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Real Time Evaluation of the GenCap Project

Final report

Berlin, 25 May 2009

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Background and purpose of the evaluation

The Gender Standby Capacity (GenCap) Project is a roster of senior gender experts (GenCap Advisers) that provides surge capacity to Humanitarian Country Teams in order to build capacity for gender equality programming, including prevention and response to gender-based violence in all sectors/clusters of humanitarian response. The GenCap Project works on an inter-agency basis in order to ensure that the cross-cutting issue of gender can be integrated into the cluster system.

The GenCap Project is accompanied by a monitoring and evaluation (M&E) project to assess the project's relevance, coherence and effectiveness related to the project's effect on programming; the institutionalization of tools and mechanisms for gender equality programming; and the use and quality of the GenCap roster. The GenCap M&E project is based on a tailor-made framework which comes closest to a real-time evaluation. Between March 2007 and April 2009, the M&E framework was developed and implemented by the Global Public Policy Institute in close collaboration with the GenCap Steering Committee and other stakeholders. The GenCap Secretariat will continue to implement the M&E framework from May 2009 onwards.

This final report provides an overview of the GenCap Project's achievements between April 2008 and March 2009 and presents recommendations. The assessment has the character of a real-time evaluation based on a mixture of methods including monitoring data collected by 13 GenCap Advisors, a field survey with country staff, targeted telephone interviews, group discussions, direct observation and desk research.

The purpose of the evaluation is to assess whether the GenCap Project achieves its goals to:

1) impact programming in all sectors/clusters of humanitarian response,
2) institutionalize tools and mechanisms for gender equality programming

and to determine whether:

3) the GenCap roster has been used in line with these objectives.

In order to do so, the evaluators assessed the operational environment of the GenCap Project, its inputs (the GenCap roster), outputs (the GenCap deployments) and outcomes (the GenCap Project's effects in terms of gender equality programming).

Key findings

The key findings on the different levels of the results hierarchy are the following:

1) The **operational environment** of the GenCap Project is overall positive. GenCap Advisors are usually well integrated into the Humanitarian Country Teams and there is a high demand for GenCap Advisors. At the same time, however, GenCap stakeholders believe that gender equality programming still faces a dismissive environment. Additionally, the GenCap Project is challenged by a low capacity for gender equality programming within the Country Teams and a lack of diversity of requesting agencies. Currently, most GenCap Advisors are requested by UN OCHA and UNFPA.

2) On the **input** level, the evaluation found that the generic terms of reference of the GenCap Advisors are solid and that the GenCap Advisors address all areas of activity (Information and Analysis, Program Support, Capacity Building, Coordination, Advocacy) equally. On the other hand, the requests are often of a poor quality and the GenCap management's deployment policy is too flexible, focusing more on role out than on deployments that are in line with the project's objectives. The roster has the necessary quality to effectively achieve its goals and is used in line with the needs of the Country Teams. The GenCap management could increase the project's coherence by making deployment decisions that are more in line with its goals.

3) On the **output** level, the evaluators found a highly active roster, deploying GenCap Advisors mostly to transitional humanitarian settings supporting a wide range of Country Teams. The high activity combined with an increased length of deployments contributes to the achievement of effective outcomes. On the other hand, most GenCap deployments focus on the (sub)clusters GBV and Protection, which narrows the project's scope and thus weakens its effectiveness. It also increases the unintended negative effect that GenCap Advisors are rather used as gap fillers and not as capacity builders.

4) Finally, the evaluation found that the GenCap Project has a mixed record in achieving its intended **outcomes**. The GenCap Project achieves after five months, across all sectors/clusters, more than 60% of its goals with respect to having an effect on agencies' programming. The project is particularly successful in mainstreaming gender into programming in the Water, Sanitation and Hygiene cluster, followed by Shelter and Protection. With respect to the institutionalization of tools and mechanisms for gender equality programming, the project is less successful, achieving after five months less than 50% of its goals. Yet, the GenCap Project is effective in institutionalizing tools and mechanisms in those areas where the GenCap Advisors are particularly active (GBV and Protection). The GenCap Project could

thus further increase its effectiveness by broadening the scope of clusters/sectors that the GenCap Advisors address.

Key recommendations

In sum, the GenCap Project is a relevant and efficient project worth continuing. Over the past two years, the GenCap Project developed an inclusive learning culture based on an open dialogue with all stakeholders. At the same time, there is room for improvement, particularly in relation to the coherent use of the GenCap roster.

The evaluation shows that the GenCap Project can build on its strengths and address areas for improvement by addressing the following key points:

1) Continue to apply a very strong focus on capacity-building

2) Broaden the scope of the project in terms of sectors/clusters addressed and in terms of requesting agencies

3) Strategically increase the quality of the specific terms of references, including through a re-negotiation by the GenCap Advisers

4) Consider the importance of a common vision shared by all GenCap Advisers and clearly communicate this to external actors.

Acknowledgements

Abbreviations

CAP	Consolidated Appeals Process
CERF	Central Emergency Relief Fund
DDR	Disarmament, Demobilization, and Reintegration
GBV	Gender-based violence
GenCap	Gender Standby Capacity
GenNet	Gender Support Network
GPPi	Global Public Policy Institute
IASC	Inter-Agency Standing Committee
IOM	International Organization for Migration
M&E	Monitoring and Evaluation
NRC	Norwegian Refugee Council
SEA	Sexual Exploitation and Abuse
TOR	Terms of reference
UN	United Nations
UNDP	United Nations Development Programme
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene

1. Introduction

The Gender Standby Capacity (GenCap) Project is a roster of senior gender experts (GenCap Advisers) that provides surge capacity to Humanitarian Country Teams in order to build capacity for gender equality programming, including prevention and response to gender-based violence in all sectors/clusters of humanitarian response. The GenCap Project works on an inter-agency basis in order to ensure that the cross-cutting issue of gender can be integrated into the cluster system. The roster is administered by the Norwegian Refugee Council and managed by the GenCap Secretariat and the GenCap Steering Committee.[1]

The Inter-Agency Standing Committee (IASC) Sub-Working Group on Gender and Humanitarian Action founded the GenCap Project in 2007. Since the project's beginning, the GenCap management aimed to integrate a monitoring and evaluation (M&E) component into the project's design in order to facilitate learning and inform management decisions by the GenCap Advisers' experiences in the field.

The Global Public Policy Institute (GPPi) was asked to support the GenCap Project in designing and implementing the project's M&E component.

Between March 2007 and April 2008, GPPi developed and piloted a draft M&E framework.[2] In a collaborative effort, the draft framework was revised in April 2008.[3] From April 2008 to February 2009, GPPi implemented the final M&E framework on behalf of the GenCap Project. With the establishment of a permanent GenCap Secretariat in the second half of 2008, the Global Public Policy Institute started to hand over the implementation of the M&E framework to the GenCap Secretariat. Since February 2009, the GenCap Secretariat and GPPi have been collectively gathering and analyzing monitoring data. The Secretariat will continue to do so after the end of GPPi's contract in April 2009.

This evaluation report is therefore the final output of the GPPi-GenCap evaluation project. It provides an overview of the GenCap Project's achievements between April 2008 and March 2009 and develops recommendations for the GenCap Project's future.[4]

The evaluation found that the GenCap Project is a relevant and efficient project which is worth continuing. Over the past two years, the GenCap Project has developed an inclusive learning culture which is based on an open dialogue with all stakeholders.

Of course, there are also areas for further improvement, particularly related to the coherent use of the GenCap roster.

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[1] For more information see *www.humanitarianreform.org/gencap*, last accessed 30/04/2009

[2] Cf. Binder, Andrea/ Jan Martin Witte (2008): Project Report: The Gender Standby Capacity Project (GenCap) One Year Ahead, see *http://www.gppi.net/consulting/me_gencap/*, last accessed 30/04/2009

[3] Cf. Binder, Andrea (2008): Interim Report: Revising and Implementing the GenCap M&E Framework, *http://www.gppi.net/fileadmin/gppi/Interim_Report__GenCap.pdf*, last accessed 30/04/2009

[4] For an overview of the most important outputs produced between March 2007 and April 2009 see Annex 1

This final report is structured around four main sections. It first provides a short discussion of the methods used (Chapter 2), analyzes the GenCap Project's operational environment (Chapter 3), and presents results, conclusions and recommendations (Chapter 4). In the final chapter, the report summarizes the key points made and takes up remaining issues that could not be addressed in the assessment (Chapter 5).

2. Methodology

This report is very much results- and recommendations-oriented. A detailed description of the methodology used for the M&E framework can be found in earlier outputs of the GenCap M&E Project.[5] However, the following section recapitulates core elements of the applied methods in order to facilitate the reader's understanding of the rationale behind the GenCap M&E framework and the results presented below.

2.1 Purpose of the M&E framework

The purpose of the evaluation is to assess whether the GenCap Project achieves its goals to:

5) impact programming in all sectors/clusters of humanitarian response,

6) institutionalize tools and mechanisms for gender equality programming

and to determine whether:

7) the GenCap roster has been used in line with these objectives.

In other words, the GenCap M&E framework aims to provide the GenCap management with information and tools to control compliance with the project's objectives and assess its success in achieving these objectives.

For this purpose, the evaluation had to move along the results chain from inputs, to outputs and outcomes. The main input of the GenCap Project considered in this evaluation is the use of the GenCap roster. The key outputs considered are the GenCap deployments. The main outcomes considered are effects on programming and the institutionalization of tools and mechanisms respectively.

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[5] Cf. Binder/Witte (2008): Project Report and Binder (2008): Interim Report

2.2 Evaluation criteria

Assessing the input, outputs and outcomes of the GenCap Project, this final report is based on the following criteria and key questions.

Results hierarchy	Criteria and key questions
Input	• Relevance: Is the roster used in line with the Country Team's needs? • Coherence: Is the roster in line with the GenCap Project's objectives? • Effectiveness: Does the roster have the necessary quality to achieve the projects goals?
Output	• Coherence: Are the deployments in line with the GenCap Project's goals? • Effectiveness: To which extent do the deployments contribute to goal achievement?
Outcome	• Effectiveness: To what extent is the GenCap Project's able to impact agencies' programming? • Effectiveness: What is the GenCap Project's capability to institutionalize tools and mechanisms for gender equality programming?

Illustration 1: Results hierarchy, evaluation criteria and key questions

Note that the criterion of effectiveness also entails a dimension of sustainability since the GenCap Project's goal to institutionalize tools and mechanisms for gender equality programming aims to ensure that the activities triggered by the GenCap Advisers do not cease with their departure. In humanitarian evaluations, the sustainability criterion is often framed as a question of connectedness, i.e. "the need to ensure that activities of a short-term nature are carried out in a context that takes longer-term and interconnected problems into account."[6] The author would argue, however, that in the context of the GenCap Project, the notion of *continuity*, i.e. the need to ensure that gender equality programming is carried on by the Humanitarian Country Teams after the GenCap Advisers' departure, is the more useful approach to sustainability.[7]

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[6] Tony Beck (2006) Evaluating Humanitarian Action Using the OECD-DAC Criteria. London: ALNAP. Accessed *http://www.odi.org.uk/alnap/publications/eha_dac/pdfs/eha_2006.pdf*, p. 27

[7] Thanks to Claude Hilfiker for bringing this point to the author's attention

2.3. Design of the GenCap M&E framework

The GenCap M&E framework's main aim is participatory learning, namely to link the GenCap Advisers' field experience systematically and efficiently to GenCap management decision-making.

