IASC

PROTECTION CAPACITY AND GENDER CAPACITY

EVALUATIVE REVIEW

TABLE OF CONTENTS

EXECUTIVE SUMMARY

LIST OF ACRONYMS	
DRC	Democratic Republic of Congo
GAM	Gender with Age Marker
GiHA	Gender in Humanitarian Action
GPC	Global Protection Cluster
HC	Humanitarian Coordinator
HCT	Humanitarian Country Team
IASC	Inter-Agency Standing Committee
MEL	Monitoring, Evaluation and Learning
NGO	Non-Governmental Organization
NRC	Norwegian Refugee Council
PSEA	Protection from Sexual Abuse and Exploitation
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNHCR	United Nations High Commissioner For Refugees
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs

EXECUTIVE SUMMARY

ProCap and GenCap

The Protection Standby Capacity Project (ProCap) and the Gender Standby Capacity Project (GenCap) are two inter-agency projects founded in 2005 and 2007 respectively to strengthen leadership, protection and gender capacity in humanitarian operations. The primary function of ProCap and GenCap is the deployment of senior technical advisors to address inter-agency capacity needs at field level. ProCap and GenCap also support global policy, advocacy and guidance development processes and invest in developing and supporting global, regional, and country-specific trainings. Until 2018, these Projects have been governed by separate steering committees comprising UN agencies while both projects are administered by the Norwegian Refugee Council and the secretariats are hosted by OCHA, Geneva. The steering committees created a joint strategic plan for the first time covering both projects in 2018.

Objectives and stakeholders

This Evaluative Review assesses the relevance, effectiveness, impact and sustainability of ProCap and GenCap and provides recommendations on ways to strengthen their impact at field level. The Review covers 2016 and 2017 project activities and is for the information the Norwegian Refugee Council, the ProCap and GenCap Support Units, Steering Committee Members, Roster Members and project donors.

Methodology

This Evaluative Review is based on desk research, focus group discussions with Project Management, consultations with the Review Reference Group[1], and 52 interviews spanning the three ProCap and GenCap components of:

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[1] The Review Reference Group is composed of self-nominated members of the GenCap and ProCap Rosters

"Deployments","Policy, Influence and Practice" and "Training". Interviews examined relevance, effectiveness, impact and sustainability of sampled initiatives, focusing on qualitative analysis while also extracting quantitative assessments.

Findings

The Evaluative Review found that ProCap and GenCap have:

- leveraged systemic changes within Humanitarian Country Teams that had requested support to elevate the inter-agency gender and protection agenda.
- reinforced the leadership of the Humanitarian Coordinator/Resident Coordinator and the accountabilities of key humanitarian agencies towards gender and protection programming.

According to this Review, the key added-value of ProCap and GenCap derives from:

- their neutrality, as they are independent of any specific operational agency
- the widely acknowledged expertise and diplomatic skills of their Senior Advisors.

The key enabling factor to the effectiveness of deployments was the degree of support by the Humanitarian Coordinator: her/his leadership and ability to overcome complex inter-agency dynamics influence achievements of the country team. Conversely, global and local disagreements among key agencies over gender or protection leadership limited the effectiveness of deployments. ProCap and GenCap can only contribute to the partial resolution of such disagreements; the resolution of accountability issues is dependent on senior-level leadership at country and global levels.

The Review found that the occurrence of acute crises within protracted crisis (e.g., natural disasters or sudden escalation of social tensions) created opportunities to reinforce gender and protection leadership and capacity.

Whenever Senior Advisors found strong leadership and manageable inter-agency dynamics within the Humanitarian Country Teams, they were able to leverage significant and sustainable change for gender and protection, such as:

- a collective vision for protection articulated in HCT strategies,
- a stronger accountability framework for gender or protection contributing to greater dedicated funding,
- functioning Protection from Sexual Abuse and Exploitation monitoring mechanisms,
- the systematic increase of technical resources allocated to gender or protection at the service of the HCT, etc.

Project trainings organized at a global and regional level positively impact participants with limited prior exposure to protection or gender training. Humanitarian professionals more experienced in gender and protection issues considered the training too basic.

This is particularly notable in the case of ProCap, where experienced professionals accounted for approximately half of training participants sampled.

Investments in Policy, Advocacy and Influence have varying degrees of relevance and effectiveness. While the deployment of a Senior Advisor to facilitate complex inter-agency policy or guidance development processes is considered relevant by the majority of observers, the effectives of the policy or guidance that ensues was questioned by the majority of interviewees.

ProCap and GenCap, however, have limited to no control over the roll-out of policy and guidance produced.

EXECUTIVE SUMMARY

Recommendations

This Review found that ProCap and GenCap have a positive impact within Humanitarian Country Teams requesting support.

Therefore, the key recommendation of this Review is that protection and gender deployments merit continued investment, and that they should be operationalized in ways that preserve their neutrality and realize the full potential of their mandates.

The key investments recommended to ensure effectiveness and impact at field level include:

- Reaching a formal agreement with protection and gender lead-agencies for structured collaboration with ProCap and GenCap;
- The development of a simple theory of change to guide ProCap and GenCap strategies and investments, overcoming the artificial separation among their three components: (1) Deployments, (2) Policy, Advocacy and Influence, (3)Trainings;
- The development of a solid multi-year plan to accompany the current projects' Strategic Framework, based on an assessment of current protection and gender capacities at global and field level;
- The implementation of a solid Monitoring, Evaluation and Learning Framework and the establishment of standard process processes;
- Overall, ProCap and GenCap should adopt a capacity development strategy that could include trainings, peer-to-peer support approaches and other state-of-the-art knowledge exchange methodologies.

THE EVALUATIVE REVIEW

THE EVALUATIVE REVIEW

This **Evaluative Review** was commissioned to explore the impact of ProCap and GenCap's activities in humanitarian operations. Its conclusions and recommendations are offered to inform critical decision-making around the current project design, its scope, and its relations with key partners.

Introduction

Past reviews of ProCap and GenCap programmes include an evaluation in 2011, a management review in 2014, and an independent strategic review in 2017. The impetus for this review was the desire of the management staff of ProCap and GenCap and their Steering Committees for a still deeper understanding of impact of these projects.

Based on the parameters defined by the ProCap and GenCap Project Managers, this Review is focusing primarily on impact and sustainability of the projects' Deployments and Training components. Given the broader, global nature of their Policy, Advocacy and Influence component, this review is limited to its relevance and effectiveness.

KEY INFORMATION ABOUT GENCAP AND PROCAP

Protection Standby Capacity (ProCap) and Gender Standby Capacity (GenCap) Projects were launched Inter-Agency Standing Committee Projects 2005 and 2007 respectively to cover temporary capacity gaps in humanitarian situations. Their scope changed over time. It expanded to include the Policy, Influence and Practice and the Training components, and it evolved to allow the IASC to influence protection and gender equality programming at the strategic level within Humanitarian Country Teams. Nowadays, the two Rosters of Gender and Protection Senior Advisors are made up of very experienced professionals whose main objective is influencing systemic change within Humanitarian Country Teams.

During their deployments, Roster Members are hosted by one UN Agency and work in support of inter-agency protection or gender capacity building. All deployees are expected to play a direct advisory role to the Humanitarian Coordinator. Since their inception, ProCap deployed approximately **185 advisors** and GenCap deployed approximately **200**. They organized XXX and XXX trainings respectively and supported XXX policy initiatives.

During the time period covered by this review, 2016-2017, ProCap and GenCap facilitated 53 deployments in total, GenCap totalling 25 and ProCap totalling 28. The average length of deployment was approximately 235 days for both projects. Seven deployments were global (roaming positions or policy/guidance development), 14 of all deployments were for regional tasks, and 32 were for country-level efforts.

Over the period 2016 - 2017, the NRC ProCap and GenCap training unit organized 13 global or regional level trainings and 1 training at country level (GenCap, Congo Brazzaville). An average of 24 mid- to senior-level practitioners from different humanitarian operations participated in each training. GenCap and ProCap advisors also facilitated standard or tailored training in their countries of deployment.

