interests rather than any defined role. The commitment and involvement of the ICLA Project/Programme Manager (PM) also varied from country to country. The national ICLA staff were seen as being key in their involvement and consequent commitment to the HLP advocacy. The potential of their role was discussed and how far they could go in assuming responsibilities for activities such as advocacy to local authorities; some CO staff thought the involve-

ment of the Country Director (CD) or the ICLA PM was necessary for these activities due to the sensitivities involved.

**Coordination across advocacy and programmes and representation:** The nature of the HLP advocacy meant that collaboration was necessary with programmes and representation offices:

- The main programme area (core competency) where there was significant collaboration was between ICLA and Shelter staff. HO/CO staff commented that the advocacy enabled a strong collaboration between Shelter and ICLA staff (as described in the previous section) that was limited previously. This seemed to be due to a combination of positive working relationships between individual staff members and the emergence of HLP as highly relevant for shelter professionals.
- The HO communications unit was also a partner for the HLP advocacy. During the period under review, the communications unit was not fully able to support the communication and media aspects of HLP advocacy beyond basic tasks, such as publication of web materials and issuing of press releases (which faced delays according to HO staff). The HLP advocacy had its own communication advisor which proactively allowed it to build public communications on the issues and establish a website for DWHLPR (<http://womenshlp.nrc.no/>). However, the lack of involvement of the communications unit meant that HLP messages were not always integrated into the overall communications of NRC and that the communication advisor and team did not engage fully with the team either. According to HO staff, the communications unit lacked resources to support HLP advocacy both in practical and strategic support that was desired. The communications unit were not available to this review to clarify this situation.
- The Geneva Office collaborated on several events such as the launch of the global DWHLPR report and the shelter events described above. This collaboration was seen as positive and constructive, given that the Geneva Office was involved early in the HLP planning and strategy. More potential was seen as possible with the Geneva-based organisations.
- The role of the Geneva-based IDMC in the implementation of HLP advocacy was not clear and tensions were evident to external stakeholders (mentioned spontaneously by a donor and an INGO). The original HLP advocacy plans foresaw a role for IDMC as co-responsible for two thematic areas (security of tenure and climate change/natural disasters) but these areas have not advanced as planned.

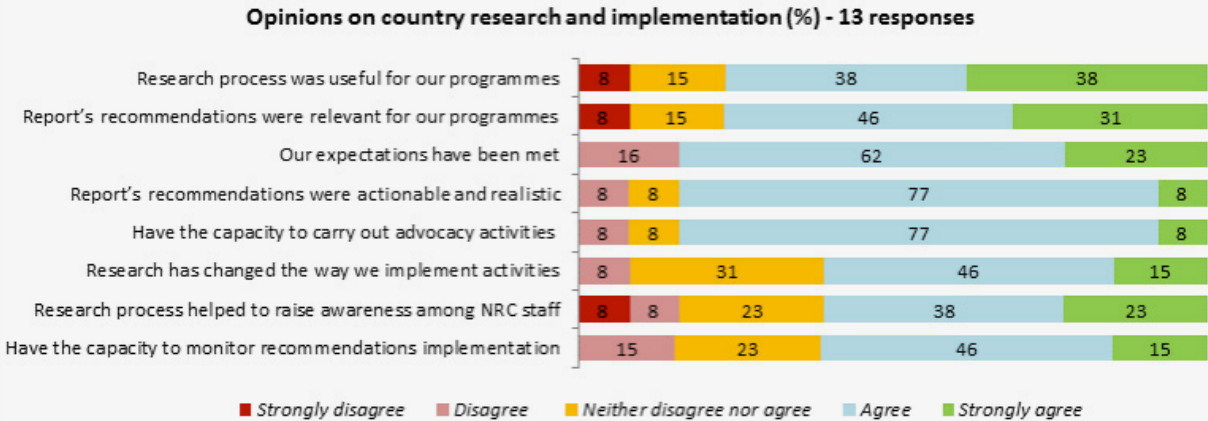
**Team management:** A multidisciplinary team (comprised of advocacy, communication, legal and gender specialists) was established and managed by the HO HLP advocacy advisor. In addition to the expertise and support it provided, the team brought added value by providing consistency across countries and over time; and in being able to integrate learning as the advocacy progressed, for example on the country-level research process. Of note, the team only physically met twice from 2012-2014, with most coordination and

contact done virtually which functioned well according to team members. One issue identified was the distinction between the team’s focus on DWHLPR and the other themes of the HLP advocacy; the team seemed to have a clear focus on DWHLPR but their role with the other themes was not clear. An Advisory Group comprised of NRC CO/HO staff, IDMC and academia was foreseen but not established as it was felt their tasks were covered sufficiently by the team.

Lessons identified on management and coordination are summarised at the end of this report.