The GenCap M&E framework is tailor-made to the needs of the GenCap Project. It consists of a monitoring tool and a data analysis tool.[8] The monitoring tool contains a basic information questionnaire to be filled in by the GenCap Advisers at the beginning and the end of their deployments and a scorecard to be filled in by the GenCap Advisers in bi-monthly intervals. The basic information questionnaire collects information about the GenCap deployments' operational environment.[9]

The scorecard is based on 12 indicators which measure the GenCap Project's progress in achieving the desired goals of the respective GenCap activities. The indicators and desired goals are derived from the activities listed in the generic terms of reference for GenCap Advisers.[10] Additionally, the indicators help to determine whether the GenCap Project reaches its objectives of both having an effect on programming and establishing tools and mechanisms for gender equality programming.[11] That is, the monitoring tool helps to assess the GenCap Project's overall progress in the different countries, but does not assess the individual advisers' performance. The scorecard adapts flexibly to the GenCap Advisers' choice of priority activities and sectors/clusters.

Additionally, the monitoring tool provides narrative sections so that GenCap Advisers can provide important information that is not covered by the basic information questionnaire or the scorecard and which helps to better understand the context within which the tool has been used. The monitoring tool is complemented by an analysis tool, which can be used to collect and analyze the data reported through the monitoring tool.

2.4 Type of evaluation and evaluation process

In terms of type of evaluation, the GenCap M&E framework comes closest to a real-time evaluation, i.e. an "evaluation in which the primary objective is to provide feedback in a participatory way in real time to those executing and managing the humanitarian response […]."[12]

It is important to note that the GenCap Project, given its objective to build system capacity, is not directly involved in service delivery, but in planning, programming and coordination. Real-time evaluations, in turn, are typically used to evaluate the delivery

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[8] The monitoring tool can be downloaded at *http://www.gppi.net/consulting/gencap/*, last accessed 30/04/2009. For a detailed description of the monitoring and analysis tools as well as their revision see Binder/Witte (2008) Project Report and Binder (2008) Interim Report

[9] Cf. chapter 3

[10] For details see Annex 2

[11] For details see Annex 3 and Binder (2008): Interim Report

[12] Cosgrave, John et.al. (2009) Real-time evaluations of humanitarian action. An ALNAP Guide. Pilot Version, p.10

of humanitarian goods and services.[13] The GenCap Project's M&E framework had to be adapted accordingly and thus deviates from the classical concept of real-time evaluations. That is, the measurement of this evaluation focuses on the outcomes the GenCap Project has achieved at the systemic level because the direct "beneficiaries" of the project are not the affected populations, but rather Humanitarian Coordinators, cluster leads and humanitarian staff in Humanitarian Country Teams. Extrapolating from there to the GenCap Project's impact on the lives of the affected women, girls, boys and men, would be an undue attribution.

The evaluation process has been designed in an inclusive fashion. The GenCap Secretariat, Steering Committee members, GenCap Advisers and external evaluation experts have contributed to the development, revision and implementation of the GenCap M&E framework. Additionally, the perceptions of field staff, i.e. the primary beneficiaries of the GenCap Project, have been integrated into the assessment.

During the course of the M&E Project (March 2007 to April 2009), the GPPi evaluation team shared and discussed results at regular intervals with the GenCap stakeholders and included their feedback into the evaluation.

2.5 Scope and data basis of the final report

This report presents the results of the assessment of the GenCap Project's performance between **April 2008 and March 2009**.[14] The results are based on several sources of information.

The most important source of information is the monitoring data, including the narratives, based on 13 GenCap Advisers' reports. Due to the ability of the scorecard to adapt to the activities and sectors/clusters the GenCap Advisers are working in, the number of GenCap Advisers per unit of analysis varies. For example, if seven out of 13 GenCap Advisers decide to conduct a specific activity, the analysis of this activity is not based on a data set of 13 reports, but of seven reports. In order to ensure that the data used in this analysis has sufficient explanatory power, it includes only units of analysis that are based on at least five reports.

Since the monitoring data is produced by the GenCap Advisers, it could be positively biased. Therefore, the evaluator triangulated the results with information collected through:

1) a field survey (57 respondents, including Humanitarian Coordinators, country cluster leads, country staff, GenCap Advisers and Steering Committee members);

2) targeted telephone interviews (six GenCap Advisers, four cluster leads and other field staff);

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[13] ibid

[14] Merging the data sets collected between March 2007 and April 2008 and April 2008 and March 2009 is methodologically undue, since the underlying indicators have been substantially revised after the pilot phase. For details see Binder (2008): Interim Report

3) direct observation and discussions at the GenCap retreat in Geneva, January 11 – 12, 2009;[15]

4) the GenCap M&E Workshop in Geneva, 24 April 2009, which brought together an experienced GenCap Adviser, M&E experts, two representatives of the Steering Committee (UNFPA and UN OCHA), the GenCap Secretariat and the NRC Administrator of the GenCap Project; and

5) a desk review of requests, the generic and specific terms of reference, information about the setup of the roster, meeting notes and other relevant documents.

The chart below provides an overview of the data sources used as the basis for the individual results.

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[15] The GenCap Retreat in Geneva from January 11 – 12, 2009 was the third GenCap training. For more information see IASC/NRC (2009) GenCap Retreat. Report from First Retreat for GenCap Advisers, Geneva, 11-13 January 2009, see
http://www.humanitarianreform.org/humanitarianreform/Portals/1/cluster%20approach%20page/clusters%20pages/Gender/GenCap%20Retreat%20Jan%202009%20Report_final%2023%20Feb.pdf, last accessed 30/04/2009

Category	Finding	Monit. data	Inter-views	Field Survey	Meet-ings	Docu-ments
Operational environment	Finding 1: Good integration into country teams	✓	✓	✓		
	Finding 2: Low capacity of country teams	✓	✓			✓
	Finding 3: Importance of reporting line to the HC unclear	✓		✓	✓	✓
	Finding 4: High demand, lack of diversity of agencies	✓	✓			✓
	Finding 5: No financial constraints in underfunded crises		✓			
	Finding 6: Mixed national capacity on gender	✓	✓			
Use and quality of the GenCap roster	Finding 1: Solid generic TOR	✓	✓	✓		✓
	Finding 2: Poor quality of requests				✓	✓
	Finding 3: Deployment policy is too flexible		✓		✓	✓
	Finding 4: Activities equally addressed & re-negotiate TOR	✓	✓			
	Finding 5: Inter-agency mandate difficult to implement		✓	✓	✓	✓
	Finding 6: Gap-filling instead of capacity-building		✓	✓	✓	✓
	Finding 7: High quality and mature roster		✓	✓	✓	✓
	Finding 8: GenCap Training significantly improved		✓		✓	✓
GenCap Adviser deployments	Finding 1: Roster is highly active	✓			✓	✓
	Finding 2: Most deployments to transitional settings	✓	✓			✓
	Finding 3: Length of deployments increased					✓
	Finding 4: Focus on GBV and Protection	✓	✓			✓
Impact on pro-gramming and Institutionalization	Finding 1: Two thirds of desired goals achieved	✓				
	Finding 2: Highest impact in WASH	✓				
	Finding 3: Institutionalization difficult to achieve	✓	✓			
	Finding 3a: ADAPT & ACT in M&E not a priority	✓	✓			
	Finding 3b: Lack of senior cluster focal points	✓	✓		✓	
	Finding 3c: Narrow sector scope complicates coordination	✓	✓			

Illustration 2: Data sources for individual results

2.6 Limitations

As with all real-time evaluations, this evaluation report has the tendency to be outdated at the time of its publication.[16] That is, the report reflects only a snapshot of the state of

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[16] Cf. Herson, Maurice/ John Mitchell (2005): Real-Time Evaluation: where does its value lie?, in: Humanitarian Exchange, no 32, December 2005

the GenCap Project by March 2008. The evaluator included as much as possible all measures that the GenCap management has taken to address issues coming up during the evaluation.

A further limitation is the possible bias of the monitoring data. Triangulation and verification mechanisms should balance the bias to some degree, but room for improvement remains, particularly the consultation of relevant field actors by the GenCap Advisers for scoring the indicators.[17]

Finally, the number of targeted interviews with field staff was limited because field staff was often not available for interviews. Some interviews could not be conducted due to problems of establishing a good telephone connection.

> **Disclaimer**: The evaluation team is aware of the power of numbers. It is therefore important to note that none of the data presented in this evaluation report is statistically significant (this holds true for both the field survey and the monitoring data). The reader should therefore consider the numbers presented below as indications or trends and not as scientific evidence for the claims made.

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[17] Cf. Binder (2008): Interim Report

3. The GenCap Project's operational environment

3.1 External influences on the GenCap Project's success

The GenCap Project operates within an environment that influences, positively and negatively, the project's ability to achieve its goals. The section below presents the six most important external variables as collected by the monitoring tool, the field survey and through discussions during the M&E Workshop.

a) Integration of the GenCap Advisers into the UN/IASC Country Teams

First, the success of a GenCap deployment is influenced by the degree to which the GenCap Advisers are integrated into Country Teams. Thorough integration means that s/he has access to senior management, relevant coordination meetings, gender focal points and all relevant information. To this end, the Humanitarian Coordinator, the requesting agency and the UN/IASC Country Team must be aware of the GenCap Advisers' arrival and willing to work with him/her.

> *Finding 1:* *GenCap Advisers are well integrated into Country Teams, but the challenge of a dismissive environment remains*

Sectors/clusters are generally cooperative in working with GenCap Advisers and relevant actors are usually aware of the GenCap Advisers' arrival. Most advisers report that they have regular access to the Humanitarian Coordinator and the relevant cluster leads. An increasing number of GenCap stakeholders also report a higher receptivity for gender equality programming in humanitarian response. At the same time, some GenCap Advisers remain without access to senior management meetings and perceive their environment as dismissive towards gender, a topic which continues to be regarded as a women's issue only. Additionally, they feel that the level of preparedness of the requesting agency could be improved, particularly with respect to the provision of logistical support. The Steering Committee has recently started to distribute a checklist of necessary preparatory measures to requesting agencies in order to increase the coverage of the advisers' logistical needs.

b) Pre-existing structures and capabilities for gender equality programming in UN/IASC Country Teams

Second, the degree to which a Country Team possesses structures for gender equality programming influences the focus of a GenCap deployment and its continuity. The better the pre-existing structures and capabilities, the more the GenCap Adviser can concentrate on capacity-building instead of gap-filling. Amongst others, the level of understanding of gender mainstreaming of senior management, the existence of gender focal points and technical experts within individual agencies, the dissemination and use

of the IASC Gender Handbook[18] and IASC Guidelines on Gender-based Violence (GBV)[19], and the existence of gender and GBV theme groups determine the Country Teams' structures and capabilities for gender equality programming.

Finding 2:   UN/IASC Country Teams have low capacity for gender equality programming

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On a positive note, the GenCap Advisers report a good understanding of gender mainstreaming among *senior management*, the existence of some gender focal points and gender theme groups. On the downside, they found a low understanding of gender mainstreaming among *humanitarian staff* coupled with a lack of gender experts within individual agencies. Additionally, GenCap Advisers report that neither the IASC Handbook nor the GBV Guidelines are used in a systematic manner and that they have difficulties in introducing those standards more widely.[20] GenCap Advisers also perceive the quality of existing gender theme groups to be low, but believe that they are able to increase the groups' quality over time. Finally, in the majority of cases, GBV theme groups apparently do not exist.

c) Direct reporting line to the Humanitarian Coordinator

Third, nearly all GenCap stakeholders believe that a direct reporting line from the GenCap Adviser to the Humanitarian Coordinator gives the GenCap Adviser authority and legitimacy and is therefore a supporting factor for success.

Finding 3:   Importance of direct reporting line to the Humanitarian Coordinator remains unclear

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In practice, however, there is no data available determining a clear causality between a direct reporting line and successful introduction of gender equality programming.

d) Demand for GenCap Advisers

Fourth, the demand for GenCap Advisers determines the GenCap management's and Advisers' leeway vis-à-vis the requesting agencies and other relevant actors; the higher the demand the higher the possibilities to attach conditions to requests.

There is a relatively high demand for GenCap Advisers from UN/IASC Country Teams and within them. Currently, the number of requests for new and extended deployments exceeds the GenCap Projects' financial means.