The Review examined the three Policy, Advocacy and Influence initiatives carried out by the Projects in 2016 and 2017: for GenCap, the focus was on the revision and piloting of the IASC Gender with Age Marker; for ProCap, the development of the IASC Policy on Protection and the contribution to the development of the 2016 Review on the Centrality of Protection managed by the Global Protection Cluster.

The Review answers four key questions:

1. To what extent are the objectives and activities of ProCap and GenCap valid against the evolving humanitarian agenda (beneficiary requirements, HCT needs, global or donor priorities) and other similar initiatives?
2. To what extent were the objectives of the initiative (deployment, policy initiative, training) achieved?
3. What difference have the initiatives made to the Humanitarian Country Team's work?
4. To what extent has the change initiated by ProCap and GenCap been sustained over time?

METHODOLOGY

For each key question, the Review gathers both the perceived factors boosting or hindering the projects' activities from documentation and interviews and the stakeholders' perspectives on possible ways to improve effectiveness or sustainability in the future.

ProCap and GenCap deployments constitute a relatively small part of humanitarian operations. Rather than irrefutable evidence of impact, this Review aims to provide useful clues and proxies to reflect upon the added value of ProCap and GenCap in leveraging capacities at the strategic level.

This Review of the Projects works on the premise that humanitarian operations with adequate leadership on coordination and programming of gender and protection will develop and implement programmes that promote the respect of human rights and gender equality, and that these programmes will in turn improve the living conditions of people affected by humanitarian crises. Consequently, the impact of deployments on affected populations is beyond this review.

FOR EASE OF READING:

- ProCap and GenCap are referred to collectively as **the Projects**
- The Projects' three components *1-Deployment, 2-Policy, Advocacy and Influence* and *3-Trainings* are together referred to as **the Components**.
- The Policy, Advocacy and Influence component is simply: **Policy/Advocacy**
- The key outputs of the three components are referred to as **Initiatives**

METHODOLOGY

1. What the Review Examines

The Projects focus on system change. Their components have defined strategic objectives around the enhancement of leadership, the prioritization of protection and gender, the strengthening of coordination and the building of the capacity of international and national actors[2]. This Evaluative Review therefore looks for evidence of impact on systems. For example: new ways in which the HCT worked together on Protection/Gender after a deployment or the hiring of key new staff[3].

This Review examines the assumption that:

1. senior personnel on short-term *deployments* of 6 months to 1 year can strengthen capacity and leadership in gender and protection programming
2. said short-term senior *deployments* can foster collaborative inter-agency approaches
3. the *training* component of the projects can enhance capacities of mid-level staff in gender and protection programming
4. the *Policy/Advocacy* component of the projects strengthens the integration of protection and gender equality in key global policies and field operations[4].

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[2] The specific objectives of The Projects are defined separately in the 2018-2021 Strategic Framework, however, broadly they focus on three areas: leadership, coordination and capacity.

[3] The underlying assumption is that more cohesive strategies, more qualified people, heightened awareness about issues and tools enhances programmes, and that, in turn, has a positive impact on affected populations. This assumption is not probed through this study.

[4] These assumptions have been extracted from various project key documents, including the 2014-2017 and 2018-2021 Strategic Frameworks in the absence of current and official theories of change.

METHODOLOGY

2. Looking into Systems Change

This Review is based on a mixed-method research approach which includes:

- a literature review on evaluation standards and systems change literature,
- a desk review of the project documents,- focus group discussions with the project managers (NRC and OCHA staff),
- a rapid consultation with the Steering Committees of the two projects,
- 52 semi-structured interviews with Senior Advisors and humanitarian personnel who directly interacted with one of the project initiatives, be it a deployment, a training or a policy/advocacy product.

Methodology for the Deployment Component

The Review examines 11 out of the 53 deployments facilitated by ProCap and GenCap in 2016 and 2017.

For each deployment selected, evaluators interviewed the deployees involved and between 2 and 5 direct stakeholders[5]. Typically, evaluators selected to interview one representative of the host agency, a national staff working closely with the deployee, and someone selected for her/his reportedly critical view of the deployment's dynamics. Evaluators researched 11 deployments, interviewing 9 deployees (two of them deployed twice in the same country) and 29 professionals associated to these deployments[6].

Deployments were selected with the intention of providing:

- adequate representation of global, regional and country deployments;
- focus on deployments which had distinct objectives, different from the objectives of previous deployees in the same country/region;
- at least two consecutive deployments by the same Advisor to analyse the impact of changing circumstances;
- representation of deployments on conflict and natural disasters in a proportion that is comparable to the Projects' investment;
- deployments around the average deployment duration;
- deployments in 2016 and 2017;
- at least one global deployment.

Methodology for the Policy/ Advocacy Component

The Review explores relevance and effectiveness of the three Policy/Advocacy initiatives carried out in 2016 and 2017. All interviewees sampled to provide information about deployments and trainings (49) were also consulted on the relevance and effectiveness of the IASC Gender with Age Marker, the IASC Policy on Protection and the 2016 GPC Global Review on the Centrality of Protection, focusing on their use at field level. In addition to these 49 interviewees, the three Senior Advisors deployed to carry out the Policy/Advocacy initiatives were also interviewed. More details on the sample of interviewees and the methodology are provided in each specific chapter.

It is important to note that, while the initial Terms of Reference require the Review to focus the research on the Gender with Age Marker, in 2016 and 2017 the Gender with Age Marker (GAM) was still being developed and piloted by the GenCap project. Only 16 out of the 39 informants were familiar with the GAM, 15 were familiar with its "predecessor" (the Gender Marker) and 8 were not familiar with either of the two tools.

Methodology for the Training Component

Four trainings were sampled out of the total 14 carried out between 2016 and 2017. Evidence of relevance, effectiveness, impact and sustainability (of learning outcomes) was drawn from 11 interviews with participants to these trainings. The sam-

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[5] Stakeholders are considered personnel directly involved in the activities carried out during, or as a follow up to the deployment.

[6] The 29 professionals were: 3 former or current Humanitarian Coordinators, 3 Protection Cluster Coordinators, 5 Heads of Agency, 2 Senior International NGO staff, 5 National Staff of UN agencies, 7 Senior International UN Staff.

METHODOLOGY

pling methodology is based on the following criteria: a representative sample of regional and global trainings (and one at country-level); selection of 2017 trainings only, to ensure participants would still recall their learning process clearly.

Key Changes from the initial Terms of Reference

The initial Terms of Reference for this work included two field visits per project and an online survey. As turn-over in humanitarian operations is high, evaluators suggested to interview informants remotely. This solution proved to be cost-effective, as many informants had moved on to other work locations since 2016 and 2017. Evaluators opted not to organize an online survey due to the complex and sensitive nature of the matters covered during the bilateral interviews. This, coupled with the difficulty of finding informed observers, confirmed the evaluators' assumption that the results of an online survey would likely distort the analysis. Questions included in the initial Terms of Reference were simplified and aggregated during the inception phase. While the Terms of Reference called for an "Impact Evaluation", this was rejected with the agreement of the management team in favour of an "Evaluative Review" due to the lack of a rigorous Monitoring and Evaluation backbone to the Projects.

Methodology by Criteria[7]:

Definition of **Relevance** for this Review

The extent to which the activities of ProCap and GenCap are consistent with beneficiaries' requirements, country needs, global priorities and partner' and donor's expectations, and the extent to which ProCap and GenCap provide a comparative advantage vis-à-vis other similar initiatives

Definition of **Effectiveness** for this Review

The extent to which the ProCap and GenCap's objectives were achieved

Definition of **Impact** for this Review

The positive and negative, primary and secondary long-term effects produced by the activities of the projects, directly or indirectly, intended or unintended.

Definition of **Sustainability** for this Review

The continuation of benefits after the project interventions have been completed.

For the **Relevance criterion**, each informant outlined her/his own definition of relevance, selecting 3 key themes that were crucial to the specific humanitarian context at the time the deployment took place. Informants assessed the level of relevance of: the deployees' activities, the policy guidance and influence, and global training components based on their own observation of what was relevant.

For the **Effectiveness criterion**, the review compares the results reported in End of Mission (EOM) reports, policy-and training-related final documentation with the perspectives of direct stakeholders in these initiatives. Questions posed by evaluators included: "Did this initiative achieve its stated results?". Working together with interviewees, the evaluators explored potential areas for strengthening the effectiveness of similar initiatives in the future.

