

Guidance Note for Establishing a Tracking System for Gender-related Allocations in CAPs

Purpose of the Guidance Note: This guidance note provides information on how to apply a *gender marker during the conception phase of a project* that will be submitted to the CAP. It provides guidance to the developers of CAP projects on how to integrate gender equality into the project sheets. It also provides examples of sector/cluster specific projects and how they would be ranked on the 0-3 gender marker scale.

Audience for the note: The main audience for this guidance note is cluster/sector actors responsible for designing projects for the CAP. Gender Advisers or Gender Focal Points, who will assist the clusters in using the gender marker, will also benefit from this note.

This guide provides answers to follow questions:

- 1) Why track gender allocations in the CAPs?
- 2) What is the gender marker supposed to measure?
- 3) How are gender issues currently integrated in CAPs?
- 4) What is the rating scale for the gender marker to be used in the CAP?
- 5) How can CAP project sheets be improved so that the gender marker can be applied?
- 6) What are some examples of how the gender marker would be used in CAP projects?
- 7) Who is responsible for the gender rating?
- 8) How are the scores entered into the CAP data base?
- 9) How will the scores be used after the CAP is launched?
- 10) Where can I go for help?

For more information on the piloting phase of the CAP gender marker – see annex A.

1

Why track gender allocations in the CAPs?

Ensuring that humanitarian assistance meets the needs of the **entire population** is a universally accepted goal. However, wishing this to be so does not make it so. In the rush to meet the needs of people affected by conflict and disasters some groups less advantaged or more vulnerable fall through the cracks. Many women and girls fall into this category due to pervasive gender inequalities and because they are just not able to compete with men for sometimes scarce resources.

There are four reasons why a gender marker would enhance our understanding of the degree to which our humanitarian programming meets the needs of the entire population and targets those who fall through the cracks – that is to ensure effectiveness of humanitarian action.

1. One way to ensure that we know better who benefits from humanitarian assistance is by “following the money”. Tracking expenditures for gender equality programming has been undertaken in the development community for many years for similar reasons. The OECD/DAC

first initiated the use of “gender markers” in 2007. UNDP initiated a similar marker system to track gender-related investments and expenditures in their financial system known as ATLAS. UNDP has set a minimum requirement that 15% of programme funding should go to advancing gender equality so a marker for UNDP was crucial to determine if the agency had achieved its target.

Efforts to track allocations for gender equality work in the humanitarian arena have been more *ad hoc* with occasional retrospective assessments of CAP project funding. UNICEF reviewed support to GBV projects in the CAP in 2006 and more recently UNIFEM conducted a review of CAPs in 23 post-conflict countries and found that **only 2.3% of them addressed gender issues** - either by including women as major beneficiaries or by addressing GBV. This was a word search based review of CAP project titles which will underestimate projects that do address gender equality or specifically target women/girls’ or men/boy access to humanitarian assistance and support. While imperfect this analysis does indicate a small amount of support for gender equality. What is the ideal amount of funding directed to gender issues? This is unknown but based on UNDP a target of a minimum of 15% could be envisioned.

2. By better understanding how project developers include gender equality in their CAP projects, the humanitarian community would have a more direct measurement of who receives or is impacted by humanitarian protection and assistance. The gender marker would track more targeted programming to groups in the affected population who may be hindered by gender inequalities or whose needs are not being met in a particular CAP. Additionally after the acute emergency, support to gender equality programming becomes part of the overall humanitarian response as attention turns to more sustainable development programming in the form of early recovery efforts and the transition from relief to development.

3. Another reason for the gender marker would be to pinpoint specific technical assistance that would improve overall humanitarian programming. By using the gender marker, a cluster could for example, draw lessons learned from projects during their implementation, that could be used for all projects in the cluster, (for example better ways to ensure participation of vulnerable groups, or improving better delivery mechanisms for various humanitarian commodities.)