### 4.3. How has the HLP research been followed up at the country office level and why has there been limited follow up in some countries?

The country-level DWHLPR research and advocacy was a positive and useful experience for the participating countries, according to the seven countries and one region (Latin America) interviewed and surveyed. Of note was the relevance and usefulness of the research to the countries, as can be seen in response to the country-level survey (figure 2) and as was confirmed in the interviews. The number of countries foreseen to participate in the research was exceeded, from an initial five to ten to date. According to NRC staff, this expansion was due to the success of the country-level research, i.e. as COs saw the outputs and results of the initial country research, more COs became interested and requested to participate. This was also supported by the flexibility of the funding that allowed the HLP team to provide the necessary country-level support. Challenges were faced in the capacity of COs to follow-up and monitor the implementation of report recommendations (lowest score as seen in Figure 2) as discussed further below.



**Figure 2: Opinions on country research and implementation**

## Research launch and promotion

The publication of the research at the country level was an opportunity for COs to promote the report's findings and all COs held internal discussions and an external launch, as seen in Figure 3 <sup>10</sup>. CO staff commented that the launch and the associated meetings and discussions heightened awareness of the research findings, which contributed to changes both internally and externally (as detailed below), although not all opportunities could be followed up and fully capitalised on, as discussed below.



**Figure 3: Activities carried out following research**

## Main results of research

A main result of the research with potentially a longer-term impact was the changes made to NRC programmes, as seen as the top scoring element in both figures 2 and 4. The ICLA programme was the main beneficiary of such changes, although Shelter programmes were mentioned, although this seemed more to be about the constructive working relationship between the relevant staff rather than the result of research (e.g. as reported in Jordan). Of note, the NRC programmes were not listed specifically as targets in the HLP advocacy strategy but considered in the broader “humanitarian practitioners”.



**Figure 4: Changes made to existing programmes**

<sup>10</sup> As of January 2015, Ivory Coast CO had not yet finalised their report – thus the missing country in figure 3.

Following are examples provided by CO staff of concrete changes made to programmes largely as a result of the research:

- ICLA training and awareness more focused on women (Afghanistan, Ivory Coast, Lebanon, Palestine)
- Expansion of ICLA services (e.g. counselling) offered to women (Ecuador, Palestine)
- Further focus on country-level advocacy and policy interventions for DWHLPR rights (Afghanistan, Palestine)
- Alignment of advocacy strategies to focus more on women (Colombia)
- Funding proposals on HLP and women (Latin America region and South Sudan)
- Partnerships with local women's groups as part of ICLA (Palestine)

Five countries also reported that they had included programme changes in their country strategies, which is an indication that the changes will be further integrated within programmes.

In considering changes to NRC programmes, it should be recognised that in the majority of contexts, NRC was already carrying out some of these activities before the research began (as reported in the survey results). However, the research and its findings increased the focus on women for programmes (predominantly ICLA) in these countries.

There was less evidence that the research had resulted in changes to activities and policies externally in the short term, although COs provided several examples <sup>11</sup>:

- Establishment of a GBV-HLP desk at the Liberia Ministry of Gender, Children and Social Welfare;
- Interaction on the issue with a key Lebanese-Palestinian refugees dialogue committee in Lebanon;
- Integration of women in village land management committees in Ivory Coast;
- Agreement that women could also be able to sign deeds for shelter constructed in Gaza by the UN Relief and Works Agency for Palestine Refugees (UNRWA).

In achieving external change, significant challenges were encountered according to CO staff, including: access to the relevant authorities; the instability of the authorities and their regulatory frameworks; the engrained patriarchal nature of many societies; the informal decision-making mechanisms that exist; the sensitivity and political nature of land ownership; the non-legislative nature of change needed (i.e. with social norms); and the capacity of NRC to follow-up and pursue opportunities resulting from the research, as described below.

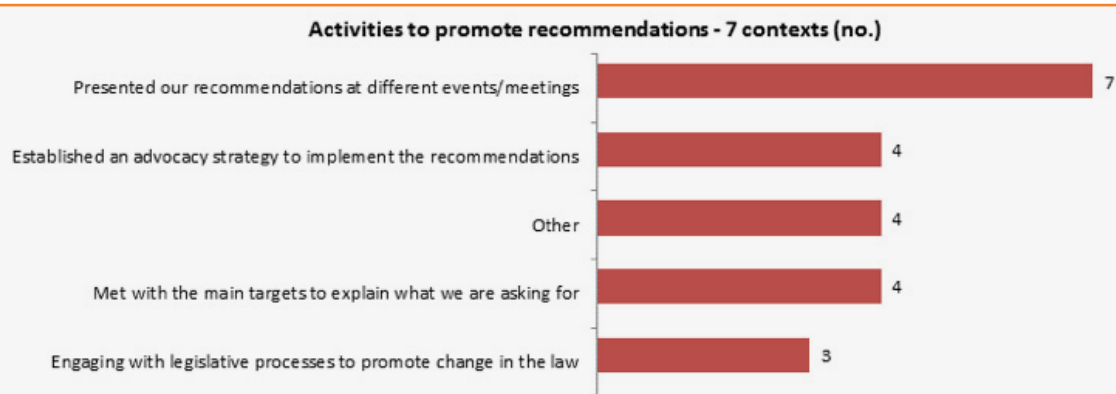
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11 It was not feasible for this review to verify the extent to which NRC had contributed to the stated changes; this would have only been possible with country-level visits and evaluation.