For the **Impact and Sustainability criterion**, the review used stated objectives and achievements in the End of Mission (EOM) reports as a basis for exploring the actual perceived consequences of the deployments, through intervention-specific, semi-structured interviews. This provided opportunity for interviewees to discuss impact and sustainability over the wide variety of circumstances of different deployments. As part of these interviews, information was sourced and triangulated about the intended and unintended consequences of deployments.

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[7] The definitions of the review criteria are based on the 2009 OECD-DAC Guidelines for Evaluation, re-adapted to fit the needs of this review.

METHODOLOGY

3. Limitations and Bias

The key limitation to this research is the absence of baseline information to measure the Project's contribution to change. The primary source of information for the deployments are the end-of-mission reports written by Senior Advisors. The level of detail and the type of description of the initial objectives and end-results contained in end-of-mission reports varies for each deployment. In most instances, objectives and results are described as outputs (e.g., strategies developed, training provided) or activities (e.g., support to the Humanitarian Country Team for protection mainstreaming) rather than system change results. To address this limitation, evaluators have reconstructed the initial capacity gaps and progress reported within the HCT during and after the deployments. Similarly, interviews on training and policy components focused on identifying system change results credited to the efforts of ProCap and GenCap advisors. The resulting picture of change within HCTs is reliable in as much as it is corroborated by multiple observers. The exact level of connection between the deployment's inputs and the changes within the HCTs is a matter of majority opinion: when two observers agreed on the connection (or the lack of connection) between deployment and changes, this was noted as impact. For the Advocacy/Policy component, proof of any connection between the Project's investments and the achievement of the broader policy work-stream's objectives was considered outside the parameters of this review.

An additional limitation to this study is related to the challenges of defining and assessing impact of organizational capacity development initiatives, with special consideration to the fact that ProCap and GenCap aim to leverage change within Humanitarian Country Teams rather than to implement long-term capacity development programmes. The complexity and multiplicity of factors contributing or limiting the effectiveness of the Projects is therefore difficult to describe and weigh. This limitation is also linked to the absence of baseline information, as previously described. Without monitoring information for the Projects, accurately reconstructing capacity gaps is challenging. This makes it difficult to assign with certainty any positive effects of the intervention. The research findings of this review rely on the opinions of informed observers to the deployments and participants to training events to ascertain effectiveness and impact of the ProCap and GenCap investments. The evaluators believe that the depth of the discussions with informants, as well as the triangulation of their opinions, largely contribute to mitigate this limitation.

Bias control

There are two potential sources of bias for this evaluative review. The first one is related to the potential inclination of the contractors and of the evaluators to shed a positive light on the two projects. The evaluation managers within NRC and OCHA are in fact the direct project managers, and they are providing strategic directions to the evaluators. The evaluators, in turn, may have been inclined to reinforce the views of their supervisors. To mitigate these biases, the evaluators have developed criteria for sampling and have sampled initiatives independently. They also selected informants based on pre-defined criteria. Project Managers were not involved in any decision-making related to the research phase and the drafting of this Report.

The second potential bias relates to the sensitivity of the matters discussed with the interviewees, who may have been inclined to portray the Projects' results positively because they were implementers (Senior Advisors) or direct beneficiaries(as hosts, or as trainees, for example). To mitigate this risk, for each deployment, policy/advocacy and training initiative the evaluators triangulated information derived from the desk review and the direct stakeholders with at least two more "neutral" informants. For example, national staff were interviewed who were part of working groups established by deployees, and/or informants where selected who were portrayed by peers as more critical of specific deployments. In addition, all interviews were conducted with the assurances that details would be reported anonymously. This latter measure was necessary to ensure a certain level of objectivity and in some cases discussion of personal performance.

METHODOLOGY

FINDINGS

FINDINGS

1. FINDINGS COMMON TO THE TWO PROJECTS

1. ProCap and GenCap across components

This chapter describes common circumstances and dynamics found to enable or challenge the effectives and sustainable impact of both ProCap and GenCap. These factors are critical for the development of the recommendations of this Review, as they point to the need to re-adjust parts of the project strategy.

Impact. Overall, the Deployments component has proven to have considerable impact in the Humanitarian Country Teams targeted, when adequate HCT leadership is provided. Training achieves impact for those participants that have entry-level experience in Protection and Gender. Impact of Policy/Advocacy component has not been explored, but opinions on its effectiveness are divided.

Neutrality and Seniority. ProCap and GenCap's investments are perceived to be relevant by the majority of observers: they fill a strategic gap where the individual organizations' accountabilities are blurred, and when a neutral broker for change is needed to overcome critical bottlenecks. The neutrality of the Projects is perceived as their greatest strength, along with the experience and political savviness of the majority of their Senior Advisors.

Monitoring, Evaluation and Learning. As capacity development Projects, the absence of a rigorous monitoring system, including baseline and end-line strategic data on targeted capacity gaps, limits the Projects in many ways. Due to the **lack of a monitoring, evaluation and learning (MEL) framework**, the Projects do not produce the essential data needed to ascertain their contribution to systemic change within Humanitarian Country Teams, or within the broader humanitarian community for the training and Policy/Advocacy components. The collective, recent field experience of Senior Advisors is not systematically captured in the content of global and regional training packages.

Theory of Change. Due to the absence of a Theory of Change for the two Projects, Senior Advisors are deployed to Humanitarian Country Teams that do not always show the senior-level engagement necessary for a deployment to be successful. While the Review shows indications that synergies between the two Projects and among their three components accelerate results, the limited number of joint ProCap and GenCap deployments, the organization of training events which are disconnected from the deployments, and the investment in policy/advocacy initiatives that are disjointed from the deployments and training initiatives limit the consistency of GenCap and ProCap's investments.

Other findings regarding the relevance, effectiveness, impact and sustainability of ProCap and GenCap vary widely among their three components. The following sections explore the specific findings for each component.

2. ProCap and GenCap Deployments

- **Supportive Leaders**. The engagement of the Humanitarian Coordinator and of the OCHA and UNHCR leadership played the most critical role in the achievement of objectives and their sustainability. Senior level endorsement provided the legitimacy, access to critical information and the financial resources for the deployee to operate relatively freely. It is notable that none of the deployments that faced leadership issues or fundamental inter-agency disagreements achieved sustainable system-changes within the HCT. When encountering fundamental leadership issues, 2 of

the 7 GenCap deployments reverted to bottom-up capacity building activities, which contributed to the strengthening gender understanding at a technical level but had limited impact on HCT strategic decision-making.

- **Political savviness**. For all ProCap and GenCap deployments, the most recurrently cited enabling (or limiting, in the case of lack of it) factor is the experience and political savviness of the deployees. The "capacity not to ruffle feathers", and "to dance between host and partners" of the deployees was appreciated by many the observers of the deployments and mentioned by all deployees as an enabling factor. Also, the deployees' capacity to engage stakeholders in a strategic vision, and "to set out a clear and understandable process" was particularly appreciated by four out of the five deployments sampled in ProCap and three out of seven deployments sampled in GenCap.

- **Catering to specialized agencies**. Two interesting enabling factors were mentioned, which seem to point in the direction of how deployees are addressing strategy and mainstreaming bottlenecks. Three Senior Advisors indicated that tailoring agency-specific mainstreaming tools was an effective way to open the doors to broader collaboration.

- **Spending less time on strategy development**. Three ProCap deployees are of the opinion that "we should not spend too much time developing a complex, over-detailed strategy that everyone will want to be featured in. We should complete the development of a light strategy fairly quickly, and then invest the rest of the deployments' time building cohesion around implementation". Using the strategy development process as a means to an end rather than an objective in itself was described as "the kitchen-sink approach" to strategy development by one observer to a ProCap deployment. It was considered by several observers as a good way to reaching a first agreement in times of inter-agency tensions. The strategy was reviewed substantially after the deployment (mostly to contextualize it), but observers found that the process leading to it was essential to building consensus.