4. Analysis of the data on funding would allow the humanitarian community to know what percentage of projects aimed at addressing gender equality actually get funded. By analysing the projects in the CAPs that have been funded, we can provide donors and with clearer insight into the dynamics of achieving gender equality results.

In summary, a gender marker can measure the amount of financial resources that are allocated to gender-related programming. It can also improve the design of humanitarian programmes to meet the needs of women, girls, boys and men equally and identify technical support needs. More attention is needed to monitor the implementation of programmes and ensure they achieve their stated outcomes. Efforts are underway to improve monitoring and evaluation of the CAP and the gender marker is one way to contribute to that process.

Finally two recently issued reports of the Secretary General (on SCR 1820 p 51 and Peacebuilding) call on the United Nations-managed fund to pilot system to track gender-related allocations. Therefore the time is right to embark on a gender marker in the CAP.

2

What is the gender marker supposed to measure?

The gender marker measures the degree to which the CAP project addresses gender equality and empowerment of women and girls or reduces discrimination and inequalities based on sex either through **gender mainstreaming** and/or through **targeted actions based on gender analysis**.

Gender mainstreaming is about ensuring that the deliverers of humanitarian assistance and protection assess the implications for women and men of any planned action. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of programmes so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

Targeted actions based on gender analysis. A gender analysis should inform the deliverers of humanitarian assistance and protection of the specific needs of the individuals or groups within the affected population requiring targeted action. In many cases these actions are targeted to women and girls, but there are a number of situations where men and boys will be targeted for action, for example when boys are forced or coerced as recruits into armed factions or men are targeted with skills if they are taking on caretaker roles due to the loss of a spouse.

Other Key Definitions on Gender Equality

Equality between men and women or gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a "women's issue" but should concern and fully engage men as well as women. Advancing gender equality also responds to the distinct needs of boys and girls and facilitates their engagement in age-appropriate activities to exercise their rights. Gender equality is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.

Practical vs. strategic needs: Women, girls, boys and men have immediate "**practical**" survival needs particularly in humanitarian crises. They also have longer-term "**strategic**" needs linked to changing the circumstances of their lives and realising their human rights. Practical needs of women and girls, for example, may include needs associated with their roles as caretakers, needs for food, shelter, water, safety, etc. Strategic needs, however, are needs for more control over their lives, needs for property rights, participation in decision making, economic

skills building and safe spaces offering protection from violence. Practical needs focus on the immediate “**condition**” of women and men. Strategic needs concern their relative “**position**” in relation to each other; in effect strategic needs are about resolving gender-based inequalities.

Empowerment of women and girls: Empowerment implies a shift in the power relations that cause a particular social group to suffer low status or systematic injustice. In humanitarian settings empowerment might involve self-reliance and control over resources.

Refer to the IASC Gender Handbook – Women, Girls, Boys and Men, Different Needs – Equality Opportunities, (IASC 2007) pages 2-4 for more explanation of these terms and other similar ones.

3

How are gender issues currently integrated in CAPs?

Integration of gender issues into the CAPs has been done with varying degrees of success for many years. Three activities are often undertaken in the CAP process.

1. **Gender analysis in the CHAP:** The first section of the CAP document should describe if and how certain groups in the population are experiencing special risks or vulnerabilities and spell out remaining gaps and challenges in addressing these concerns. It should also describe who has access to humanitarian assistance and specific protection concerns faced by different groups. Sex-and age-disaggregated data should always be provided to better indicate the magnitude of the problem being faced by women, girls, boys and men.
2. **Gender as a criterion for prioritisation:** Gender can be added as a criterion for prioritising projects in the CAP, for example in Central African Republic the 2008 CAP used the question “Does the project include gender aspects and a component preventing or reducing the impact of gender-based violence?” as one of six criteria for selection of projects to be prioritised in the CAP.
3. **Capacity building on gender with sector/cluster actors:** Workshops for CAP preparation should highlight gender issues and give practical guidance to clusters/sectors on types of projects that should include a gender component. Use of the IASC Gender Handbook checklists has proven to be effective.