## Follow up to research findings and recommendations

The capacity of COs to follow-up and monitor the implementation of report recommendations was limited and varied from country to country. According to CO staff interviewed, beyond the research launch, the follow-up was not fully optimised in most contexts and activities to do so were limited, as seen in figure 5. All COs reported that they were monitoring implementation internally but only three reported monitoring recommendations externally (Afghanistan, Liberia and South Sudan). Examples provided of recommendations being monitored tended to be internally focused, such as: Increasing support for women groups and increase in legal education; acquiring a deeper understanding of the existing informal mechanisms; increasing number of cases for women; modifying the requirements for access to social programmes and credits for women refugee.



**Figure 5: Activities to promote recommendations**

*\*"Other" mentioned they were preparing activities as they had just launched or were launching their reports; and liaising with UN agencies to encourage follow-up.*

There was a consensus amongst CO staff, research consultants and HO staff that not enough advocacy was carried out based on the research findings at the country-level. Various reasons were given for this: lack of clarity as to who was responsible within the CO for the advocacy; lack of experience in advocacy; lack of tools and staff to support advocacy; need for better buy-in of other programmes; unrealistic nature of some recommendations; absence of consultation with authorities in framing recommendations; the main product (research report) not adapted to advocacy; and the resource-intensive nature of the research process that led to advocacy on the findings being less of a priority, as illustrated by this quotation of a CO staff:

*"We have a great product in the research report and we should be doing more with it but others were exhausted by it and for them it's finished"*

The above issues also raised the question of the role of advocacy as tool for ICLA and other NRC programmes. Different opinions were heard on this subject;

- NRC programmes did not have the tools and know-how to understand how advocacy could be a programme component, for example analysing the environment, identifying stakeholders and creating strategies to reach them;
- Advocacy was under-utilised as a tool by NRC programmes and with the support and training from the PAAs they could be using advocacy more;
- The interest of the PAA to provide such programme-level advocacy support varied largely;
- Programmes such as ICLA should be responsible for advocacy as a programme tool and collaborate with the PAAs at the national level or where they felt further advocacy expertise was needed.

## Coordination of the research process

Feedback on the research process was generally positive, with CO staff commenting on the constructive support they received from global HLP team. Over the period under review, the research process became more efficient as lessons learnt from earlier country-research could be integrated even though the process still depended significantly upon the staff in country and their involvement and commitment to the project. It was also commented that the involvement of ICLA national staff in carrying out the research supported them in understanding discrimination against women in their own societies, the possible solutions and reinforced their own possible advocacy role (although awareness raising was not strong amongst staff in general according to the survey results, Figure 2). In addition, the research process was identified as being beneficial for the women that participated in the research; by doing so they understood better their rights and ICLA services available to support them, according to CO staff.

The main challenges identified in coordination of the research process were as follows:

- Lack of definition of roles “who does what”, particularly in follow-up activities as described above;
- Lack of consultation between the researchers and the ICLA programme to frame recommendations for the given context;
- Insufficient sharing between countries on how research was carried out and consequent learning from it;
- Not enough reflection as to the timing of the research and the release of findings to match policy development and external “influencing” events;
- Research processes that were too long from the conception to the report delivery;
- Too many people commenting and providing inputs into report drafts.
- Staff were sometimes lacking in the necessary experience and understaffing also reported. The high turnover of expatriate ICLA staff in some countries was also cited as contributing to the lack of follow up and overall direction for the research.

## 5. CONCLUSIONS AND RECOMMENDATIONS

The overall conclusion of this review was that the resources and priority given to HLP advocacy by NRC have provided a heightened profile to DWHLPR and security of tenure for shelter within NRC and amongst humanitarian practitioners, civil society, donors and national authorities. The advocacy has contributed to changes to NRC programmes, notably in a greater focus on women in ICLA and in Shelter, to a lesser extent. Externally, input has been provided for global policies and humanitarian practices (shelter). Examples were seen where country-level research has influenced changes to local practices in contexts where obstacles were significant. NRC was also a credible actor to champion HLP given its field base and experience.