- **Combining investments, cross-project or cross-components**. In all instances where ProCap and GenCap Advisors were deployed simultaneously in the same country, informants noticed their mutually reinforcing effect, although there are mixed opinions about the practice of combining Protection and Gender strategies. In one case, a ProCap deployment coincided with one key staff from a major NGO in the country participating in a global ProCap training. The NGO training participant felt particularly empowered upon her return in the country, and substantially contributed to the system-change efforts led by the Advisor.

- **A crisis during the deployment**. In two instances, the occurrence of a crisis during the deployment prompted the demand of a previously reticent Humanitarian Country Team for Protection or Gender advice.

- **Access**. Lack of access to the Humanitarian Coordinator posed a big challenge for two deployments, and in all instances this blockage was directly related to the tense relationship between two lead humanitarian agencies combined with the limited personal engagement of the Humanitarian Coordinator.

- **Hosting and inter-agency dynamics.** In the words of one informant: "It is difficult to pin this on individuals because it turns out to be difficult in nearly every country, but it can have a negative impact in the sense that whichever agency is not hosting ProCap becomes more disinterested with the process". In one case, the non-host agency was actually the one fully supporting the deployments, and this in turn was perceived as a kind of "personal betrayal" by the host agency. While inter-agency disagreements are systematically a challenge for ProCap deployments, they were perceived to be a major hindering factor for one of the 7 GenCap deployments sampled.

- **Unclear reporting lines and disengagement of the host agency**. Blurred reporting lines constituted an obstacle for 4 out of 5 ProCap deployments; the disengagement of the host agency was perceived as a problem for one out of 7

FINDINGS

GenCap deployments. In one instance, the host agency was expecting strategic support to fulfil its own accountabilities, and this expectation caused friction with the deployee who was adamant to preserve the inter-agency nature of ProCap. In two instances, the deployees consciously over-stepped their reporting lines to highlight what they perceived as being very critical protection concerns at national level. While this move raised awareness of key agencies, it quickly compromised the relationship between the deployee and her/his host agency and other key players.

- **Limited time**. For three out of five ProCap deployments and all the reviewed GenCap deployments, informants thought that time constraints were an important limiting factor to effectiveness, as "more time is needed to open doors". In those instances, interviewees noticed that some processes initiated by the deployee lost pace and were eventually discontinued after her/his departure. One Humanitarian Coordinator and one head of agency felt that, following a failed extension, "the prominence of protection was diminished". In one specific case, the deployee had been hosted directly in the Humanitarian Coordinator's office.

- **Protection's Fault**. According to one Senior Advisor, slow and low take on by agencies is "the protection sector's own fault". Reportedly, Protection practitioners have, over the years, kept a "specialist and sectoral approach" undermining individual agency accountabilities to mainstream protection and making it very difficult for non-protection humanitarians to understand the importance of the centrality of protection.

- **Gender orphaned in the global architecture**. The fact that gender in humanitarian action has no official agency leadership in the global architecture is perceived as one of the most important limiting factors to GenCap's systemic impact at country level.

- **GAM as part of a process.** While the Gender Marker and the Gender with Age Marker are used as an entry point for the promotion of gender-sensitive programming, many observers believe that their use should complement adequate capacity development investments to further the understanding of and the accountabilities around gender-sensitive programming in humanitarian action.

3. ProCap and GenCap Trainings

- Standard Project trainings were assessed as extremely relevant and effective by participants with limited prior exposure to quality substantive introductions to protection or gender work in humanitarian action.

- Experienced Protection and Gender practitioners found the trainings to be too basic.

4. ProCap and GenCap's Policy, Advocacy and Influence

- For those that were familiar with the circumstances of the deployments, the seniority of GenCap- and ProCap-representatives to carry out the specific assignment was considered extremely relevant. In addition, all deployments were extremely effective in as much as they achieved the objective of developing the policy, tool or research piece in question.

- Opinions about the relevance and effectiveness of the global products developed by Senior Advisors are divided. This is beyond the control of the Projects, as roll-out and implementation of these products is part of broader processes led by other agencies.

FINDINGS

2. FINDINGS ON PROCAP

1. General Findings for ProCap

The overall finding for this part of the Review is that ProCap deployments have impact on the Humanitarian Country Teams dynamics: deployments contribute to prompting the re-organization of the inter-agency protection strategy and coordination. Training has impact on the level of commitment to protection-focused work of half of its participants. Investments under Policy/Advocacy are too marginal, within the broader policies workstreams, to be considered effective.

ProCap deployments are considered extremely relevant and effective by most observers, with 40% of observers considering impact to be very strong. Some 50% of observers point to inter-agency dynamics as the main obstacle to impact. Similar factors affect sustainability of deployments' results.

Training is considered relevant and effective by approximately half of participants, mainly those who had limited prior exposure to substantive protection work.

The effectiveness of investments in Policy/Advocacy is completely dependent on other agencies' commitment to the specific policy work-stream.

2. General Findings for ProCap Deployments

SAMPLE		
Focus of Deployment	**Duration**	**N. of Informants**
Yemen	8 months	4
Whole of Syria	1 year	5
Ethiopia	6.5 months	5
Congo DRC	6 months	3
Global/Global Protection Cluster	14 months	3
Total number of informants		**20**

Five ProCap deployments were reviewed: to Yemen, Syria, Ethiopia, The Democratic Republic of Congo and to the Global Protection Cluster. Interviews were conducted with 5 deployees and 15 other informants (see chart). In almost all instances, those interviewed had experienced more than one ProCap deployment in addition to the deployment under scrutiny: either as a deployee or as senior-level humanitarian staff member. The perspectives of informants on ProCap deployments' strengths and weaknesses are therefore based on several years of experience in different settings. To protect the anonymity of key stakeholders in each deployment, this Review does not refer to country-specific situations. Deployments are referred to in the numerical form, which is not related to the sequence in this table.

The Review found strong consensus that the ProCap deployments had significant impact on HCT dynamics. All five deployments contributed to the creation or strengthening of inter-agency protection mechanisms that are operational to this day. They include: a new regional sub-working group on civil documentation; a new country-level coordination mecha-

FINDINGS

nism on Protection from Sexual Abuse and Exploitation, the new working group on the Centrality of Protection in another country and a reinforced Protection Cluster. At the very minimum, deployments contributed to elevating leaders' awareness of the centrality of protection, and all deployments were followed by a significant re-organization of the inter-agency protection structure, with new and more senior-level staff being appointed in key positions.

ProCap Deployments are considered highly relevant by the majority of observers. All 20 informants except one believe that ProCap is in line with the needs of the humanitarian community, and that the deployees brought essential skills for such "discreet tasks" as helping the country team develop a Protection Strategy.

The Review found that effectiveness and impact vary depending on the level of commitment of the Humanitarian Coordinator and the willingness of lead agencies to cooperate for the development and implementation of an inter-agency strategy for Protection. In all instances, ProCap deployments were followed by a re-organization of inter-agency protection accountabilities and by heightened attention of the HCT to acute protection issues within the country or region.

According to most interviewees, the one crucial challenge that impacted ProCap deployments was ambiguity, even conflict, over whether ProCap Advisors should be requested by and work under the umbrella of the UN's lead agency for protection (UNHCR) or the UN's coordination mechanism in their supportive role to the Humanitarian Coordinator (OCHA). For the 3 country-level and 1 regional deployment, this conflict resulted in delays in the request process, blocked requests for an extension, and limited the autonomy and agency of Senior Advisors. This review does not resolve the issue, but the interviews did affirm a strong consensus that developing and implementing an inclusive inter-agency protection strategy is best achieved when the leading effort is perceived as agency-neutral. Conversely, protection efforts are stymied when conflict exists over role, or when one agency is perceived to give priority to its own programmes rather than the broader protection agenda.

This Research gathered a number of perspectives on how ProCap deployments could be further strengthened. A number of informants agreed that ProCap should adopt a more proactive approach to political opportunities, such as national regime changes and the space that they provide for strengthening protection programmes. The Project should also be quicker to act upon every single request, and more open to considering requests from other agencies – not to discourage access to ProCap's services when needed and opportune. According to two Senior Advisors, ProCap's focus on strategy development limits the effectiveness of the project, which should evolve and expand their focus to supporting the implementation of inter-agency strategies.