4

What is the rating scale for the gender marker to be used in the CAP?

The gender marker to be used in the CAP will be similar to the one used by UNDP. The marker is a scoring from 0 to 3 as described in the table below. The UNDP scoring is done at the output level. UNDP requires all project outputs be allocated a gender score of 0, 1, 2 or 3. In the case of the CAP – the project will be scored using the scale 0, 1, 2 or 3.

UNDP Gender Marker

- 3 Outputs that have gender equality as a **'principal'** objective should be scored **3**.
- 2 Outputs that have gender equality as a **'significant'** objective should be scored **2**.
- 1 Outputs that will contribute **in some way** to gender equality, but not significantly, should be scored **1**.
- 0 Outputs that are **not expected to contribute noticeably** to gender equality should be coded **0**.

Proposed CAP Gender Marker

- 3 CAP projects that have gender equality as a **'principal'** objective should be scored **3**.
- 2 CAP projects that have gender equality as a **'significant'** objective should be scored **2**.
- 1 CAP projects that will contribute **in some way** to gender equality, but not significantly, should be scored **1**.
- 0 CAP projects that are **not expected to contribute noticeably** to gender equality should be coded **0**.

5 How can CAP project sheets be improved so that the gender marker can be applied?

The people responsible for designing projects are the main users of the gender marker – that is those people preparing the project sheets to be included in the CAP. Some key questions for project designers to address are:

1. Who will benefit from this project? Is the benefit equal between women, girls, boys and men?
2. Does the project target a specific population group based on a gender analysis?

The template of the project sheets provides several ways to include information so that it can be scored using the gender marker. These are:

Objectives: In the formulation of the objective, does the project specify who will benefit from the project? Will it advance gender equality or meet needs of segments of the population?

Beneficiaries: Is sex- and/or age-disaggregated data on the target group of the project provided. If not, why not? Some attempt at providing percentages or rough estimates should be made.

Needs Analysis: Has an analysis of the needs of different populations based on gender been made? What are the needs of women and girls, or boys and men? How will targeting be done, vulnerabilities be assessed and met?

Activities: Are there any specific activities that will target women, girls, boys and/or men? Or activities that will be done to ensure both women and men, girls and boys benefit?

Outcomes: The outcome level is the most important as it is here that the project designers can articulate what are the expected outcomes. These should be specific and describe who will receive what and how this will be ensured. If it will empower women/girls, and how. Will it meet practical or strategic needs of women, girls, boys and men.