The review found that there remains considerable potential for HLP advocacy, as further detailed in the following seven conclusions and recommendations.

1. **Global strategy and planning:** When it was first conceived, the HLP advocacy was more ambitious in terms of themes and ultimately the work focused primarily on shelter and DWHLPR, with the latter exceeding expectations in its “uptake” within NRC (as seen by the doubling of countries involved). The prioritisation on these two themes for HLP is recognised in the new NRC Strategy for Global Advocacy 2015-2017 <sup>12</sup>. Therefore, it follows to further develop these two themes and focus the advocacy and communications on this in future work plans and advocacy. A balance needs to be found between the country-level and global-level work: Ideally, country-level would be a priority supported by targeted global-level advocacy when relevant.

*Recommendation:* In the foreseen new work plan/strategy for HLP advocacy, focus primarily on shelter and DWHLPR as the main themes.

2. **Next steps for DWHLPR:** As found by this review, the DWHLPR has built up an impressive body of research and raised the profile of the issues. Further reflection may be warranted as to how the country-level advocacy supports and links to the global advocacy, and vice-versa. At the global level, a next step is expected by audiences; this could involve distilling the findings from the country reports since the global report and providing an update; it could imply selecting common recommendations and focusing on them in a series of advocacy products – both policy-based and creative; it could involve building a more solid coalition around DWHLPR. At the country-level, as more COs become involved, “lighter” research approaches could be adopted (as seen recently for Central African Republic); support also needs to focus on the follow up of recommendations as detailed in conclusion 5 below.

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12 Objective 2.1 of the Strategy: “NRC will advocate for displaced peoples’ housing, land and property rights, with a particular focus on defending displaced women’s rights and on strengthening secure tenure arrangements in shelter assistance”.

*Recommendation:* Within the new work plan/strategy provide a “next step” for DWHL-PR considering the above suggestions.

3. **Next steps for shelter:** Progress on security of tenure for shelter has been seen and this review found that further focus would be needed to keep the momentum going. Within NRC, this review understands that there are moves to further institutionalise HLP within shelter policies and practices and this should be encouraged. NRC and IFRC could also reflect further as to how to build on their “secure enough” concept as a central advocacy message; focus further on encouraging HLP as a standard component of shelter operations through reviewing and increasing its work through the Global Shelter Cluster; and consider how a greater focus can be made on authorities of affected countries.

*Recommendation:* Within the new work plan/strategy provide a “next step” for shelter considering the above suggestions.

4. **Global communication and advocacy:** This review found that the profile of HLP was raised due to the advocacy, and mostly on DWLHPR. However, the potential for an even higher profile was possible and should be pursued. Key to any decision is what would be the purpose, focus and message. This review believes that communicating globally on HLP does not necessarily have a classic global advocacy target, e.g. change/adaptation/ratification of an international treaty/policy. More so, that global policy is better influenced through a collaborative process, as was done for the UN SRAH Guiding Principles – arguably now a significant part of soft international law on HLP. This approach to influencing global policy should be encouraged and stepped up with a concerted effort to map global policy processes. Any increase of advocacy at the global level should not be done at the expense of the country-level advocacy which remains a priority for the HLP advocacy. For communicating globally, it could be more so to raise the profile of NRC on HLP – DWLHPR in particular. This could take various avenues, for example, informing the public about the precarious situation of women in displacement (eventual pressure on governments to do more); or about the practice of humanitarian actors that discriminate against women in shelter allocation (eventual pressure on the humanitarian actors). In parallel, NRC as part of its global communication strategy should give a higher priority to DWHLPR as has been seen with the new strategy for global advocacy. This would also be reliant on the ability of the global communication strategy being able to integrate DWHLPR in a qualitative manner (e.g. “voices of women...”) more so than in a quantitative manner (e.g. “number of women...”). Maintaining and increasing the level of visibility on HLP globally also means securing the necessary budget to do.

*Recommendation:* Consider if a broader communication role is appropriate for HLP within NRC’s global communication strategy which would complement the new strategy for global advocacy 2015-2017; continue and reinforce NRC’s ability to influence global policy on HLP through mapping policy processes. Secure necessary budgets to do so.

5. **Support for COs:** As detailed in the findings, the greatest limitation of the country-level work was in the follow-up and advocacy for the country reports. The HLP team has learnt through the research process and has already adapted its approach to better prepare and support the COs in the research process and the follow-up. The COs identified areas where they would still need further support, such as clarifying the roles and responsibilities for advocacy within the CO (see next conclusion) and training and tools on both monitoring and evaluation (of HLP advocacy) and advocacy. COs have had positive experiences (and results) in these areas and it may be that an exchange/ documentation of “best practices” would be of assistance.

*Recommendation:* Consider how further support could be provided to COs including training and tools on monitoring and evaluation and advocacy; and an exchange of best practices.