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[18] Inter-Agency Standing Committee (2006). Gender Handbook in Humanitarian Action: Women, Girls, Boys and Men. Different Needs – Equal Opportunities,
http://ochaonline.un.org/OchaLinkClick.aspx?link=ocha&docid=1007002, last accessed 29/04/2009

[19] Inter-Agency Standing Committee (2005). Guidelines for Gender-based Violence Interventions in Humanitarian Settings. Focusing on Prevention of and Responses to Sexual Violence in Emergencies,
http://www.humanitarianinfo.org/iasc/downloadDoc.aspx?docID=4402, last accessed 29/04/2009

[20] For details see "Results for the Gender Standby Capacity (GenCap) Project from monitoring and the field survey" presentation given by GPPi at the GenCap Retreat in Geneva 11 -12 January, 2009.
http://www.gppi.net/fileadmin/gppi/Results__GenCap_Retreat_final.pdf, last accessed 28/04/2009

However, the demand for GenCap Advisers is strongly concentrated on UNFPA and UN OCHA.[21] In the period between April 2008 and March 2009, seven deployments where requested by UN OCHA, seven by UNFPA and only one by UNDP, UNHCR and IOM[22] respectively.

Finding 4: High demand for GenCap deployments exists, but requesting agencies lack diversity

e) Deployment to under-funded crises as defined by the Central Emergency Relief Fund

Fifth, gender is oftentimes not seen as a priority in humanitarian action and therefore there is a risk – especially in under-funded crises – that no special funds would be diverted to improve gender equality programming, thereby hampering the GenCap Adviser's efforts to carry out her/his work.

Finding 5: GenCap Advisers do not face financial constraints if deployed to under-funded crises

Eight out of 13 deployments were made to under-funded crises. GenCap Advisers report, however, that they rarely face financial constraints in their work.

f) National capacity on gender

Finally, the national capacity for gender mainstreaming is relevant for the GenCap Advisers' success as it influences their abilities to make allies for their cause, to get access to existing gender information and analysis, as well as to ensure continuity.

Finding 6: Countries have mixed national capacity on gender

GenCap Advisers report that in most countries governments, national academic institutions and civil society groups have capacity on gender equality. However, national and local statistics are usually not disaggregated by sex and age.

3.2 Conclusion and Recommendations

The overall good integration of GenCap Advisers and the currently high demand for GenCap deployments provides the GenCap Project with negotiation power and thus the ability to better shape deployments.

Yet, some external variables also threaten the project's progress. Particularly the dismissive environment and the prevailing attitude that gender equality programming is exclusively about women and girls limits the GenCap Project's influence. Discussions during the M&E Workshop showed that the project is currently not well placed to address this challenge because to date not all GenCap Advisers and Steering Committee

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[21] All agencies with a memorandum of understanding with the Norwegian Refugee Council can request GenCap Advisers. See recommendation vii, p.32

[22] The IOM has recently requested a GenCap Adviser which serves at the global cluster level in Geneva. The reminder of the assessment refers to this deployment as the „global GenCap Adviser", yet the deployment is not included into the monitoring data set, since it started only in April 2009

members subscribe to or have internalized a common vision of helping design humanitarian programs in such a way that they provide adequate access for women, girls, boys and men to the services provided by the humanitarian community. They challenge this vision by taking an activist approach aiming at the empowerment of women. The group seems to lack an open debate about the usefulness and limitations of activism rooted in a feminist approach.

Additionally, the fact that agencies lack technical experts for gender equality programming increases the risk that GenCap Advisers act as gap-fillers, particularly in the host agency.

Recommendation i:

The GenCap management and advisers should be aware and start to make use of the project's increased negotiation power. This newly won power should be used vis-à-vis the requesting agencies to influence the nature of the request, including for extensions, and the way the agencies make use of GenCap deployments. For example, the GenCap management could make it a deployment/extension condition that gender focal points are named for the sectors/clusters the requesting agency has identified as priorities in the request form.

Recommendation ii:

The GenCap Project should have an open debate about its vision and how it relates to the empowerment of women. The GenCap management has to communicate clearly the vision of supporting the adequate provision of humanitarian services to women, girls, boys and men to all GenCap Advisers and future candidates for the roster. GenCap management should prioritize the deployment of those GenCap Advisers that share this common vision. GenCap management should also communicate this common vision to external stakeholders. Success and failure stories which reflect that gender equality is as much about women and girls as it is about boys and men could support the management's communication strategy.

4. Evaluation findings

4.1 Input: Use and quality of the GenCap expert roster

The GenCap roster of 34 gender experts is the most important resource of the GenCap Project. In other words, the Gender Advisers are the project's most important input into its mission of increasing gender equality programming in humanitarian assistance. This evaluation measures the quality of the input against the following criteria:

1) Relevance: Is the roster used in line with the Country Team's needs?
2) Coherence: Is the roster used in line with the GenCap Project's objectives?
3) Effectiveness: Does the roster have the necessary quality to achieve the project's goals?

a) Use of the roster

The use of the roster depends on the nature of requests from the requesting agencies, the deployment policy of the GenCap management and the ability of the GenCap Advisers to implement the agreements made between the requesting agency and the GenCap management. The use of the roster can be considered effective if it is in line with the project's goals as reflected in the generic terms of reference.

Finding 1:   The generic terms of reference are solid

The generic terms of reference consist of 12 activities in five different areas. GenCap stakeholders at headquarter and in the field see the generic terms of reference as very solid and all five areas of activity as equally important.
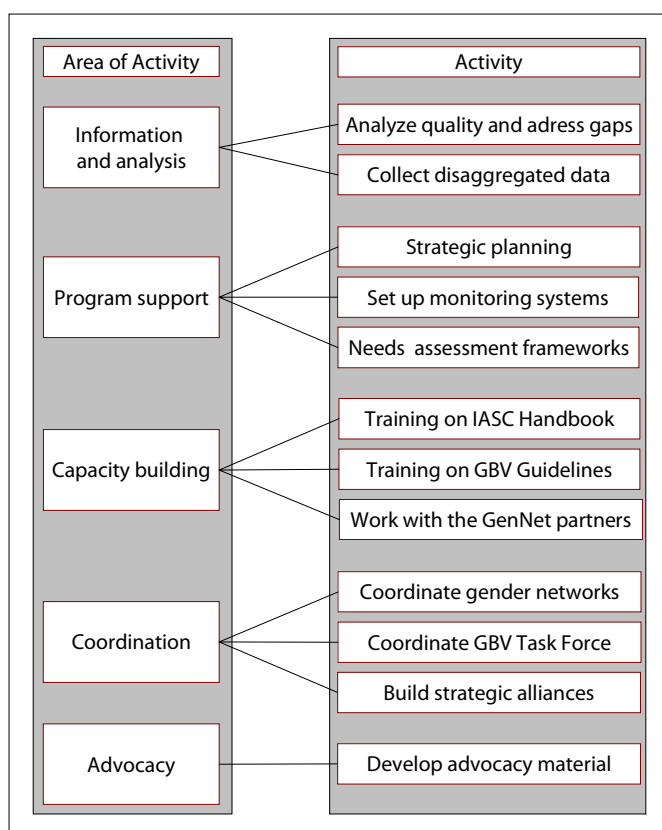
Illustration 3: Areas of activities and activities according to the generic terms of reference

Finding 2:   Requests are of poor quality

The request form for GenCap Advisors, consist of specific terms of reference and background information relevant for the GenCap deployment.[23] Request forms have to be filled in by the requesting agency in the field. First, the requests for GenCap Advisers are often of low quality.[24] For example, the request form asks for objectives, outputs and activities of the requested deployment. Most request agencies, however, make no distinction between these three categories and desired outputs are often not in line with the suggested activities. Additionally, the activities are often not adapted to the country specific context. Thus, the specific terms of reference for individual GenCap Advisers are often too broad and piecemeal.

Second, a high number of requests reflect the needs of the requesting agency rather than of the entire Humanitarian Country Team and lie outside the generic terms of reference.

The GenCap Secretariat reports that attempts to increase the quality of the specific terms of reference have thus far been unsuccessful due to the low responsiveness of the requesting agencies. Appeals to refine the specific terms of reference have significantly slowed down the request process.

Finding 3:   The deployment policy is too flexible

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[23] See Annex 4

[24] The analysis considered all available requests that were handed in between 2007 and 2008

Between April 2008 and March 2009, the GenCap Project realized 17 deployments. Two of them were clearly outside the generic terms of reference. Of the remaining 15 deployments, seven specific terms of reference focused on gender equality programming and nine focused on other gender related activities including gender mainstreaming in development, gender-based violence and sexual exploitation and abuse. In other words, there are currently more deployments outside (but still related to) the GenCap Project's mandate to build capacity for gender equality programming in humanitarian response than deployments that are in line with it.

Nonetheless, the GenCap management considers these nine deployments as exceptions and accepted the requests in order to be responsive to the needs of the requesting Country Teams and to roll out the project as broadly as possible. The GenCap management asks the advisers to use their focus activities only as an entry point and then broaden them during the deployment to include gender equality programming. However, since the advisers' specific terms of reference are usually very tight, humanitarian gender equality programming can only be a secondary priority if the focus of the request lies outside the generic terms of reference.

Finding 4: GenCap Advisers address all areas of activity equally and often re-negotiate their specific terms of reference

The GenCap Advisers distribute their attention equally across all five areas of activity determined by the generic terms of reference. At the same time, many advisers report that they re-negotiated their specific terms of reference in order to keep their activities within a manageable limit and in line with the GenCap mandate.

Finding 5: The inter-agency mandate is important for all stakeholders, but difficult to implement

GenCap Advisers report that in terms of implementing the agreement between the GenCap management and the requesting agency, putting the inter-agency mandate into practice is particularly challenging. The GenCap Advisers usually support several agencies, but have difficulties distinguishing themselves from their host agency. This difficulty has already been reported during the GenCap Project's first year of operations[25] and is further pronounced by the low number of requests from agencies other than UNFPA and UN OCHA.

Having said that, all GenCap stakeholders, including field staff, agree that the Gender Advisers' inter-agency mandate is crucial for the GenCap Project's success.

Finding 6: GenCap Advisers spend too much time on gap-filling instead of capacity-building

GenCap Advisers act too often as gap-fillers, rather than capacity-builders. They report that about 50% of their time is dedicated to gap-filling, because requesting agencies consider the advisers as staff, rather than as resource persons. However, a number of GenCap Advisers underlined that the GenCap retreat helped them to refocus their

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[25] Cf. Binder/Witte (2008). Project Report, p.32

activities towards capacity-building. Experienced GenCap Advisers appear to be strategic and confident about articulating the limits of their activities to senior management and the Humanitarian Country Team. They emphasize that the specific terms of reference are key for focusing on capacity-building and that they renegotiate their specific terms of reference if necessary.

b) Quality of the roster

The quality of the roster depends on the composition of the roster, the skill set of its individual members, their ability to use their skills in the context of a GenCap deployment and the GenCap training.

Since the beginning of the GenCap Project, the GenCap Steering Committee and the Norwegian Refugee Council have made a considerable effort to enlarge and diversify the roster.

Finding 7: The roster is of high quality and maturing

The GenCap roster currently holds 34 active members, 20 of a European or North American origin, and 14 of an African or Asian origin. Furthermore, the GenCap roster now includes four men. Most roster members have long-standing work experience in gender, GBV and humanitarian assistance and country staff has expressed a high level of satisfaction with the skill set of the GenCap Advisers. Respondents noted weaknesses in only three out of eleven skill areas. They relate to

- o Knowledge about the UN System
- o Knowledge about the country/ crisis context
- o Language skills

The GenCap Retreat addressed the first weakness and dedicated a training session on how to work through the cluster system.[26] Meanwhile, the other two weaknesses remain unaddressed. Contrary to the GenCap Project's beginning, the GenCap Advisers now seem to have developed a thorough understanding of the GenCap Project's objectives and how they can contribute to their achievement individually and as a team. Discussions appear to be better structured and more strategic. With a number of GenCap Advisers deployed to more than one country situation, the GenCap roster seems to have matured.