SCALE	DEGREE TO WHICH THE PROJECT ADVANCES GENDER EQUALITY EITHER THROUGH GENDER MAINSTREAMING OR TARGETED ACTIONS BASED ON GENDER ANALYSIS.
0	<p>THE PROJECT DOES NOT ADVANCE GENDER EQUALITY EITHER THROUGH GENDER MAINSTREAMING OR TARGETED ACTIONS.</p> <p><i>Description: Nothing in the project – in the objective, beneficiaries, needs analysis, activities or outcomes - suggests that it will contribute to advancing gender equality in any noticeable way – or equitably benefit women, men, boys and girls. The project is gender blind – at least in the description provided in the project sheet.</i></p>
1	<p>THE PROJECT'S NEEDS ANALYSIS INCLUDES A CLEAR GENDER ANALYSIS</p> <p><i>Description: The project's needs assessment includes a gender analysis which highlights the different needs of women, girls, boys and men in this sector. These different needs have <u>not</u> been reflected in the project's activities and outcomes in any meaningful way.</i></p>
2	<p>THE PROJECT'S NEEDS ASSESSMENT INCLUDES A GENDER ANALYSIS AND THE ACTIVITIES AND OUTCOMES SPECIFICALLY DESCRIBE GENDER-SPECIFIC ACTIONS: THIS PROJECT FULLY MAINSTREAMS GENDER</p> <p><i>Description: The project's needs assessment includes a gender analysis which highlights the different needs of women, girls, boys and men in this sector and these needs have been reflected in the project's activities and outcomes (including activities and outcomes related to the collection and analysis of sex- and age-disaggregated data, access for and equal participation of women, girls, boys and men; training/capacity building initiatives are available equally to women and men, etc). In this way, the project will promote gender equality in a meaningful way through gender mainstreaming.</i></p>
3	<p>PRINCIPAL OBJECTIVE OF THE PROJECT IS TO ADVANCE GENDER EQUALITY. ALL ASPECTS OF THE PROJECT AIM TO ADVANCE GENDER EQUALITY, THE EMPOWERMENT OF WOMEN AND GIRLS OR TO REDUCE DISCRIMINATION OR INEQUALITIES BASED ON SEX. THIS PROJECT IS TARGETTED BASED ON A GENDER ANALYSIS</p> <p><i>Description: The achievement of gender equality is the main objective of the project and meets the <u>practical and/or strategic needs of women and men – girls and boys.</u> The needs analysis, project activities and outcomes clearly state that women, girls, boys or men will benefit from the project and have stated how this will be achieved.</i></p>

6

What are some examples of how the gender marker would be used in CAP projects?

The table below provides examples of common CAP projects and indicates how they might be scored. Additional examples of rating are provided in an annex to these guidelines. The table and the examples in the annex should be taken as guidance rather than as strict rules. This is important because the humanitarian situations will be different from country to country and the gender issues will vary including the ability of the humanitarian community to address more long-term gender equality issues. Gender challenges are not the same across all countries and all situations.

Gender Score	Description
<p>Gender Score 3</p> <p>Targeted Actions</p>	<ul style="list-style-type: none"> i) Enrolment, Retention and Empowerment of Security-threatened Adolescent Girls in Intermediate and Secondary Education (Iraq and the Region, 2009) ii) <i>Empowerment of Iraqi refugee women and children [in Lebanon], especially survivors of SGBV and women with specific needs (female headed households, unaccompanied women, etc.) (Iraq and the Region, 2009)</i> iii) Providing support and rehabilitation services for victims of GBV. iv) <i>Promoting Iraqi women's empowerment and participation [Egypt, Gulf CCS, Iran, Jordan, Lebanon, Syria, Turkey] in line with the provisions of Security Council Resolution 1325 (Iraq and the Region, 2009)</i>
<p>Gender Score 2</p> <p>Gender Mainstreaming</p>	<ul style="list-style-type: none"> i) Enhancing the overall education process in the Al-Kadhemya area north of Baghdad which ensures equal access for girls and boys. ii) An agricultural project that identifies and provides support to the agriculture production performed by women and men. iii) Enhance the situation of IDPs, returnees and refugees through an Iraqi-wide network of Protection and Assistance Centres (PACs) / Monitoring and Assessment Teams; iv) <i>Post-crisis community security and cohesion restored: Restoring security and cohesion for the whole community is the principal objective of the project. The project will ensure that women and men benefit from the project and victims of gender-based violence will be reintegrated into their families and communities, etc.</i>
<p>Gender Score 1</p>	<ul style="list-style-type: none"> i) NFI food distribution projects that may have indicate problems with equal access to food but do not detail how this will be accomplished. ii) Shelter projects that make minimal reference to how vulnerable groups may be assisted in building shelters iii) Livelihoods projects that do not have a gender balance in recipients
<p>Gender</p>	<p>The ultimate aim of the gender marker is to have very few 0 projects</p> <ul style="list-style-type: none"> i) Repair of runways or transport related projects of major roads (a

Score 0	<p>project like this could move to a 1 if there was a discussion on who will be employed to do the construction – e.g. employment opportunities.)</p> <p>ii) Purchasing of any NFIs that does not include their distribution.</p>
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7 Who is responsible for the gender rating?