6. **Project Coordination:** This review found that the coordination of the HLP advocacy worked well, considering the diversity of the tasks and the considerable geographic spread. To build on this solid base, this review saw several issues that needed to be resolved; within a future workplan/strategy, a more detailed description of roles and responsibilities for the global and country level (e.g. ICLA PMs, PAAs and CDs), including the agreed role of IDMC with specific tasks/responsibilities; clarity as to the team’s responsibility for HLP advocacy outside of DWHLPR; and consider establishing an Advisory Group of senior NRC management and external stakeholders – as this could be an effective way of developing greater “buy-in” for the advocacy in-house and externally.

*Recommendation:* Consider the above-suggested improvements for project coordination, notably: clarify roles of ICLA PMs, PAAs, CDs and IMDC; clarify HLP team’s responsibility outside of DWHLPR; and consider establishing an Advisory Group.

7. **Partnerships:** The review found that there were opportunities for more extensive collaboration with partners, the partnership with the IFRC being a good example of the potential benefits. NRC has made significant progress in raising awareness and generating change on various levels. However, other organisations may have the potential to support NRC but currently not have the means to do so in terms of information and leverage. NRC could build more alliances with UN organisations, interested government services (e.g. EU officials), development actors and civil society for example to help motivate management in those organisations to support HLP initiatives more rigorously.

*Recommendation:* Consider building more alliances within the international community with organisations working on/interested in similar issues.

## 5.1. Lessons identified

The following lessons identified have been drawn from the experiences of HLP advocacy and particularly what “worked well” that could be potentially of interest to other programmes/areas of NRC:

### Project management and coordination

- Establish a multi-disciplinary team to run the project that has skills and capacity to work globally and support local initiatives – the team can work virtually together and need not be in the same location;
- Secure solid financing for the team to ensure that it has the capacity and flexibility to adapt and extend the strategy;
- Endeavour to communicate a “global picture” to staff and partners of where the different elements fit within the overall project;
- Develop a “buy-in” within the organisation by involving relevant operational and support staff in the project, seek active validation and involvement of the senior management;
- Create opportunities for country staff to participate in global aspects of the project and to provide input into global strategies;

### Research

- Define well and prepare the country-based research process to ensure that it serves the purpose of the advocacy;
- Consider several pilots to test research methods and processes;
- Conceptualise research as a tool to support advocacy for a given priority, research recommendations need to be drafted closely with programme staff to ensure their relevance and applicability;

### Advocacy strategy

- Distinguish between what advocacy is desiring to achieve at the global and country levels through a theory/theories of change; there may be overlap and synergies but steps to reach the changes desired should be clear;
- Within a given field, take a more narrow rather than broad approach, as seen in the two-pronged focus of HLP advocacy (DWHLPR and shelter);



- The experience of HLP advocacy illustrated that internal change (i.e. to NRC programmes) can be a legitimate objective, realisable and act as an example for other humanitarian actors;
- For country-based advocacy, before advocacy starts, assess the feasibility that change will occur to policy and practices due to the advocacy and adjust the advocacy approach to take this into account;
- In global advocacy; if working for change within the humanitarian system, analyse the power arrangements and connections – in the case of HLP and shelter, the cluster system was an appropriate entry point to influence change;
- The experience of HLP advocacy showed that advocacy need not be “confrontational”; progress can be made through collaboration in policy processes if they are well identified and timing is right;
- Dedicate time and resources to determining how progress will be monitored with appropriate indicators set and tools designed;

## Activities and tools

- A country-level research report can be the cornerstone of advocacy but it needs to be broken down further for the different audiences: for example, through flyers, radio spots, multimedia, video productions and targeted social media promotion (tweets and posts);
- Advocacy messages can also be effective through visual means; photo exhibitions and online photo galleries are excellent means to convey messages to a larger public;
- The “human story” should not be underestimated as a messaging approach; for DWHL-PR many persons interviewed recalled the testimonies given by ICLA local staff at events;
- Coalition-building can be time-consuming but it is an excellent way to extend the reach of advocacy messages to diverse and new audiences.