Finding 8:   The approach for the GenCap training has been significantly improved

The approach of peer training (experienced GenCap Advisers train new roster members) appears to be efficient. Many GenCap Advisers have referenced the Geneva Retreat as a useful training. Thus, the training seems to have improved significantly compared to the

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[26] IASC/NRC (2009). Report from the First Retreat for GenCap Advisers

first year when the majority of GenCap Advisers felt insufficiently prepared for their deployments.[27]

The assessment of the inputs shows that the GenCap roster has the necessary quality to effectively achieve its goals. The use of the roster is very much in line with the needs of the Country Teams, but the GenCap management could increase the project's coherence by making deployment decisions that are more in line with its goals.

4.2 Output: The GenCap deployments

The GenCap deployments are the most important output of the GenCap Project. The following section provides a general overview of these outputs and describes in which sectors/clusters the project has been particularly active. The outputs are assessed against the following criteria:

1) Coherence: Are the deployments in line with the GenCap Project's goals?
2) Effectiveness: To which extent do the deployments contribute to goal achievement?

a) General Overview

Finding 1:   The roster is highly active

Between April 2008 and March 2009, the GenCap Project realized 17 deployments to 15 different countries as depicted below.

* Training deployment (15 days)
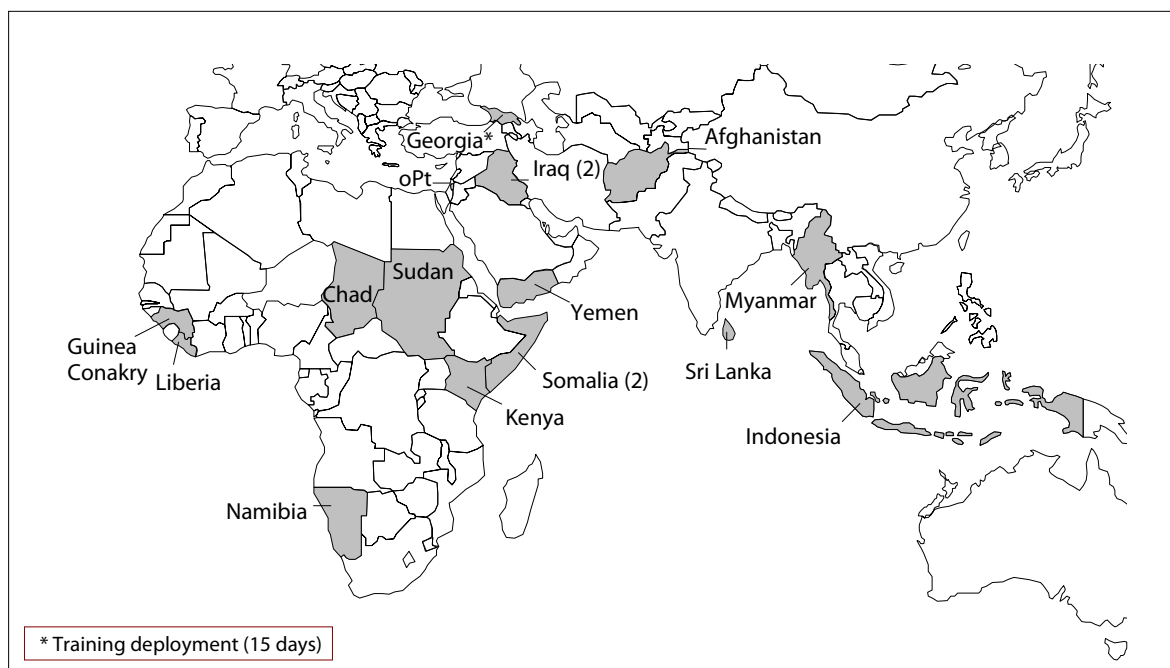
Map 1: Countries GenCap Advisers have been deployed to between April 2008 and March 2009

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[27] Cf. Binder/Witte (2008). Project Report

Finding 2:   Most deployments are made to transitional settings

The GenCap Advisers were mainly deployed to humanitarian situations characterized by a transition from conflicts or natural disasters. Three deployments were also made to sudden onset disasters.

Finding 3:   The length of deployments increased

Based on experience from the GenCap Project's first year of operations and backed by evaluation results,[28] the GenCap Steering Committee decided to prolong the possible length of deployments from between three to six months, to between six to twelve months.[29] Consequently, the average length of deployments grew in the period between April 2008 and March 2009 to an average of eight months.[30]

The debate around the appropriate length of deployments continues. Steering Committee Members advocate for six months deployments in order to limit the risk of creating disincentives for agencies to hire technical staff. Country staff believes that GenCap deployments need to be at least 9 – 12 months and GenCap Advisers report that nine months are appropriate. They need six months to mainstream gender equality programming into the sector/cluster work and another three months to ensure that there is enough capacity to carry on the created structures after their departure. The advisers agree that there is a risk of substituting for technical staff.
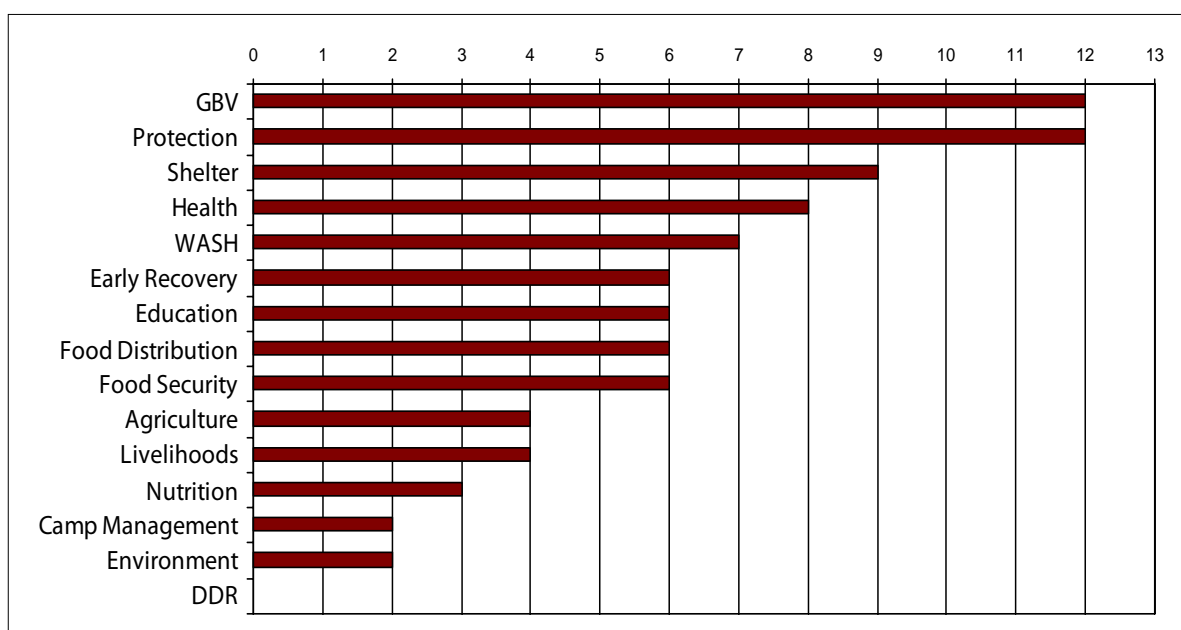
b) Sectors/clusters

The graph below shows the number of GenCap Advisers active per sector/cluster.

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[28] Ibid.

[29] Shorter deployments are still possible.

[30] The number excludes the 15-day deployment to Georgia.

Graph 1: Number of GenCap Advisers working in different sectors/clusters

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Finding 4:   A strong focus on Gender-based Violence and Protection

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The analysis of the number of GenCap Advisers active per sector/cluster shows a strong concentration of the GenCap Project's activities on Gender-based Violence (GBV) and Protection, followed by Emergency Shelter, Health, as well as Water, Sanitation and Hygiene. The data shows low or even no activity in the sectors of Agriculture, Livelihoods, Nutrition, Camp Coordination and Camp Management, Environment, as well as Disarmament, Demobilization and Reintegration.

According to interviews with GenCap Advisers, work related to GBV is almost exclusively conducted within the Protection sector/cluster. That is, although the advisers consult with other sectors/clusters on GBV issues, the Protection sector/cluster is their main field of activity related to GBV. This also means that the GenCap Advisers usually do not address the Protection cluster's other four Areas of Responsibility, namely Child Protection, Housing, Land and Property, Mine Action as well as Rule of Law and Justice.

The following hypotheses explain the strong focus on GBV as a sub-cluster and within the Protection cluster:

First, GenCap Advisers underline that a focus is necessary to work successfully and that they usually start with those areas where they have the best access, which happens to be in many cases the GBV sub-cluster or the Protection cluster.

Second, a number of specific terms of reference explicitly request that GenCap Advisers work on GBV. This might be related to a particularly low capacity of the Country Teams

to address prevention of and response to GBV efficiently. Additionally, UNFPA, one of the agencies most active in requesting GenCap Advisers, has recently become the global lead agency for the GBV sub-cluster. The agency is still in need of capacity to fulfil this new role. Consequently, GenCap deployments requested and hosted by UNFPA have oftentimes a strong GBV focus.

Third, many GenCap Advisers have a background in GBV and are therefore sensitive to the related issues. In addition, GBV often provides a good entry point for GenCap Advisers since the problem is very tangible for all actors. However, in some cases, GenCap Advisers report to get stuck with GBV work, being unable to integrate the work into the wider gender equality agenda.

Fourth, incidences of GBV are often visible problems even for non-experts. As a consequence, they are given priority over mainstreaming of gender equality programming, the need for which is often less visible to outsiders.

Finally, the focus on GBV within the Protection sector/cluster may be explained by the lack of a chapter on Protection in the IASC Gender Handbook in Humanitarian Action,[31] reflecting the lack of a holistic strategy for the sector/cluster.

The GenCap Management addressed the monitoring finding of a strong focus on GBV by dedicating an entire GenCap Retreat session to the subject. The group decided that gender equality programming and GBV work cannot and should not be divorced and that the GenCap Project should remain with its initial vision to address gender equality programming, including GBV as one of several topics.[32]

Camp Coordination and Camp Management, Environment, as well as Disarmament, Demobilization and Reintegration, had oftentimes no coordination structures in place in the countries of deployment. As a result, GenCap Advisers did not work in these areas.

GenCap Advisers often found that Agriculture was not an active sector/ cluster in their countries of deployment and therefore did not put priority on working with the sector. Additionally, there is no explicit sector strategy in the IASC Gender Handbook. Regarding Livelihoods, GenCap Advisers report that the sector is either no priority or that they cover relevant livelihoods issues within other sectors/clusters. Finally, the GenCap Advisors report that UN/IASC Country Teams often do not put a lot of priority on gender mainstreaming in the Nutrition sector/cluster. In a couple of countries the cluster lead organization (UNICEF) was confident that gender equality programming is strong enough and does not need further GenCap support.[33]

The assessment of the ouputs shows that the GenCap Project, in line with its vision, supports a wide range of Country Teams. Additionally, this high activity combined with an increased length of deployments contributes succesfully to the achievement of

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[31] The IASC Gender Handbook has no chapter on Protection, since the Protection cluster was established only after its publication.

[32] IASC and NRC (2009): Report from the First Retreat for GenCap Advisers, Geneva, 11-13 January 2009, p.6f

[33] In Indonesia, the GenCap Adviser supported this assessment.

effective outcomes. On the other hand, the narrow scope of deployments, focusing very much on GBV and Protection, weakens the project's effectiveness and increases the risk that GenCap Advisors are used as gap fillers instead of capacity builders.

4.3 Outcome: Effects on programming and the institutionalization of tools and mechanisms for gender equality programming

This real-time evaluation measures the success of the GenCap Project's outcomes against two main indicators, both assessing the effectiveness of the project's outcomes.[34]

1) To what extent is the GenCap Project's able to impact agencies' programming?
2) What is the GenCap Project's capability to institutionalize tools and mechanisms for gender equality programming?