Overall responsibility for ensuring that projects are scored using the gender marker should lie with the cluster lead and heads of agencies submitting projects into the CAP. The Humanitarian Coordinator and those involved in the CAP in the pilot country should provide their commitment and support to this gender marker pilot. A focal point should be appointed to oversee the pilot roll out. This person will be supported by the IASC SWG on Gender. This does not imply that the focal point should do the rating of each project. The actual rating of individual projects should be undertaken jointly by the project managers and other staff responsible for the projects. Throughout this process, it will be important to consult the gender focal point on rating each of the outputs to ensure consistency in the methodology used for rating of all outputs of the country office.

8 How are the scores entered into the CAP data base?

The gender scores can be entered into a new field or tickbox in the OPS or it could be captured in a matrix to be used more informally by clusters or others (e.g. the gender theme group could use the marker to assist in provision of technical assistance to projects during their implementation.) The changes to the OPS will be made at the end of the pilot once the gender marker has been fully endorsed by the CAP SWG.

9 How will the scores be used after the CAP is launched?

A key question that needs to be answered is whether the marker should be made public or not – if yes, project developers may be tempted to make cursory changes to make the project seem more gender friendly, and will also likely give themselves higher marks than they deserve. This may require a “third party” to review the gender marker selected by the project developer. An additional question would be the issue of donors. If the marker was made public some donors may wish to prioritize the funding of such projects scored 3, for example. What are the implications of involving donors?

10 Where can I go to for help?

Contact the IASC Gender Sub-working Group: Kate Burns, OCHA’s Senior Policy Officer – Gender Equality (burns@un.org) and Siobhan Foran, Global Cluster GenCap Adviser (sforan@iom.int). (Put name of local gender theme group contacts) .

Annex A

a

How did the idea of tracking gender allocations in CAPs get started?

In June 2009 the CAP Sub-working Group of the IASC endorsed a proposal from the Gender Sub-working Group to undertake a pilot in the preparation of the CAP for 2010. In order to achieve this, the CAP SWG and Gender SWG agreed that the following activities should be undertaken:

1. Prepare a guidance note for how to use the gender marker. (Purpose of this current guide)
2. Shortlist possible countries based on agreed criteria.
3. Obtain agreement from the pilot country (ies) to be involved in the gender marker effort.
4. Deploy/train a group of technical experts at country level to pilot the gender marker system. Or use existing GenCaps to introduce the gender marker.
5. Finalise a report summarising key lessons learned. Depending on this first pilot – a plan for roll out in 2010 would be determined.

b

What were the criteria for selection of the pilot country?

The selection criteria included:

- a) a country with good track record for developing CAP,
- b) a country with a medium CAP value
- c) not a country in the height of a new large scale emergency,
- d) a country with a number of strong agency gender advisers and/or one with a GenCap
- e) a country where English is the main language used in the humanitarian setting.

Using this criteria, Kenya, oPt, Sri Lanka and Zimbabwe were selected by the CAP SWG as possible countries.

c

How will the gender marker be integrated into the CAP in the pilot country?

The following steps will be taken to pilot the gender marker into the CAP process in the pilot country.

1. The Humanitarian Country Team will be asked to be part of the pilot. The IASC Gender SWG will send a letter to the Humanitarian Coordinator and Heads of Offices/Agencies will be encouraged to participate by their HQs.
2. On initiating the CAP process in the country, all correspondence would include information on the piloting of the gender marker. (e.g. included in workshops and briefings)
3. Members of the IASC Gender SWG will participate in training workshops with cluster/sector groups explaining how to “mark” various projects using this method. If possible a GenCap Advisor would be deployed during the CAP process to assist with the introduction of the gender marker.
4. The CAP team would add a place in the data base where the marker will be placed.