# ANNEX 1: LIST OF PERSONS INTERVIEWED

## External Interviews

Name	Position	Organisation	Location
Lizzie Babister	Social Development Adviser	DFID	UK
Lucy Earle	Social Development Adviser	DFID	UK
David Fisher	Global Programme Coordinator - Disaster Law Programme	IFRC	Geneva
Johan Kr. Meyer	Refugee Policy Director	NMFA	Norway
Anne Sophie Laenkholm	Global Thematic Coordinator – Protection	ECHO	Jordan
Susan McCroy	Independent Human Rights Consultant	N/A	Geneva
Lucinda O'Hanlon	Adviser on Women's Rights	OHCHR	Geneva
Victoria Stodart	Senior Officer –HLP, Shelter and Settlements	IFRC	Geneva
Rhodri C. Williams	Land Rights Consultant	N/A	Sweden

## NRC Interviews

Name	Position	Location
Erik Abild	Head of Secretary General's Office	HO
Layal Abou Daher	ICLA staff	Lebanon
Sarah Adamczyk	ICLA PM (former)	Gaza (former)
Dalia Aranki	ICLA Technical Advisor / ICLA PM	Lebanon
Safiatu Ayandunke Alabi	ICLA PM	Ivory Coast
Barbara Coll	ICLA PM (former)	South Sudan
Toril Brekke	Head of Section, Strategy, Planning and Organisational Development	HO
Jan Egeland*	Secretary General	HO
Kirstie Farmer	HLP Advocacy Adviser Field Operations Department	HO
David Garcia	PAA /Information adviser	Colombia
Martin Hartberg	Regional PAA	Jordan
Joseph Jackson	ICLA PM (north)	South Sudan
Kelsey Jones-Casey	Independent researcher	Ivory Coast
Wafa Kafarna	ICLA staff	Gaza
Olivia Kalis	PAA (former)	Lebanon (former)
Mohammed Khan	ICLA PM (former)	South Sudan (former)
Greg Kitt	ICLA PM (former)	Liberia
James Kennedy	Consultant – Shelter	Oslo
Laura Cunial	ICLA Legal adviser	Geneva
Ingrid Macdonald	Director Geneva/Humanitarian Policy	Geneva
Jelena Madzarevic	Project staff (former)	Afghanistan (former)

Barbara McCallin	IDMC	Geneva
Shobha Rao	ICLA PM (former)	Afghanistan (former)
Hannah Rought-Brooks	DWHLPR project team	UK
Karine Ruel	ICLA PM - Regional Refugee Programme	Latin America
Anna Stone	DWHLPR GBV project team	Australia
Martin Suvatne	Shelter Technical Adviser	HO
Jake Zarins	Shelter Technical Adviser	HO
Gabriela Zavala	Communications Consultant	Colombia

\* Feedback received by email.

The following external stakeholders responded to an interview request but replied they did not know enough about NRC's HLP advocacy for an interview:

Name	Position	Organisation	Location
Kris Genovese	Director of the People, Land, and Resources Program (former)	Center for International Environmental Law	Netherlands
Virginia Brás Gomes	Member of the UN Committee on Economic, Social and Cultural Rights	UN	Portugal
Petra Kjell	Programme Manager	The Bretton Woods Project	UK
Benjamin Schachter	Associate Human Rights Officer, Right to Development Section	OHCHR	Geneva
Duncan Pruet	Land Advocacy adviser	Oxfam Novib	Netherlands
Jorge A. Munoz	Land Tenure Adviser	The World Bank	US

## ANNEX 2: LIST OF DOCUMENTS CONSULTED

- Centre on Housing Rights and Evictions (2005), *The Pinheiro Principles: United Nations Principles on Housing and Property Restitution for Refugees and Displaced Persons*
- Global Protection Cluster, (2015-foreseen), *Guidelines for Integrating Gender-based Violence Interventions in Humanitarian Action: Reducing Risk, Promoting Resilience and Aiding Recovery.*
- Hanley, T., Binas, R., Murray, J. & Tribunalo, B. (October 2014). *IASC Inter-agency Humanitarian Evaluation of the Typhoon Haiyan Response.*
- NRC (2012), HLP Advocacy Plan, May 2012 – 2013.
- NRC, (2012), *Global Advocacy Strategy: Durable Solutions, Housing Land and Property Strategy 2011-2013.*
- NRC. (October 2013). *Realities from the Ground: Women's Housing, Land and Property Rights in the Gaza Strip.*
- NRC (December 2013), *No place like home: An Assessment of the Housing, Land and Property Rights of Palestinian Refugee Women in Camps and Gatherings in Lebanon.*
- NRC. (February 2014). *Nowhere to Go: Displaced and Returnee Women Seeking Housing, Land and Property Rights in South Sudan*
- NRC (March 2014). *Life can change: Securing housing, land and property rights for displaced women.*
- NRC, (May 2014) *Global Shelter Seminar, evaluation summary and comments.*
- NRC (May 2014), *Violence against women and Housing, Land and Property in Monrovia.*
- NRC. (June 2014). *Ecuador: Housing, Land and Property Rights for Colombian Refugee Women and Persons In Need of International Protection (PNIP)*
- NRC (November 2014). *Strengthening Displaced Women's Housing, Land and Property Rights in Afghanistan.*
- NRC, (December 2014) *Strategy for Global Advocacy 2015-2017*
- NRC & IFRC (April 2014), *Security in Tenure in Humanitarian Shelter Operations*
- Rolnik, R. (30 December 2013), *Report of the Special Rapporteur on adequate housing as a component of the right to an adequate standard of living, and on the right to non-discrimination in this context*, Human Rights Council, Twenty-fifth session, Agenda item 3, A/HRC/25/54.