While the first objective aims at creating change, the second aims to ensure continuity. An analysis of the generic terms of reference shows that more weight is given to the effects on programming than to the institutionalization of tools and mechanisms. Eight of the twelve generic activities focus on programming and four aim at institutionalizing tools and mechanisms. The sections below describe the GenCap Project's progress towards these two goals.

a) Effects on programming

The graph below depicts the GenCap Projects' effects on programming over time and across all sectors/clusters.

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[34] For more information about the indicators, see Annex 1
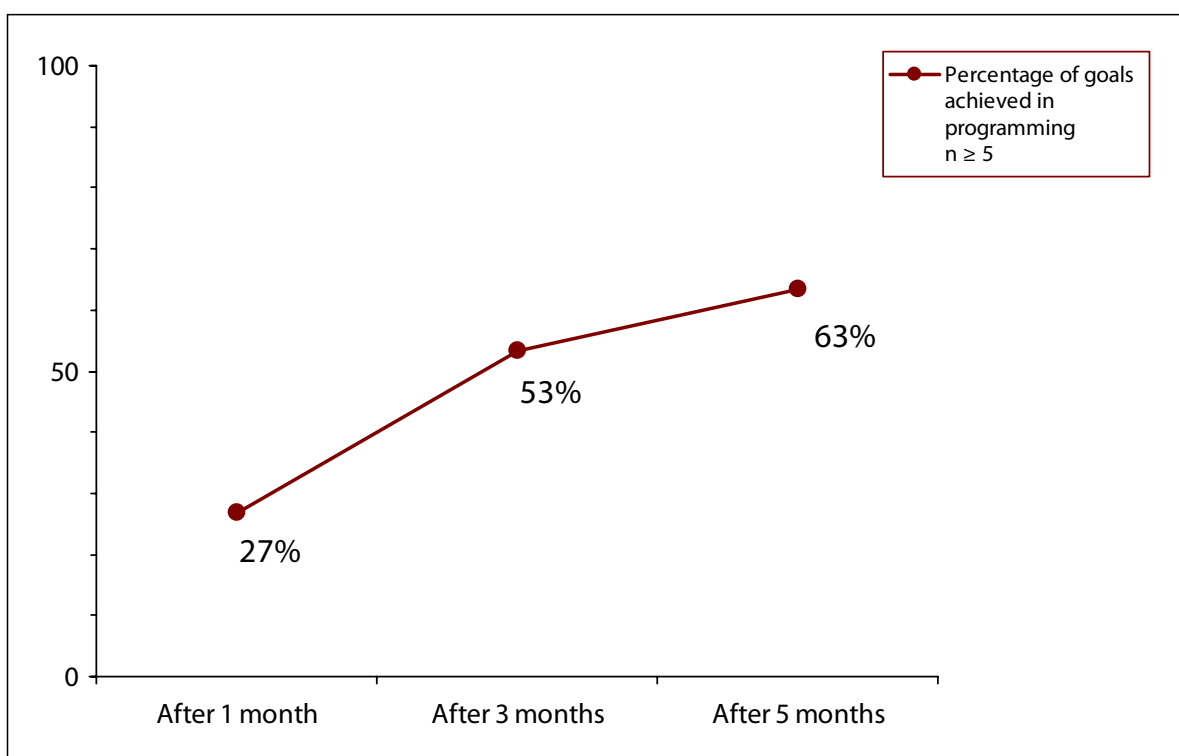
Graph 2: Percentage of goals achieved in programming over time (n ≥ 5)

Finding 1:   Two thirds of desired goals were achieved[35] after five months of deployment

The GenCap Project's effects on programming increase visibly overtime. While GenCap Advisers report to have achieved 27% of the desired goals after one month, the value increases to 63% after five.

In other words, the reporting so far indicates that – across all sectors – the GenCap Project achieves in five months roughly two thirds of the desired results of their activities.

Finding 2:   Greatest effect on programming currently is in Water, Sanitation and Hygiene

The graphs below present the GenCap Project's effects on programming after five months of deployment, disaggregated by sector/cluster. Currently, appropriate data is only available for the sectors Emergency Shelter, GBV, Protection, as well as Water, Sanitation and Hygiene.

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[35] For a detailed description of the desired goals and related indicators see Annex 2
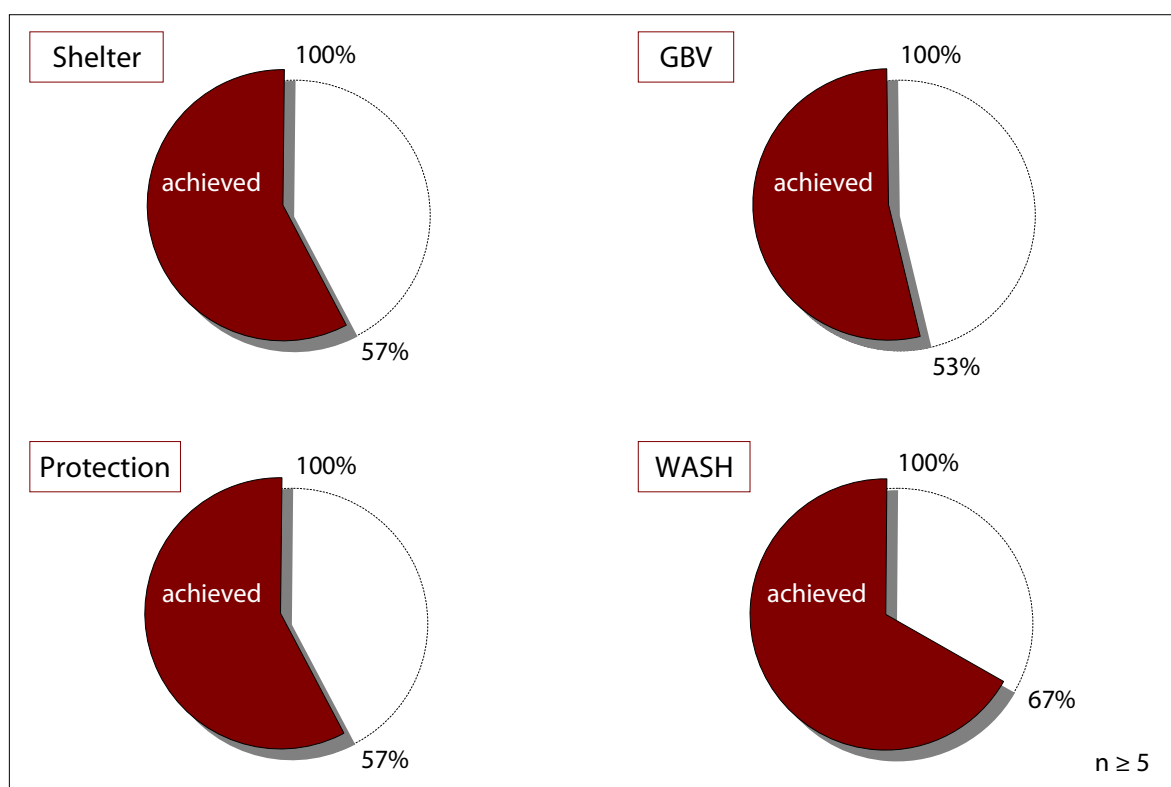
Graph 3: Percentage of desired results achieved in programming after five months (n ≥ 5)

GenCap Advisers report to have roughly achieved two thirds of the desired outcomes per sector/cluster after five months of deployment. At present, GenCap Advisers have most effect on programming in the Water, Sanitation and Hygiene sector/cluster.[36]

b) Institutionalization of tools and mechanisms

The graph below depicts the GenCap Project's success in institutionalizing tools and mechanisms for gender equality programming over time and across all sectors/clusters.

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[36] Interviews and the analysis of the narratives of the monitoring tool could not reveal the reasons for better performance in this sector/cluster than in the other three.
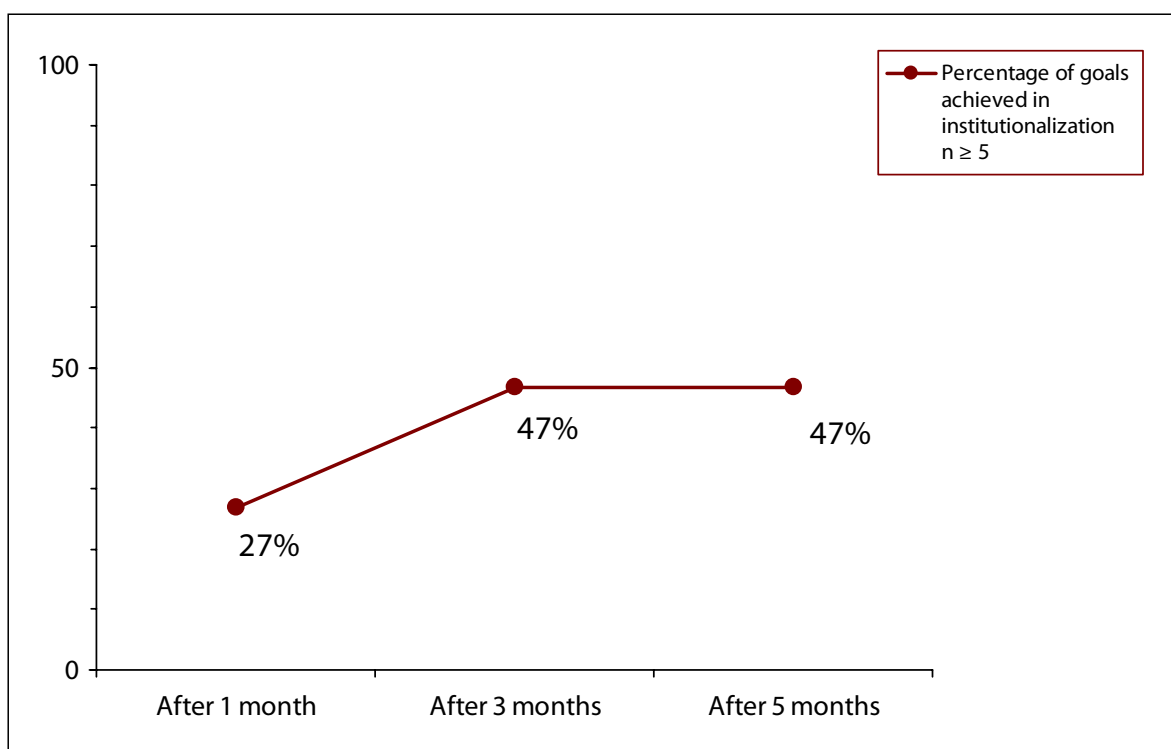
Graph 4: Percentage of desired results achieved in institutionalization over time (n ≥ 5)

Finding 3:   *Institutionalization of tools and mechanisms is difficult to achieve*

The institutionalization of tools and mechanisms – aggregated across all sectors – yields increasingly positive results over time. However, overall the GenCap Project only reaches about 50% of its desired results. Moreover, the fact that there is no increase between month three and five suggests that the challenge to successfully institutionalize tools and mechanisms for gender equality programming does not necessarily lie in a lack of *time* but in the nature of the *task* itself. Interviews with GenCap Advisers support this finding.

Therefore, the following paragraph takes a closer look at the indicators measuring the institutionalization of tools and mechanisms. The indicators are:[37]

- ADAPT and ACT Framework is integrated into the agencies' monitoring and evaluation (M&E) systems

- The sector/cluster gender focal point has the capacity to influence the implementation of a sector work plan inclusive of gender equality programming

- The sector/cluster has interaction with other sectors/clusters on issues related to GBV

- The sector/cluster has interaction with the GenNet

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[37] Cf. Annex 2

ADAPT and ACT integrated into M&E systems

Eleven out of 13 GenCap Advisers report to work on activities related to the integration of the ADAPT and ACT Framework[38] into agencies' M&E systems. Yet, sector-specific data is not yet available.