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3. Relevance of ProCap Deployments

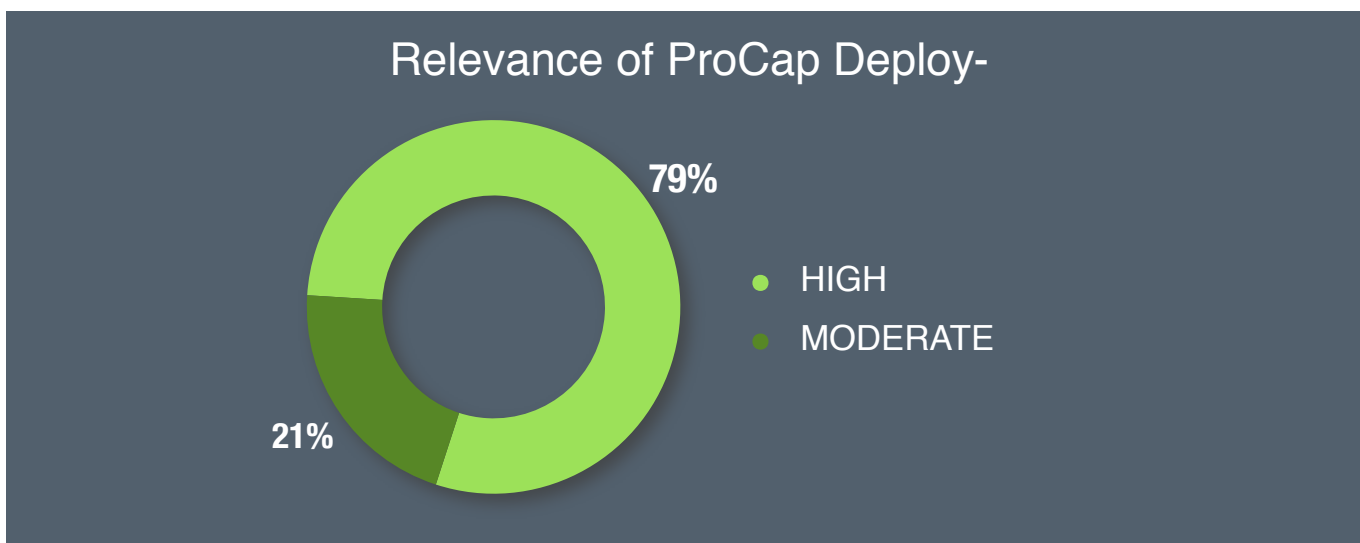
What is relevant for ProCap deployments?

What are the issues defining relevance of a ProCap deployment in differing humanitarian contexts? We asked informants to describe the humanitarian context in a few words, so that the study could ascertain the relevance of each deployment to each specific humanitarian situation. The majority of informants defined relevance around three key factors:

A. **Neutrality** was defined as an important factor to relevance for all five deployments. Most informants perceived the need for a neutral broker, relatively free from Agency affiliation and independent of an inter-agency mandate, as a crucial element in the definition of relevance.

B. **Need for dedicated protection coordination capacity**, coupled with insufficient staffing in strategic positions, make Senior Advisors' deployment extremely relevant. This issue was mentioned for all deployments, and by 14 out of the 20 interviewees. In many instances, the lack of coordination capacity had led to a stalemate in protection efforts and had contributed to the deterioration of the relationships among key agencies. For 2 out of 5 deployments, the lack of strategic direction and common purpose in the protection sector had caused a perceived lack of focus of the humanitarian community on the most acute and urgent protection issues in the country. In all cases, limited capacity to coordinate protection efforts had resulted in a weak governance system and a lack of high-level, quality initiatives around protection.

C. In 3 out of the 5 sampled contexts, the Humanitarian Country or Regional Team was going through a transition. In all cases, the transition was within the high ranks of the HCT, with the Humanitarian Coordinator leaving, as well as the Head of OCHA and/or UNHCR. This transition provided the opportunity and the space for strategic changes within the humanitarian country team.

Were the ProCap deployments relevant?

Relevance of ProCap Deploy-

- 79% HIGH
- 21% MODERATE

The majority of informants found the ProCap deployments highly relevant, and **21% found them relevant**, with some adjustments needed. Observers noted that perceived neutrality allowed Senior Advisors to blend seamlessly into each humanitarian team. In all instances, Senior Advisors re-adapted their initial generic Terms of Reference based on a rapid contextual analysis. In the case of one country deployment, the deployee's willingness and ability to take on the role of Protection Cluster Coordinator was key to the perceived relevance of the initiative. The capacity of deployees to generate a sense of purpose and direction, often associated to their political savviness, also contributed to a very strong perceived relevance of ProCap deployments. An additional determinant of relevance is the perceived neutrality of the project. In very complex and sometimes tense inter-agency dynamics, the strategic advice of an experienced and neutral broker was appreciated by all informants. Many noted that an agency-led deployment would not have been able to achieve the same results.

Those informants who believe that relevance of deployments would have needed "some adjustments" (21%), reported the shortfalls mainly within the humanitarian context and not in the performance of Senior Advisors. Timing of the deploy-

ment hindered its relevance. In one instance, the HCT took 12 months to reach an agreement on the need and reporting lines of the deployment, and once the request was sent, the Project took 12 months to identify the right candidate.

What would have made the deployments more relevant?

Even if the level of appreciation around relevance was high for the ProCap deployments, informants reported several factors that could have made deployments even more relevant. In two cases, it was felt that deployment should have happened much earlier, and in two cases they should have been extended. For two informants, a higher level of contextualization of the Protection Strategy developed as part of the deployments would have made a difference, given that the final document was perceived to be "too generic". A number of informants suggested that Senior Advisors could be assisted by a local expert that would allow for a better understanding of the local context. Reportedly, local experts can be easily found among the diaspora – and UNDP is successfully adopting this "twinning" approach in Somalia. Two informants thought that the deployment would have been more relevant if it had found more cooperative inter-agency dynamics. In one country case, one informant thought that the HCT could have anticipated the constraints and worked out better inter-agency arrangements: hosting the deployee in the Humanitarian Coordinator's Office would have made a difference.

4. Effectiveness of ProCap Deployments
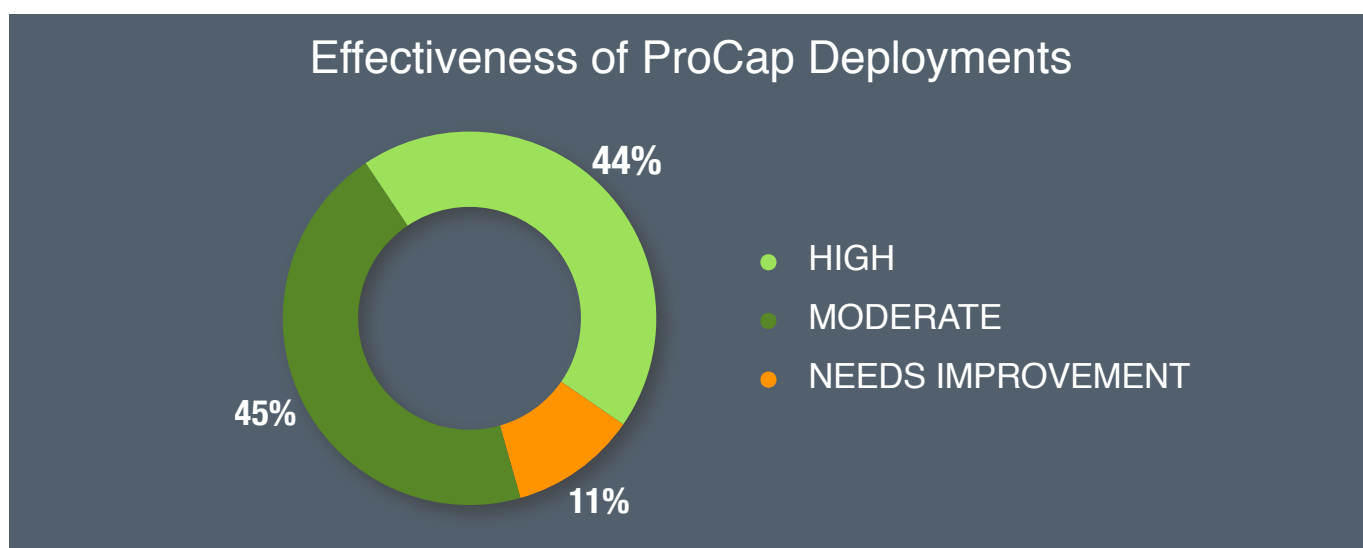
The majority of informants rated the ProCap deployments as extremely effective, about one fifth thought they were effective but would have needed some adjustments with 2 observers describing the same deployment - as moderately effective and in need of substantial changes and adjustments.