# ANNEX 3: INTERVIEW GUIDE

## Introductory questions

1. Please briefly describe to me your role within your organisation?
2. Please describe to me how you were involved with HLP advocacy?

## Outcomes

3. Through advocating on HLP rights, NRC set out to contribute to increased security of tenure for the displaced – to what extent has this been achieved?

[Objectives are detailed at end of document - interviewees may be able to comment on 1 or more of these objectives]

4. What have been the main successes of HLP advocacy? The main challenges?
5. There have been several focus areas that we are interested in your feedback on (if relevant):
  - *The joint work with IFRC on security of tenure in emergency shelter programming report and roundtable event*
  - *The DWHLPR initiative*
  - *Engagement with the Special Rapporteur on Adequate Housing (on above initiatives)*

## Management and coordination

6. How was the coordination between the advocacy, programmes and offices? Global to local interactions?
7. Were the HLP advocacy initiatives adequately resourced?
8. Are there any lessons identified for the management and coordination?

## Country-level research

*[Only relevant to countries where HLP research was done: Afghanistan, Ivory Coast, Lebanon, Liberia, Palestine, South Sudan and Colombia]*

9. In general, how has the HLP research been received within your country?
10. What has been done regarding follow up of recommendations? For NRC programme? Externally?

11. How relevant was the research for NRC programmes?
12. Any examples of HLP advocacy influence on NRC's programmes, e.g. ICLA focus on women; synergies between ICLA-shelter?
13. How has the global HLP team supported or enabled follow up? Particularly on DWHL-PR initiative?

## **Conclusion/future activities**

14. What would you recommend to NRC for their future strategies/activities for HLP advocacy?
15. Do you have any further comments or feedback?



## ANNEX 4: TERMS OF REFERENCE

### Review of Programme-Based Advocacy initiative – HLP Advocacy 2011-2014

**Country:** NRC HO and countries involved in the initiative

**Duration:** 3 months

**Reporting to:** Kirstie Farmer

#### 1. BACKGROUND INFORMATION

Partnership and Policy Department is conducting a rapid review of the implementation of NRC's Global Advocacy Strategy (GAS) 2010-12. Housing, land and property (HLP) advocacy is one of three thematic priority areas under the strategy and as such resources were identified and a HLP strategy and work plan developed for the period 2012-2013. HLP advocacy has since continued within DFID PPA extension and NMFA framework agreements. As part of a review of the GAS it has been decided to evaluate the HLP advocacy priority as an example of a global advocacy initiative that aims to support and complement NRC's ICLA and shelter programmes.

This process constitutes a light review which will feed in to a more comprehensive evaluation scheduled to take place within the DFID PPA framework funding in 2015.

The review will be undertaken by Glenn O'Neil, NRC's M&E of Advocacy Consultant, also conducting the review of the GAS.

#### 2. PURPOSE OF EVALUATION AND INTENDED USE

This is a learning focused review, which will identify what works and what doesn't work for programme based advocacy at the global level. The lessons identified and good practice identified will be used by NRC at three levels:

- For replication within other NRC priorities for programme based advocacy at the global level – e.g. the one million children in schools campaign.
- To understand if, and how, advocacy has influenced NRC's programming – particularly in terms of ICLA programmatic focus on women and synergies between ICLA-shelter in security of tenure for shelter beneficiaries.
- To inform the future of the HLP project – specifically focusing on what works and what can be improved at the country level and for global advocacy.

### 3. SCOPE OF WORK AND LINES OF INQUIRY

#### 3.1 Evaluation Scope

- HLP Advocacy workplan 2012-2013
- Subsequent work on HLP advocacy in the displaced women's HLP rights initiative (under NMFA framework) and the security of tenure in emergency shelter work (under the DFID PPA framework)
- NRC HO and select countries which have taken part

#### 3.2. Lines of inquiry

1. What have been the main successes and challenges for carrying out programme based global advocacy for HLP? OECD/DAC criteria: effectiveness, relevance
  - Focus on the extent to which objectives of the HLP Advocacy work plan were achieved
  - Focus on lessons identified from the joint work with IFRC on security of tenure in emergency shelter programming report and roundtable event
  - Focus on lessons identified from the DWHLPR initiative
  - Focus on engagement with the Special Rapporteur on Adequate Housing for both of these initiatives
  - How can this inform how we do advocacy in NRC
2. What are the main lessons identified for the management and co-ordination of programme based advocacy at the global level? OECD/DAC criteria: efficiency, sustainability
  - Focus on resourcing, staffing, interaction with country offices, interaction and co-ordination across advocacy and programmes and representation
  - Focus on the process of how this interaction was established and subsequently evolved throughout the project duration
3. How has the HLP research been followed up at the country office level and why has there been limited follow up in some countries? OECD/DAC criteria: relevance and sustainability
  - Focus on followed up to research recommendations –including advocacy and programme recommendations
  - How relevant was the HLP research for the CO programming
  - Identify indications of whether HLP advocacy has influence NRC's programmes – ICLA focus on women and/or synergies between ICLA-shelter