The evaluator therefore tried to determine related challenges in interviews and through the analysis of individual narrative reports in the monitoring tool.

Finding 3a: Integrating ADAPT and ACT into M&E systems not a priority

The analysis shows that the activity is usually not a priority for the advisers. Some simply do not consider mainstreaming gender into M&E systems as important. Others do not believe in the value of the ADAPT and ACT Framework for those systems. Additionally, GenCap Advisers report that six months are too short to address M&E systems since they first have to make the Humanitarian Country Team and individual agencies familiar with the ADAPT and ACT framework before initiating the mainstreaming process into M&E. The GenCap Advisers report that the rigidity of UN agencies to adapt their systems further impedes their efforts.[39]

Influence of sector/cluster gender focal points

Only five out of 13 GenCap Advisers report that they seek to increase the capacity of gender focal points in such a way that they are able to influence the implementation of sector/cluster work plans inclusive of gender equality programming.

Finding 3b: Lack of senior cluster gender focal points difficult to address at the country level

The advisers report that the sectors/clusters often have not named official gender focal points and that the process of nomination is sometimes painfully slow. Additionally, many focal points are not particularly influential within their sector/cluster. However, GenCap Advisers in the field have little influence on the agencies' choice of gender focal points.

Cluster has interaction with other sectors/clusters on GBV

Finding 3c: The narrow sector/cluster scope of the deployments complicates coordination

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[38] The ADAPT and ACT Framework for gender equality programming stands for analyze gender differences; design services to meet the needs of all; access for women, girls, boys and men; participate equally; train women and me equally and address GBV in sector programs; collect, analyse and report sex and age disaggregated data; target actions based on a gender analysis; coordinate actions with all partners. For more information on the ADAPT and ACT Framework see IASC (2006) Gender Handbook in Humanitarian Action

[39] One GenCap Adviser pointed out that good practice is thus to start influencing joint monitoring mechanisms before addressing those of individual agencies.

Ten out of 13 GenCap Advisers seek to improve the coordination of GBV related

Graph 5: Effects on institutionalization for Gender-based violence (n ≥ 5)

activities between the different sectors/clusters. Sector-specific monitoring data is available for the GBV sector/sub-cluster as depicted in the graph below.

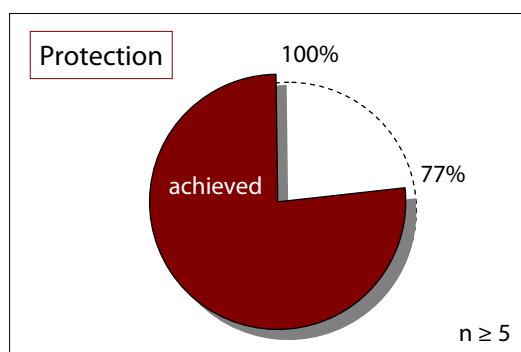That fact that data is only available for this area of work suggests that GenCap Advisers work through the GBV sector/sub-cluster towards other clusters and not with several clusters towards increased coordination. The advisers report to achieve 57% of the desired results after five months.

Cluster interaction with GenNet

Again, ten out of 13 GenCap Advisers report to work on better interaction between

Graph 6: Effects on institutionalization for Protection (n ≥ 5)

individual sectors/clusters and the Gender Support Network (GenNet)[40]. This time, sector-specific data is only available for Protection as shown in the graph below.

GenCap Advisers report to achieve 77% of the desired goals after five months.

This positive result reflects that in the sector/cluster in which the GenCap Project is most active in, it achieves to improve the coordination of the sector/cluster with a gender theme group.

The assessment of the outcomes shows that the GenCap Project is particularly effective in mainstreaming gender into programming. Furthermore, the GenCap Project is effective in institutionalizing tools and mechanisms for gender equality programming in those areas where the GenCap Advisors are particularly active. The GenCap Project could thus further increase its effectiveness by broadening the scope of clusters/sectors that the GenCap Advisors address.

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[40] A GenNet is supposed to "support and undertake activities to ensure that the gender dimension of all clusters/sectors in emergency situations is being addressed." IASC Gender Handbook, p. 29

4.4 Conclusions and Recommendations

a) Use and quality of the GenCap roster

With respect to the use and quality of the GenCap roster, the analysis revealed a number of strengths of the GenCap Project.

The use of the roster is based on solid generic terms of reference, which help to keep the project in line with its objectives and makes it relevant for the Humanitarian Country Teams. This relevance is further strengthened by the GenCap management's flexible deployment policy responding to the requesting agencies' needs. The biggest asset, however, is the GenCap roster, a diverse set of qualified experts that are increasingly well prepared for their deployments. The only important skills that are seen as lacking with some GenCap Advisers is a thorough understanding of the UN system, language skills and understanding of the cultural/crisis context, as mentioned above. However, the final quality of the roster depends on the ability of the individual GenCap Adviser to perceive and establish her/himself as facilitator and capacity-builder, rather than implementer.

The input side of the GenCap Project also faces a number of weaknesses and challenges.

The GenCap management has prioritized in its deployment policy flexibility and roll-out possibilities over deployments that are strictly in line with the project's objectives. Thus, there is a risk that too many exceptional deployments undermine the efficient use of the GenCap experts. Most deployments that were outside the project's objectives had a developmental, instead of a purely humanitarian focus. Given that most deployments are to transitional contexts, the distinction between development and humanitarian assistance becomes blurred. In these contexts it is important to adapt flexibly to the Humanitarian Country Teams' activities while keeping the focus on gender equality programming for humanitarian service delivery.

Finally, the low quality of the specific terms of reference and the lack of diversity of requesting agencies increase the risk that GenCap Advisers are used outside the project's vision, e.g. as gap-fillers instead of capacity-builders or only within a specific sector/cluster and not as an inter-agency resource. The poor quality of the requests may reflect the requesting agencies' inability to develop succinct gender-related terms of reference. The challenge has therefore less to do with the GenCap Advisers being drawn into work outside their specific terms of reference and more with the nature of these terms. Consequently, the GenCap Secretariat's negotiation of the terms of reference and their re-negotiation by the GenCap Advisers at the beginning of their deployments are crucial to ensure that deployments are in line with the project's objectives.

Recommendation iii

The GenCap management and the Norwegian Refugee Council should recruit new roster members with a working background in the UN and with wide language skills, including Arabic. The Steering Committee Focal Points should ensure that the GenCap Advisers receive a better briefing on the cultural/crisis context before their deployments.[41]

Additionally, the GenCap management should continue to train GenCap Advisers on how to work through the cluster system.

Recommendation iv

The GenCap management should move from a very flexible deployment policy focusing on responsiveness and roll-out to a policy focusing on an effective use of the GenCap roster members. It should particularly formulate clear conditions for the extension of deployments. For example, requests for extension should only be accepted if the requesting agency has a clear focus on capacity-building and strategies to ensure the continuity of gender equality programming after the GenCap Adviser's departure. GenCap Advisers should be involved in drafting the requests for extension.

Additionally, the GenCap Secretariat should discuss whether GenCap deployments with reporting lines to Resident Coordinators and capacity-building in national ministries are in line with the GenCap Project's mandate.

Recommendation v

The GenCap management and the GenCap Advisers should work closely together to increase the quality of the specific terms of reference. The GenCap Secretariat should revise section five and the annex of the request forms as follows:[42]

- Section 5.1 should ask for main duties and responsibilities
- Section 5.2 should explain to which outputs the tasks are supposed to lead and finally to which objectives the outputs are supposed to contribute to
- Section 5.3 should only ask for the priority sectors[43] and an outline of a strategy enabling the GenCap Adviser to work in several sectors/clusters
- The "Overview of GenCap" box in the annex should more clearly communicate the capacity-building nature of the GenCap deployments

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[41] Each GenCap Adviser has a Steering Committee Focal Point which serves as contact person for the GenCap Adviser during her/his deployment. The Focal Points are also responsible to put the GenCap Adviser in contact with the relevant agency staff in the field and provide context specific documents.

[42] The current request form can be found in Annex 4.

[43] There is no need to ask for priority activities, since the GenCap Advisers have worked on all areas of activity equally and the generic terms of reference were found to be solid.

Recommendation vi

The training of GenCap Advisers should include a session on the effective re-negotiation of specific terms of reference. GenCap Advisers have to learn how to write terms of reference that reflect the GenCap Project's approach to build capacity for gender equality programming in all sectors/clusters of humanitarian assistance.

Recommendation vii

The GenCap management should further diversify the requesting agencies. The members of the Steering Committee should lobby their agencies at headquarter and country levels to consider GenCap deployments. Additionally, the current GenCap deployment to the global clusters through the International Organization of Migration (IOM) is a good means to raise awareness about the GenCap Project amongst global cluster lead agencies.

b) GenCap deployments

The main strength of the output side of the project is the high number of deployments realized between April 2008 and March 2009, particularly compared to the size of the roster. Additionally, the deployments covered a wide range of regions and different humanitarian situations.

With respect to the appropriate length of deployments, the GenCap management has not yet defined its final strategy. Despite last year's decision to prolong the maximum duration of deployments to one year, the debate continues. The discussion relates to the trade-off between giving GenCap Advisers enough time to create relevant outcomes and ensuring that the project does not create disincentives for UN agencies to employ their own staff. The underlying assumption for this trade-off is that the longer a GenCap deployment lasts, the higher the possibility that GenCap Advisers create relevant outcomes and the lower the incentives for the supported agencies to hire qualified staff.

However, the analysis above shows that the length of the deployment might not be the only determining factor for creating the risk of substitution. A long deployment is, for example, more at risk to substitute staff if it focuses mainly on one sector/cluster. The risk of substitution is further increased by the lack of diversity of requesting agencies and specific terms of reference that are tailored towards the needs of the requesting agency. Finally, the high amount of GenCap time currently invested into gap-filling instead of capacity-building is also a crucial explanatory factor.

It is important to note that experienced GenCap Advisers emphasize that the risk of substitution can be limited if the advisers establish themselves as resource persons rather than implementers. The last GenCap Retreat has addressed this topic prominently. Again, to ensure this is the case, the specific terms of reference have to reflect the capacity-building nature of the deployment.

The outputs of the GenCap Project contain one important weakness. Currently, the deployments have a strong focus on the sectors/clusters of GBV and Protection. This focus challenges the GenCap Project's objective to address all sectors of humanitarian assistance, complicates the implementation of the inter-agency mandate and increases the risk of substitution. Additionally, as discussed below, the focus on the sectors/clusters of GBV and Protection has the potential to undermine effective coordination. The focus on GBV is further enhanced by the fact that other areas of responsibility in the Protection cluster are not addressed. However, the global GenCap Adviser currently works in coordination with the Protection Cluster Working Group on a holistic protection strategy for the GenCap Project.

Finally, the analysis suggests a tension between the necessary focus on a small number of sectors/clusters in order to create outcomes within a period of six to twelve months and the objective to address all sectors/clusters of humanitarian response.

Recommendation viii

The GenCap management should continue to monitor the GenCap Project's progress in deployments that extend beyond six months. The information gathered together with the feedback from the field presented above will help to determine the ideal length of deployments.

Recommendation ix

The GenCap management should develop a strategy to reach out to further clusters/sectors. This strategy should build on the planned assessment of the global clusters' gender performance.[44] The assessment should consider capacities at the global *and* country level. The Steering Committee should include the results of the assessment into the briefing packages of the GenCap Advisers. Furthermore, the strategy should build on a collection of best practices in addressing several sectors/clusters from experienced GenCap Advisers. The best practices should be shared with other GenCap Advisers at the next GenCap Retreat. Finally, the GenCap Secretariat should invite the GenCap Advisers to use the monitoring tool to better reflect their decision-making and consultation processes behind the prioritization of sectors/clusters they are working with.

c) Effects on programming and institutionalization of tools and mechanisms

The GenCap Project's effect on programming is an important success. Future monitoring data will show whether the project is able to further improve this success through longer deployments and by addressing a broader scope of sectors/clusters.