One of the key results expected for all deployments was the development of a Protection Strategy for the Humanitarian Country Team and, in the case of deployment to the Global Protection Cluster in Geneva, the development of the GPC Strategic Framework 2016-2019. The result was achieved in all instances, although in two cases the final document was validated after the deployment ended, and this was ascribed unanimously to the underlying inter-agency dynamics – which reportedly, the deployment could not have addressed

FINDINGS

Beyond the development of a **protection strategy**, one field deployment contributed to the development of an **IDP Strategy**, furthered the **inclusion of Protection in the Humanitarian Programme Cycle**, and **covered the function of Cluster Coordinator.**
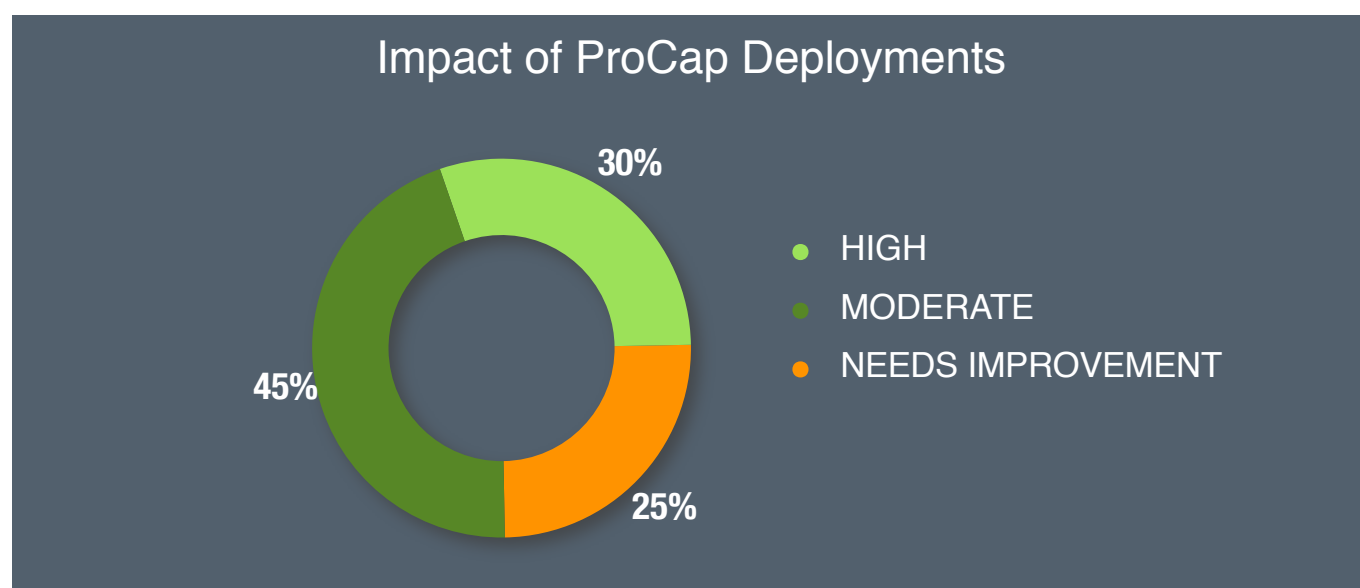
For one deployment, all interviewees agreed that the deployment contributed to **smoothing the relationship between OCHA and UNHCR** and developing a more **constructive dialogue between OCHA and the NGO community**. The organization of **protection trainings for the technical level**, coupled by two large **senior-level meetings**, contributed to providing **"a common script for all"**, which was appreciated. In addition, the deployee contributed to the creation of a *civil documentation sub-working group* intended to reinforce the dialogue around a common issue.

In another country case, the deployment contributed to "foundational work" on the **Protection from Sexual Exploitation and Abuse (PSEA)**, to the creation and funding of **Mobile Protection Teams**, to the setting up of **sub-national protection working groups**, and to organization of several **training events with sub-national counterparts**.

In the case of the deployment to the Global Protection Cluster, observers agreed that the deployment changed the **Cluster's management style**, making it more transparent and horizontal, contributing to a positive sense of shared accountability.

For all field-level deployments, observers agree that complex relationships between OCHA and UNHCR hampered the achievement of the objectives. In all instances, blurred agency accountabilities limited the leadership and credibility of the deployee to varying degrees; in 2 out of 4 country cases, inter-agency disagreements limited the deployee's ability to directly advise and support the Humanitarian Coordinator.

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5. Impact of ProCap Deployments

All interviewees agree that the ProCap deployments in question had impact. Some 30% said impact was very strong, approximately half thought that the effects of the deployments were noticeable but would have needed some adjustments, and 25% reported that impact of the projects was moderate. Only one of the five informants rating impact as moderate (orange) thought that this was directly related to the deployee's approach. In the other four cases, describing two field de-

FINDINGS

ployments, the limiting factors to impact were described as being related to the extremely complex humanitarian set-up (3 cases) and to the national political situation.

In all five sampled cases, the deployment period was followed by the re-organization of the Protection sector, either through the **creation of a new or more senior Protection Cluster Coordinator position** (4 out of 5 cases) or by the **introduction of new coordination structures and accountabilities**. The causality between the deployment and the protection architecture re-arrangements is subject to interpretation. The two representatives of the Agencies perceived by deployees and other observers as "antagonistic" to the deployment minimized the connection between the deployment and the change of the protection set-up. The other 18 interviewees found stronger correlation between deployments and changes in protection architecture and accountabilities.

DEPLOYMENT 1:

all observers agreed that the Senior Advisor contributed **to strengthening cooperation on protection among leading agencies** and to re-establish their links between with the NGO community. The deployee served as a liaison between all key agencies. The deployment occurred during a structural transition period for the humanitarian team, and it allowed **space for dialogue between a newly established regional entity and the numerous operational hubs** that had previously worked independently. The deployee adopted several team-building methods, organizing senior-level meetings, and training on protection for the operational staff in UN Agencies and NGOs. According to an NGO observer, even if the content of the training was not very useful for herself (she was a senior protection officer at the time), "**the workshop was invaluable** to hear everyone's perspectives and understand different positions. It helped non-protection staff understand the basics of humanitarian protection, and it was an opportunity for us (protection specialists) to raise issues that other colleagues in different agencies and geographic locations had not considered".

DEPLOYMENT 2:

all observers agreed that senior humanitarian leadership **stepped up advocacy and communications on sensitive protection issues**. Coming into a large humanitarian operation which had one mid-level professional dedicated to covering both IDPs and Refugees within the lead Agency, the deployee **reportedly elevated the protection agenda, attracting attention from donors and contributing to increasing CERF allocations to protection programmes**. According to an observer, thanks to the deployment, **the capacity of sub-national operational hubs was sensibly strengthened**. The deployee, however, mentions that despite the Humanitarian Coordinator's buy-in, not all Heads of Agency were fully engaged to fully mainstream protection at the end of the deployment. For this deployment, more tangible effects were noted at inter-cluster level.