- Identify some cases of good practice
- How has the global project team supported or enabled follow up – particularly for the DWHLPR initiative, what have been the gaps

4. Conclusions, recommendations and lessons identified based on the above.

## 4. METHODOLOGY

The review will comprise of:

- A documentation review
- Interviews with key NRC staff at HO and CO level as well as a few key external stakeholders
- Analysis of results from a short survey which will be sent to NRC COs (ICLA programmes) which have undertaken the DWHLPR research

## 5. EVALUATION FOLLOW UP AND LEARNING

The review will form part of NRC’s review of the GAS and contribute to future planning of programme-based advocacy in NRC.

NRC follows up all evaluations with a management response, and its implementation is subsequently tracked. This will include the documentation of key learning which will be shared with the relevant head office technical advisors for circulation to NRC country offices.

This evaluation, including the case studies will contribute to an annual learning review which feeds into annual strategic planning processes. Key findings will be reported to NRC’s senior management team in Oslo.

## 6. EVALUATION PRINCIPLES

- The views expressed in the report shall be the independent and candid professional opinion of the evaluator. The evaluation will be guided by the following ethical considerations:
- Openness - of information given, to the highest possible degree to all involved parties
- Public access - to the results when there are not special considerations against this
- Broad participation - the interested parties should be involved where relevant and possible

- Reliability and independence - the evaluation should be conducted so that findings and conclusions are correct and trustworthy

## 7. COORDINATION AND MANAGEMENT OF THE EVALUATION

An evaluation steering committee will be established by NRC, with the following members: Senior Advocacy Adviser, Evaluation and Learning Adviser; Head of Thematic Unit, M&E Consultant, GBV Expert and member of the DWHLPR project team, HLP Advocacy Adviser.

The Committee Chair is responsible to facilitate access to information, documentation sources, travel, and field logistics. In case of any changes in the positions at Head Office, the Steering Committee will be adjusted accordingly.

The Steering Committee will oversee administration and overall coordination, including monitoring progress. The main functions of the Steering Committee will be:

- Establish the Terms of Reference of the review; Supporting the desk review phase – briefing the ‘evaluator’ and ensuring that he has access to the documents that he requires; and planned methods for the evaluation.
- Co-ordinating access to interviewees (NRC staff and other KI) during the data gathering phase/ lessons identified exercise if we decide to have one.
- Reviewing and commenting on the final report
- Co-ordinating a management response/ action plan after the review
- Ensuring that the evaluation is appropriately communicated and disseminated.

## 8. DELIVERABLES AND REPORTING DEADLINES

- A presentation of findings which are discussed and validated and key learnings documented
- Draft Report
- Final Report

All material collected in the undertaking of the evaluation process should be lodged with the Chair of the NRC Evaluation Steering Committee prior to the termination of the contract.

## 9. TIMEFRAME

1. Start date 03 November – first Steering Committee meeting and finalisation TOR
2. Interviews 05 November – first week December
3. Presentation of initial findings to Steering Committee first week December
4. Draft report sent to SC mid-December
5. Discussion on draft report January
6. Final report end January

In event of serious problems or delays, the team leader should inform the Steering Committee immediately. Any significant changes to review timetables shall be approved by the Steering Committee in advance.

## ANNEX 5: ABOUT THE AUTHORS

**Glenn O’Neil, team leader:** As founder of Owl RE, Glenn has led some 100 evaluations, research and communication projects for international organisations and NGOs in over 40 countries with a specialization in the communications, advocacy and media areas. His skills are in managing multi-country evaluations and supporting organisations in developing evaluation frameworks and methodologies. Glenn has an Executive Masters in Communications Management from the University of Lugano and is currently undertaking a PhD in research and evaluation methodology at the Methodology Institute of the London School of Economics and Political Science. Glenn is Swiss/Australian and speaks French and English.

**Patricia Goldschmid, evaluation consultant:** Patricia has a specialisation in communications, online tools and media with experience in evaluating programmes globally as both a team leader and consultant. As a consultant, instructor, trainer and coach in social media and strategic communications, Patricia has developed key expertise in these areas. She has an Executive Masters in Communications Management from the University of Lugano. Patricia is Swiss/Peruvian and speaks English, French, German and Spanish.