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[44] The current global GenCap Adviser is supposed to implement this assessment

The GenCap Project's limited ability to institutionalize tools and mechanisms for gender equality programming, on the contrary, remains a weak point.[45] The analysis suggests that longer deployments are unlikely to improve this outcome. Instead, a more systematic approach is needed.

Recommendation x

The GenCap management should create a strategy to increase the continuity of the project. Such a strategy has to build on the measures suggested above, namely to take action to ensure capacity-building and to broaden the scope of the sectors/clusters addressed. In addition the GenCap management has to:

- increase the awareness amongst GenCap Advisers about the importance of mainstreaming gender into M&E systems
- collect and share best practice about addressing M&E systems
- train the GenCap Advisers to apply the best practices
- ensure that the global GenCap deployment builds the capacity of global clusters to adapt M&E systems and advocates for the nomination of senior cluster gender focal points
- insist that requesting agencies address the question of "strategies for knowledge transfer" in the request form

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[45] Cf. Binder/Witte (2008): Project Report

5. Summary and next steps

5.1 Synthesis of findings and recommendations

The evaluation of the GenCap Project's activities between April 2008 and March 2009 shows that the project is relevant for UN/IASC Humanitarian Country Teams, including Humanitarian Coordinators, cluster leads and humanitarian staff. That is, the GenCap Project's setup corresponds to the needs of the Humanitarian Country Teams in terms of gender equality programming in an inter-agency setting.

At the same time, the GenCap Project was effective in terms of achieving its goals, particularly with respect to effects on programming. The effectiveness of the project is, however, limited by a narrow focus on Gender-based Violence and Protection, as well as the challenge to ensure continuity of the project's outcomes after the GenCap Advisers' departure.

Weak points have also been revealed with respect to the GenCap Project's coherence. GenCap Advisers are sometimes misused by requesting agencies and other country staff as gap-fillers instead of capacity-builders. The flexible deployment policy applied by the GenCap management thus far further increases the risk that deployments are used outside the GenCap Project's objectives.

The evaluation shows that the GenCap Project can build on its strengths and address areas for improvement by addressing the following key points:

1) Continue to put a very strong focus on capacity-building

2) Broaden the scope of the project in terms of sectors/clusters addressed and in terms of requesting agencies

3) Strategically increase the quality of the specific terms of references, including through a re-negotiation by the GenCap Advisers

4) Consider the importance of a common vision shared by all GenCap Advisers and clearly communicate it to external actors.

5.2 The GenCap Project's M&E framework in the future

Over the course of the last two years, the GenCap Project has developed an inclusive learning culture. The GenCap Secretariat has started to integrate the monitoring of the project's activities and outcomes into its day-to-day work. Most GenCap Advisers readily embrace their role of collecting monitoring data and information about the GenCap Project's operational environment during their deployments. The GenCap management has developed an interest in finding out "what works and what doesn't" both in the field and at headquarters.

The GenCap management as started to collect and share knowledge about mainstreaming gender equality programming into humanitarian response. For example, some GenCap Advisers have contributed to the development of so-called "How to guides", helping fellow GenCap Advisers and gender focal points to address specific issues, for example, mainstreaming gender into the Consolidated Appeals Process and conducting gender analyses.[46]

The learning culture and knowledge creation of the GenCap Project could be further strengthened by the collection of failure and success stories that help external actors to understand the impact of gender quality programming. Those stories could either be put together by GenCap Advisers or, if their time does not allow, by an external consultant. Additionally, the GenCap management has made efforts to collect good practices, an attempt which has thus far proven to be challenging.[47] The production of the "How to guides" is a first step into the right direction. The GenCap Secretariat could further strengthen the extraction of good practices by making targeted requests to GenCap Advisers. The individual reports, particularly the narrative parts, often provide hints towards activities or sectors/clusters of particular success. The GenCap Secretariat could follow up on these hints.

A further measure to continue learning would be an ex-post evaluation in two to three years in order to determine the project's longer-term impact on UN/IASC Humanitarian Country Teams' programming.

Finally, the following table provides an overview of all recommendations made throughout this evaluation report. The GenCap management should aim to implement the recommendations within the coming year.

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[46] The "How to guides" are for download at
    http://www.humanitarianreform.org/humanitarianreform/Default.aspx?tabid=460, accessed 30/04/2009
[47] Cf. Binder/Witte (2008): Project report

Recommendation	Responsible
i: Make use of the project´s increased negotiation power to influence nature of requests and the way agencies make use of the deployments	GenCap Secretariat and GenCap Steering Committee
ii: Have an open debate about the GenCap Project's vision and how it relates to the empowerment of women	GenCap Steering Committee, Secretariat, GenCap Advisers
iii: Recruit new GenCap Advisers with working background in the UN and a a wide range of language skills, improve training on context.	GenCap Steering Committee
iv: Move to a deployment policy focusing on an effective use of the GenCap roster members, formulate clear conditions for extensions	NRC and GenCap Steering Committee
v: Revise the request form in order to increase the quality of the specific TORs	GenCap Secretariat and GenCap Advisers
vi: Include a session on effective re-negotiation of the specific TORs in the training of GenCap Advisers	GenCap Secretariat and GenCap Advisers
vii: Further diversify the requesting agencies. The current GenCap deployment to the global clusters can contribute through awareness-raising	GenCap Steering Committee
viii: Continue to monitor the project's progress in deployments that are longer than six months to determine the ideal length of deployment	GenCap Secretariat and Steering Committee
ix: Develop a strategy to reach out to further clusters/sectors, built on the planned assessment of the global clusters' gender performance.	GenCap Steering Committee
x: Build a strategy to increase the continuity of the project, i.e. by ensuring capacity building and broadening scope of sectors	GenCap Steering Committee

Illustration 4: Recommendations and responsibilities

Annex 1 Outputs and outcomes of the M&E project

From March 2007 – April 2009, GPPi has produced the outputs and accomplished the tasks described in the following. Most of the documents and tools can be found at *http://www.gppi.net/consulting/gencap/*.

M&E framework

- A **set of indicators** has been developed and field-tested. After six months of testing, the indicators have been revised to increase their usefulness and applicability in light of realities on the ground.

- A **computer-based M&E framework** allows the GenCap team to collect baseline data as well as to track activities, outputs, and outcomes. The **monitoring tool** contains a basic information questionnaire, to be filled in by the GenCap Advisers at the beginning and the end of their deployments and a scorecard, to be filled in by the GenCap Advisers in bi-monthly intervals. In addition, the **data analysis tool**, a software solution for importing the data generated by the computer-based tool into an Excel spreadsheet software, was put in place. The data analysis tool and the monitoring tool have been optimized during the project.

- **Trainings**, sustained guidance, and ongoing **technical support** in applying the M&E tools provided to GenCap advisers. This included detailed **guidelines** on the use of both the monitoring and the analysis tool.

Analysis

- Responsibility for the maintenance, collection, and **analysis of data**.

- Developed and conducted a **field survey** and **interviewed stakeholders** for triangulation of data collected through the monitoring tool.

- Desk review of **requests** and of generic and specific **TORs**.

- A **project report**, two **interim reports** and a **final report** have been completed.

- **Summary analyses** for sharing interim results with the Steering Committee as well as **presentation of results** to GenCap project stakeholders in regular intervals.

Dissemination

- A **research paper** discussing and analyzing the indicators and the M&E framework.

- **Presentations** of the tool to the wider humanitarian community, i.e. the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP), the Norwegian Government and country staff present at GenCap Preparation Workshops

Annex 2 GenCap Advisers' activities, desired results and related indicators

TOR	Desired result	Indicator
1. Information and analysis		
1.1 Assisting the different sector/ cluster groups to analyze the quality, efficiency, and effectiveness of existing gender equality programming in programs/ activities and to identify gaps and challenges. Using this information to develop, in cooperation with partners, strategies for each sector/ cluster group to address the gaps identified in the initial analysis	1.1 Comprehensive understanding of gaps and challenges of existing gender equality programming in current programs/activities. Sector specific strategies to address in future programming the gaps identified	1.1 Understanding by the cluster/sector of gender equality programming gaps and challenges in programs/activities and a strategy addressing these is developed and implemented 0 = No analysis document 1 = Development of an analysis document 2 = Written strategy developed based on analysis 3 = Strategy is used and revised in conjunction with the broader work-planning and reporting process
1.2 Supporting the collection and analysis of sex- and age-disaggregated data	1.2 Sex- and age-disaggregated data collected and analyzed	1.2 Availability and use of sex- and age-disaggregated data 0 = No sex- and age-disaggregated data 1 = Sex- and age-disaggregated data is being collected 2 = Sex- and age-disaggregated data is analyzed 3 = Sex- and age-disaggregated data and analysis informs programming
2. Program support		
2.1 Facilitating and supporting the integration of gender perspectives into the overall strategic planning and programming of the different sectors/clusters, including into the CAP, Flash Appeals and other appeal processes and documents, by using inter alia the ADAPT and ACT framework and checklists in the IASC Gender Handbook and GBV Guidelines, adapting the checklist items to the local context	2.1 Strategic planning, response plans, and programming in the sector/cluster are designed to address the different needs and capabilities of women, girls, boys, and men	2.1 Planning and programming address the different needs and capabilities of women, girls, boys, and men 0 = Different needs and capabilities are not considered 1 = Different needs and capabilities are mentioned but not adequately analyzed 2 = Different needs and capabilities are analyzed in planning but not translated into programming 3 = Different needs and capabilities are analyzed in planning and translated into programming

2. 2   Assisting sectors/clusters to set up or adapt existing monitoring systems to monitor progress in gender mainstreaming by using inter alia the ADAPT and ACT framework and the checklist in the Gender Handbook and GBV Guidelines, adapting the checklist items to existing monitoring and reporting mechanisms as well as to the specific socio-cultural context and target groups

2.2   Adapted ADAPT and ACT framework and checklist prepared for input into M&E systems

2.2   Adapted ADAPT and ACT framework and checklists are endorsed by sectors/clusters and inform M&E

0 = No awareness of ADAPT and ACT framework and checklist and their utility for M&E
1 = ADAPT and ACT framework and checklist endorsed, but not reflected in M&E
2 = Inconsistent reflection of ADAPT and ACT framework and checklists in M&E
3 = ADAPT and ACT framework and checklist consistently inform M&E

2.3   Facilitating the inclusion of gender dimensions into needs assessment frameworks

2.3   Systematic inclusion of IASC Gender Handbook standards in sector/cluster assessments

2.3   Sector/cluster assessments clearly define the different needs and capacities of women, girls, boys and men

0 = No clear definition of the different needs and capacities of women, girls, boys and men
1 = Sex and age is inconsistently reflected in assessments
2 = Sex or age is consistently reflected in assessments
3 = Consistently clear definition of the different needs and capacities of women, girls, boys and men

3. Capacity-building

3.1   Facilitating and assisting in training/ orientation on and promoting the use of the IASC Gender Handbook

3.1   Increased competency of sector/cluster actors in using IASC Gender Handbook

3.1   Sector/cluster actors use the IASC Gender Handbook throughout the program cycle and in training

0 = No use of the IASC Gender Handbook
1 = Used in training
2 = Used in parts of the program cycle
3 = Used throughout the entire program cycle and in training

3.2   Facilitating and assisting in training/ orientation on and promoting the use of and the IASC GBV Guidelines in all sectors/ clusters

3.2   Increased competency of sector/ cluster actors in using the IASC GBV Guidelines

3.2   Sector/cluster actors use the IASC GBV Guidelines throughout the program cycle and in training

0 = No use of the IASC GBV Guidelines
1 = Used in training
2 = Used in parts of the program cycle
3 = Used throughout the entire program cycle and in training

3.3 Working with the GenNet and other relevant partners, adapting the generic GenNet ToR to the local context, and building the GenNet's capacity to ensure its implementation.