DEPLOYMENT 3:

protection criteria were mainstreamed in the Pooled Fund management process. In addition, the deployment contributed to the **establishment of the Working Group on the Centrality of Protection**, which was initially meeting every six months and then started meeting monthly in September 2018, under the leadership of the Deputy Humanitarian Coordinator. According to one informant, during the deployment "**people were finally putting protection on the same level as other sectors**, the Senior Advisor used the IASC Policy on Protection to call people to order". According to another informant, the **work planning process associated to the Protection Strategy** has been updated several times and is still being used today.
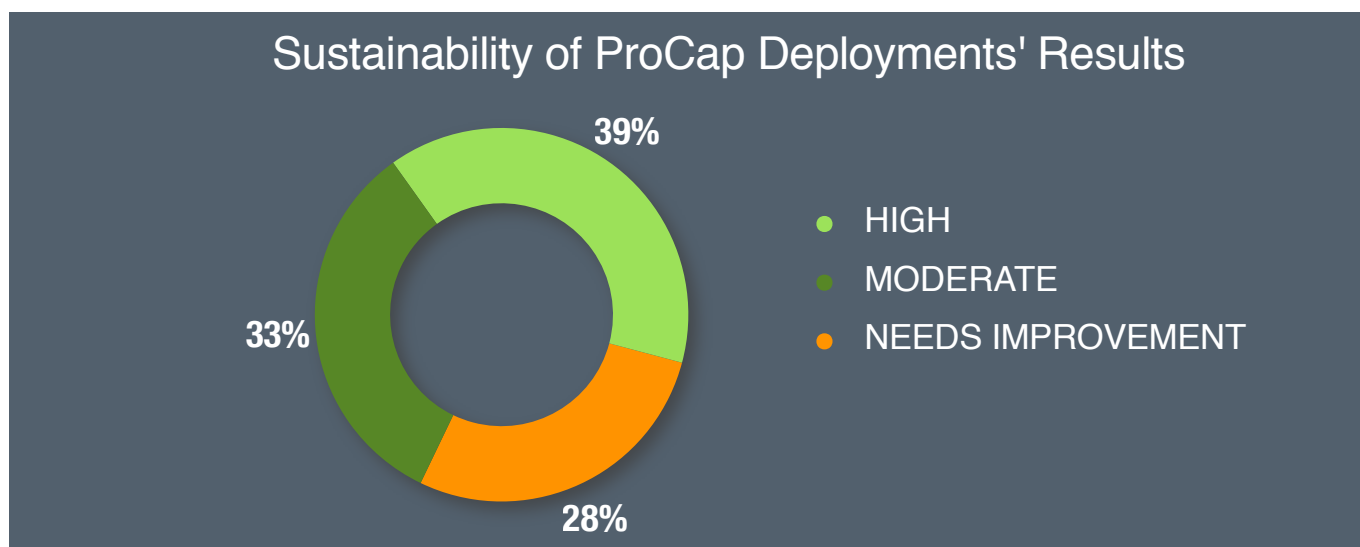
DEPLOYMENT 4:

according to two Heads of Agency interviewed, the deployment contributed to a **higher level of evidence-based understanding of the real protection issues** affecting the most vulnerable. Through the HCT forum, these senior-leaders in turn advocated with the Government and the Lead Agency **to step up efforts and investments in favour of large segments of the population, previously neglected** by humanitarian programmes. "indirectly, she contributed to change the situation (focus on IDPs) by giving us the right arguments", one head of agency mentioned. The same deployee developed a **PSEA Strategy that was considered "foundational"** by a senior leader.

DEPLOYMENT 5:

interviewees agreed that the efforts of the deployee **changed the modus operandi of the Global Protection Cluster**, making it more inclusive and transparent. According to one informant, "the way the deployee developed the GPC Strategic Framework was foundational, as it was based on partnership rather than on a directive style of work. We **all felt empowered** and contributed our time and expertise more generously than ever before". The GPC Strategic Framework 2016-2019 that ensued pushed the IASC to launch the 2016 Policy on Protection. The **IASC Policy on Protection**, according to one informant, "**had a big impact**, fed into the new HC ToRs, it gave visibility to Gender-Based Violence, Prevention against Sexual Exploitation and Abuse, and Accountability to Effective Populations". The **GPC has since then shifted its focus on operational field support**, and has contributed to the development of 18 Protection Strategies ("100% developed by ProCap Senior Advisers" according to the informant) and has furthered mainstreaming of protection in the Humanitarian Programme Cycle.

6. Sustainability of ProCap Deployments' Results

Sustainability of ProCap Deployments' Results

- 39%
- 33%
- 28%

- HIGH
- MODERATE
- NEEDS IMPROVEMENT

As mentioned in the previous chapter, all deployments were followed by a **re-organization of the protection sector**. UNHCR hired senior staff to coordinate the protection sector, upgrading existing positions or creating new positions. Most interviewees agree that the ProCap deployment was important in contributing to leverage systemic change, although the political circumstancing and the positive dynamics within the Humanitarian Country Team were instrumental to the change.

All five deployments contributed to the **revamping of dormant structures such as sub-working groups** on specific protection issues, or to the creation of new inter-agency fora. In all cases, **these structures subsisted after the deployment**.

FINDINGS

They include: **a new regional sub-working group on civil documentation**; **a new country-level coordination mechanism on Prevention against Sexual Exploitation and Abuse**, **the new working group on the Centrality of Protection in another country, a reinforced Protection Cluster**.

In all instances, the deployee either finalized or produced an advanced draft of a **Protection Strategy**, or of a Strategic Framework in case of the Global Deployment Four out of the five deployments (for the fifth one, the deployee was hired on a permanent position to cover the role of Global Protection Cluster Coordinator) experienced **a plunge in the momentum around protection when the deployee left**. In three out of four of these cases, several HCT members had advocated for an extension request but the process was stalled due to inter-agency dynamics. HCT members, however, continued to implement and build on the commonly agreed strategy for protection.

In two reported instances, the deployment played a major role in **raising financial resources for protection**; in one case, one advisor developed, launched and found funding for an innovative project around **mobile protection teams**. While these teams still exist, "they have not expanded their reach to the newly affected areas for lack of funding".

Two deployees explicitly criticize the focus on strategy development, defined as "fixation" in one instance. According to a third deployee, having a Protection Strategy was a "tick-the-box" requirement for the HCT that called on ProCap for support. In two country contexts, observers felt that the monitoring of the strategy was used as a technical measuring stick, with limited substantial commitment at the leadership level. While the usefulness of the document was put in question, the process that led to its development had a certain value according to one senior respondent, "it was great to have a common script, it forced everyone to respond in a more cohesive manner."

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7. ProCap Training: General Comments

The five-day ProCap training targets protection professionals within NGO rosters and UN personnel seeking to improve their protection skill-set. Its objective is to "enhance the overall protection capacity within the humanitarian system". It focuses on cross-cutting skills applicable to different protection situations and agency mandates, and it includes sessions on legal norms and ethical principles, protection analysis, information gathering, communication, advocacy and strategy, among others.

Between 2016 and 2017, ProCap organized 8 training events. We sampled two from 2017 and interviewed 3 participants per training. These are the profiles of the informants:

1. Head of Programmes in one sub-national office in Niger, UNICEF, and Sub-Cluster Coordinator, Child Rights
2. Working with the Australian Government on the extradition of criminals
3. Head of Programmes, Large NGO, DR Congo.
4. NorCap deployment to a large UN Agency at global level, coordinating a global protection initiative
5. National Programme Analyst, for a large UN Agency in a sub-region in Uganda
6. Consultant and former inter-agency coordinator for HCR in one of the Syria humanitarian hubs when she attended the training.

This Review offers clues to understand the current strengths and weaknesses of the trainings provided by ProCap. An exhaustive description of the training impact is beyond the scope of this study.

FINDINGS

Amongst the most significant **findings**, this Review shows that the training **was particularly appreciated by those participants that had limited prior exposure to protection in emergencies principles**. Those participants that had already played an active role within an emergency protection project or programme found **the training to be too basic** and not practical enough for their professional needs. We analysed the list of participants, looked at years of experience of participants and fields of expertise, and found that approximately **50% could be considered over-experienced for training**.

For those participants with the right profile, meaning a certain level of current responsibilities and an entry-level understanding of emergency protection issues, the training was an **"eye-opener"**. Some of the stories of how they applied the newly acquired skills are indications of how the training may indirectly impact humanitarian operations.