3.3 Increased capacity of the sector/cluster Gender Focal Point (GFP) to influence the planning and implementation of a cluster/ sector work plan as per the ADAPT and ACT framework

3.3 The sector/ cluster Gender Focal Point has the capacity to influence and implement a sector/ cluster work plan inclusive of gender equality programming

0 = The cluster/ sector work plan does not reflect the ADAPT and ACT framework
1 = The sector/ cluster work plan is partially reflective of ADAPT and ACT framework
2 = The sector/cluster work plan is fully reflective of the ADAPT and ACT framework
3 = The sector/ cluster has started implementation of the ADAPT and ACT-inclusive work plan

4. Coordination

4.1 Catalysing the formation of and/or facilitating the smooth coordination of inter-agency, inter-cluster gender networks at the national, regional, or local levels (i.e. liaising with Gender advisers, Gender Focal Points, GBV Managers and SEA Focal Points in other agencies and organisations (including the government, INGOs, local NGOs & women's groups) and in peacekeeping missions in-country)

4.1 Formation of well-coordinated inter-agency, inter-cluster gender networks at the national, regional, or local levels

4.1 The cluster/ sector has formalized interaction with the GenNet and is actively engaging with its activities

0 = The sector/cluster is not engaging with the GenNet
1 = The sector/cluster is engaging with the GenNet on an ad hoc basis but no formal lines of communication have been established
2 = The sector/cluster has a designated representative on the GenNet
3 = The sector/cluster has a designated representative on the GenNet and is actively engaged in its activities

4.2 Catalysing the formation of and/or facilitating the smooth coordination of a GBV Task Force (TF) at the national, regional, or local levels, as necessary

4.2 Formation of well-coordinated inter-agency, inter-cluster GBV Task Forces at the national, regional, or local levels

4.2 The cluster/ sector has formalized interaction with other sectors/ clusters on GBV

0 = The sector/cluster is not engaging with other sectors/clusters on GBV
1 = The sector/cluster is engaging with other sectors/clusters on GBV on an ad hoc basis but no formal lines of communication have been established
2 = The sector/cluster has a designated representative for interaction with other sectors/ clusters on the issue of GBV
3 = The sector/cluster has a designated representative for interaction with other sectors/ clusters on the issue of GBV and is actively engaged in coordination activities

| 4.3 | Building strategic alliances with other key actors internally and externally to advocate for gender equality programming | 4.3 | Common understanding and approaches on gender equality programming promoted through strategic alliances with internal and external actors | 4.3 | Common understanding and approaches on gender equality programming achieved

0 = No common understanding or approaches
1 = Key actors for the sector/cluster identified
2 = Strategic alliances built with key actors for the sector/cluster
3 = Coordinated messaging on gender equality programming delivered by sector/cluster actors and key partners. |

5. Advocacy

| 5.1 | Provide technical support for the development of relevant advocacy and communication/ information materials to address gender (in)equality issues, including support to HC/RC advocacy efforts | 5.1 | Well-designed advocacy and communication/ information materials addressing gender (in)equality issues made available, including to senior managers | 5.1 | Advocacy and communication/ information materials related to GEP in the sector/ cluster are easily available and widely used

0 = No advocacy and communication/ information materials exist
1 = Timely, relevant, and user-friendly advocacy and communication/ information materials related to GEP in the sector/cluster designed
2 = Advocacy and communication/ information material related to GEP in the sector/cluster made available on common information platforms
3 = Advocacy and communication/ information material related to GEP in the sector/cluster are integrated into advocacy strategies, including of senior management |

Annex 3 Logic of indicators
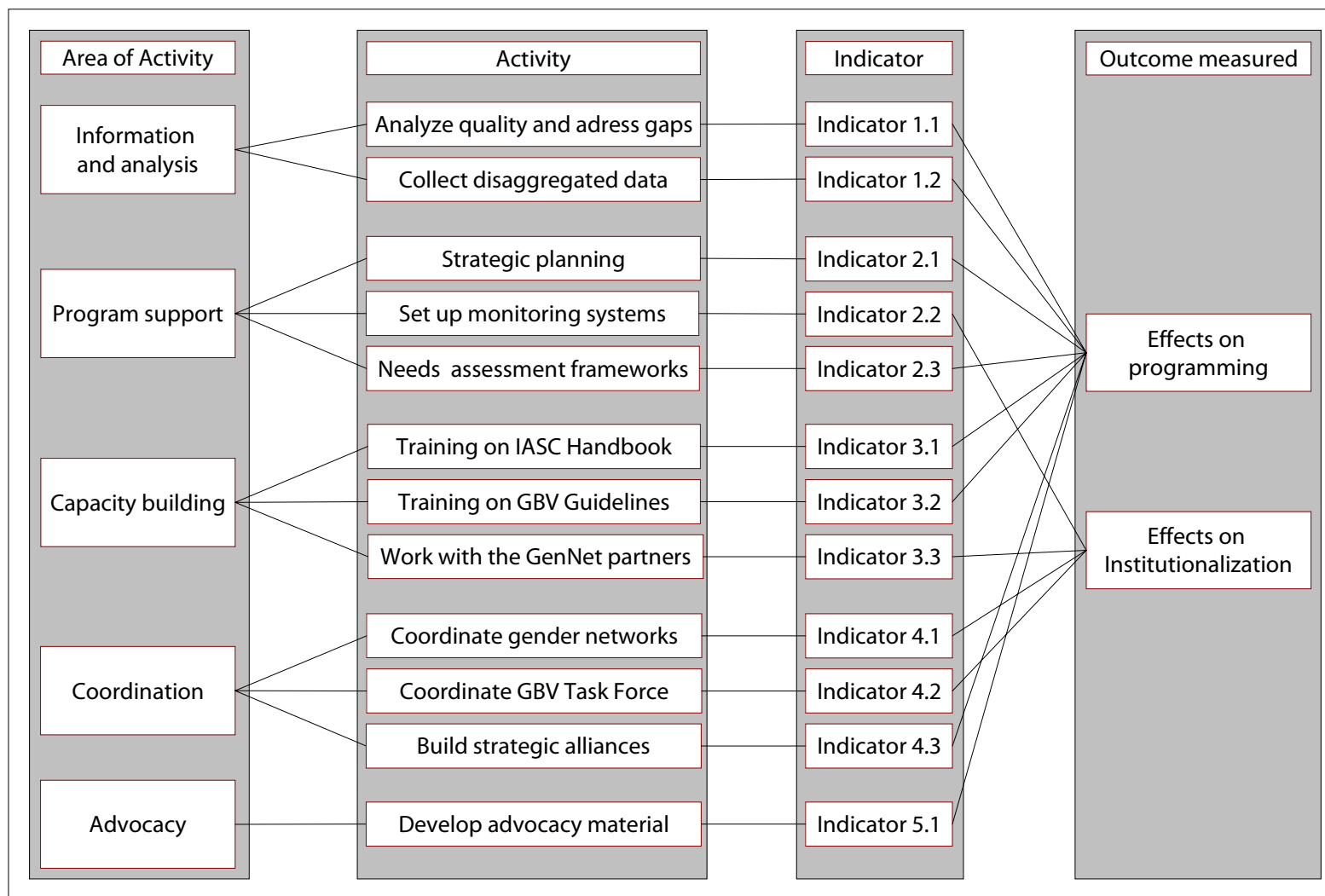
Annex 4 Current request form

Request for Personnel from the IASC Gender Standby Capacity Roster (GenCap)

1. Type of Request (please tick one)

Initial Request		Extension of Initial GenCap	
2nd GenCap		Extension of 2nd GenCap	

2. Basic Information

Date of request		Person filling this form	
Host agency		Agencies involved in developing request	
Country/Duty station		Security phase in Country / duty station	
Requested/actual date of deployment		Requested length of deployment/extension	

3. Contact Information

Please provide name, title, telephone number and e-mail address of each person that needs to be included in communication regarding the GenCap deployment. The HC and the Head of Office/ Country Representative of the hosting agency will be considered the main points of contact.

	Name	E-mail	Phone
Humanitarian or Resident coordinator			
HoO/ Country Representative of hosting agency			
Senior Management point of contact for deployment			
Hosting agency contact point for deployment admin(visa, logistics etc)			

4. Approval

Requests are considered to be made on behalf of the Humanitarian Coordinator and must be signed by the country representative of the requesting agency before being submitted to the HC for signature.

Country representative (printed name)	HC/RC (prined name)

Signature:	Signature:
Date:	Date:

Once completed the signed copy of this form should be sent to *gencap@un.org*, with copy to your agencies' Stand-by Partner focal point, Gender Focal point and desk officer.

Decisions about deployment are made by an Inter-Agency Steering Committee facilitated by OCHA and will depend on need and availability.

Information about the responsibilities of the hosting agency can be obtained by contacting the GenCap Secretariat at *gencap@un.org* or downloaded from *www.humanitarianreform.org/gencap*

5. Reporting, Supervision and Sustainability

5.1 Reporting and Supervision

[The GenCap Adviser should be deployed to the HC's Office and report to the HC and the host agency, as well as to NRC (admin/logistics) and GenCap Secretariat (policy/strategy). Please describe additional lines of reporting, if applicable]

5.2 Capacity and Knowledge Transfer

[Since the GenCap Adviser is a facilitator, not an implementer, the sustainability of the GenCap Advisers' work needs to be clear from the outset. Please describe briefly the plan for such capacity and knowledge transfer]

6. Terms of Reference

Please complete the specific TOR for this GenCap request using the generic TOR attached as reference.

6.1. Objectives and expected output

[In light of the generic terms of reference for GenCap advisers, please describe the objectives and expected output of the deployment]

6.2.

a) Main duties and responsibilities

[In light of the terms of reference for GenCap advisers please describe main duties and responsibilities of the post, and attach a specific TOR for this deployment.]

b) Technical and language skills needed for this deployment:

6.3.

a) Priority to the 5 main areas of activities described in the generic TOR (Information and Analysis; Programme Planning Assistance; Capacity Building; Coordination; and Advocacy).

[Please detail the UNCT's priorities for the GenCap adviser's work on a scale from 1-5

where 5 is "extremely important" and 1 is "not at all relevant" You can give the same score to more than one working area.]

1. Information and Analysis __
2. Programme Planning Assistance __
3. Capacity Building __
4. Coordination __
5. Advocacy __

b) Priority sectors/ clusters for GenCap engagement (please list):

7. Background Information

7.1. Current humanitarian situation in the country concerned

[Please give a short description of the humanitarian situation in the country of deployment. Please include a description of possible gaps in gender equality programming and a short description of the current protection situation, with specific attention to GBV.]

7.2. Existing strategies and mechanisms for gender equality programming

[Please give a short overview of existing strategies and mechanisms for gender equality programming (IASC, UNCT, within individual clusters) and explain the intended role of the GenCap Adviser in relation to these]

7.3. Strategic opportunities for gender equality programming

[Please identify current and upcoming humanitarian planning or other strategic processes and their timelines, and explain what role the GenCap is expected to play to support the integration of gender in these]

7.4 Current internal capacity gender equality programming

[Please give a short description of the current gender capacity within thin country of deployment, including information about staffing levels and available operational and administrative support. Is there a Gender Theme Group or a GBV working group?]

Overview of GenCap:
GenCap Advisers are deployed to UN-agencies with MOUs with the Norwegian Refugee Council (NRC) for up to 12 months to support the Humanitarian Coordinator and country teams. The IASC Gender Handbook Women, Girls, Boys and Men - Different Needs, Equal Opportunities will form the standards and norms for the work of the GenCap Advisers. GenCap Advisers are employees of the NRC but requesting agencies are responsible for personnel during assignment and must provide all necessary administrative and operational support. The GenCap is an inter-agency resource: The request for a GenCap should be the result of inter-agency consultations and must be endorsed and signed by the Humanitarian Coordinator (HC). The GenCap Adviser should be deployed to serve as a representative of the HC's office but can physically sit with the requesting agency. The GenCap Adviser should also report to the HC although the requesting agency may have the day-to-day supervision responsibility.