8. Relevance of ProCap Training

Relevance ProCap Training


- HIGH
- MODERATE
- NEEDS IMPROVEMENT
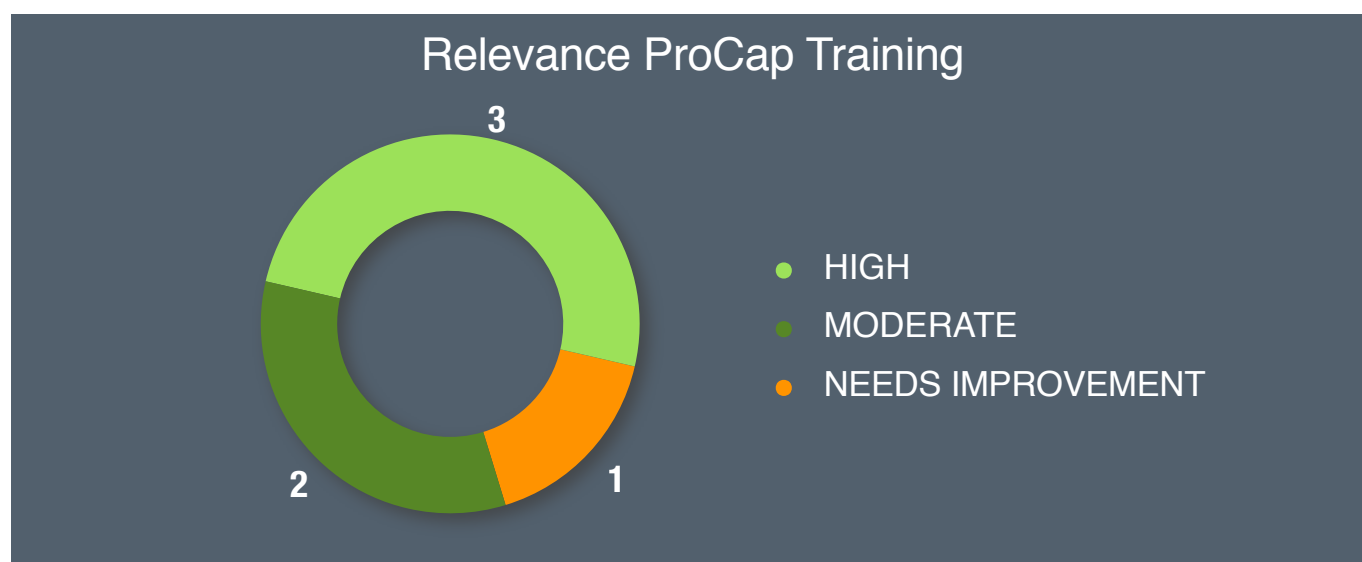
The training was **"exceptionally relevant" for the three informants who did not have any protection background**. For the Head of Programmes, the most relevant parts of the training were those focusing on the development of a protection strategy and on stakeholder analysis. For the National Programme Analyst, it was particularly important to be exposed to the basic principles of protection, as he deals with human rights abuses "on a daily basis". The NGO Head of Programmes found the training essential, considering the complexity of the protection issues she was addressing in DR Congo.

The two informants who found the training as moderately relevant already had a strong protection background and reported that the themes covered were too basic for their level of experience. In one case, the informant mentioned that most of the participants were "quite experienced, so it was the **wrong type of training for them**".

Aside from one informant who mentioned that the training was "beyond expectations and could not have been more relevant", all participants had ideas on how the training **could be strengthened** – and they all agreed that the training should have been more practical. The Head of Programmes from Niger had attended an "INSPIRE" training in Dakar that had included **structured coaching and interaction among participants** from different countries – which would be an interesting addition to the ProCap training. The Head of Programmes from the NGO in DR Congo mentioned they were piloting a **humanitarian mediation** training which focuses on how to operationalize humanitarian principles - this would be an interesting angle to apply to the ProCap training, especially focusing on the perceptions of beneficiaries and neutrality.

FINDINGS

Effectiveness of ProCap Training

- HIGH
- MODERATE
- NEEDS IMPROVEMENT
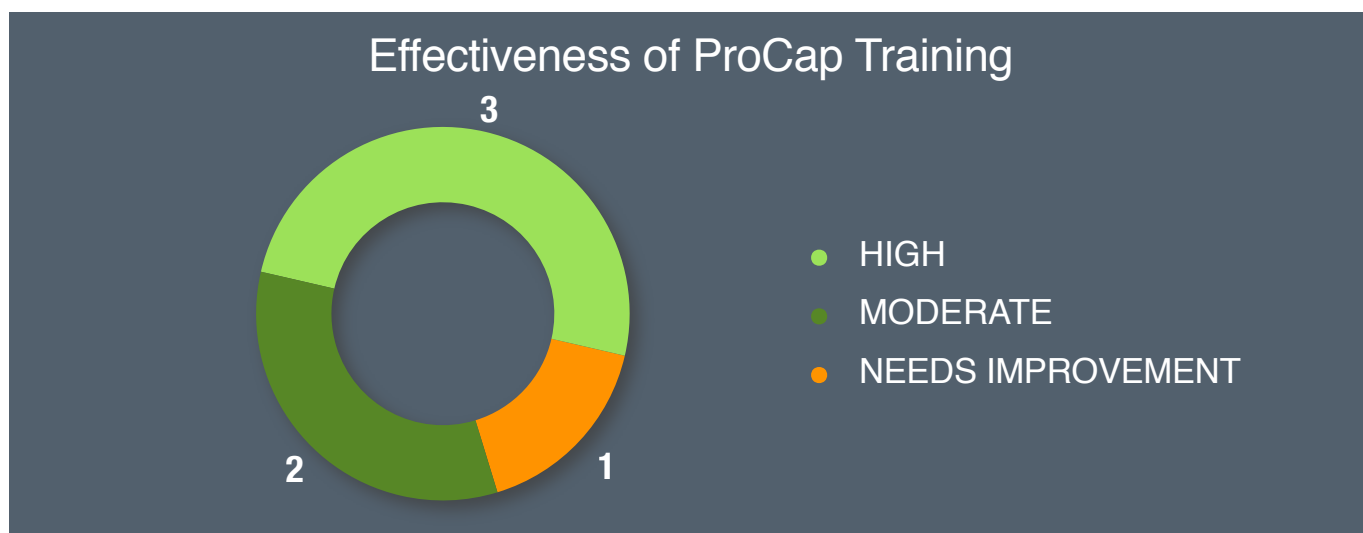
The review found that the training events sampled were an important contribution to country team protection efforts, but that its usefulness was dependent on the knowledge and functions of the participants. Training to introduce general concepts and practices was highly valued by participants without a previous background in protection programming; more specialized training that related to local complexities was desired by persons with more protection experience.

We read the ProCap training objectives to the informants to assess if these were achieved. Opinions about the level of effectiveness were evenly split and participants had differing perspectives on the strengths and weaknesses of the course. For the National Programme Analyst in Uganda, the training helped him **"understand the protection context in a deeper sense.** I used to think that protection was a sub-set of security, but I realized it goes much beyond. It cuts across all aspects of life. I also understood the mandates of different UN Agencies". The Head of Programmes in Niger feels more at ease in providing technical support to the Rapid Response Programme, he takes an **active role in multi-sectoral needs assessments** and their methodological re-adjustments. He also feels empowered to **co-lead with HCR the local working group on protection**. He appreciated the **practical nature** of the whole training.

PROCAP TRAINING OBJECTIVES

1. Demonstrate an understanding of protection and the dynamics of displacement that is operational and applicable at the field level during deployments.

2. Articulate an inter-agency and collaborative approach to protection, including coordination mechanisms and bases for partnership.

3. Plan and implement a participatory protection assessment, analysis and strategy.

4. Craft a protection advocacy plan and identify opportunities to advocate for protection.

5. Identify his or her own strengths and prioritize areas for further development.

Another informant is applying what she learnt on **mandates and coordination**: "for my work, I conduct training and provide technical support on projects targeting child survivors from sexual abuse. I **can now articulate the mandate** on protection more clearly, I **understand the structures** better and I can **contribute to strengthen coordination in the countries I cover** (Iraq and Myanmar)".

The most experienced participants mentioned that the training was too focused on basic humanitarian information, such as the cluster architecture, while it did not provide enough information on more complex subjects including:

1. Advocacy to address coordination challenges between HCT and UN Missions;
2. A full methodology to facilitate prioritization exercises;
3. A full methodology to follow up on bottleneck analysis.

These participants agree that case studies presented in the training would need to be updated.

10. Sustainable impact of ProCap Training

Impact and sustainability of ProCap Training

2   **2**

2

- HIGH
- MODERATE
- NEEDS IMPROVEMENT
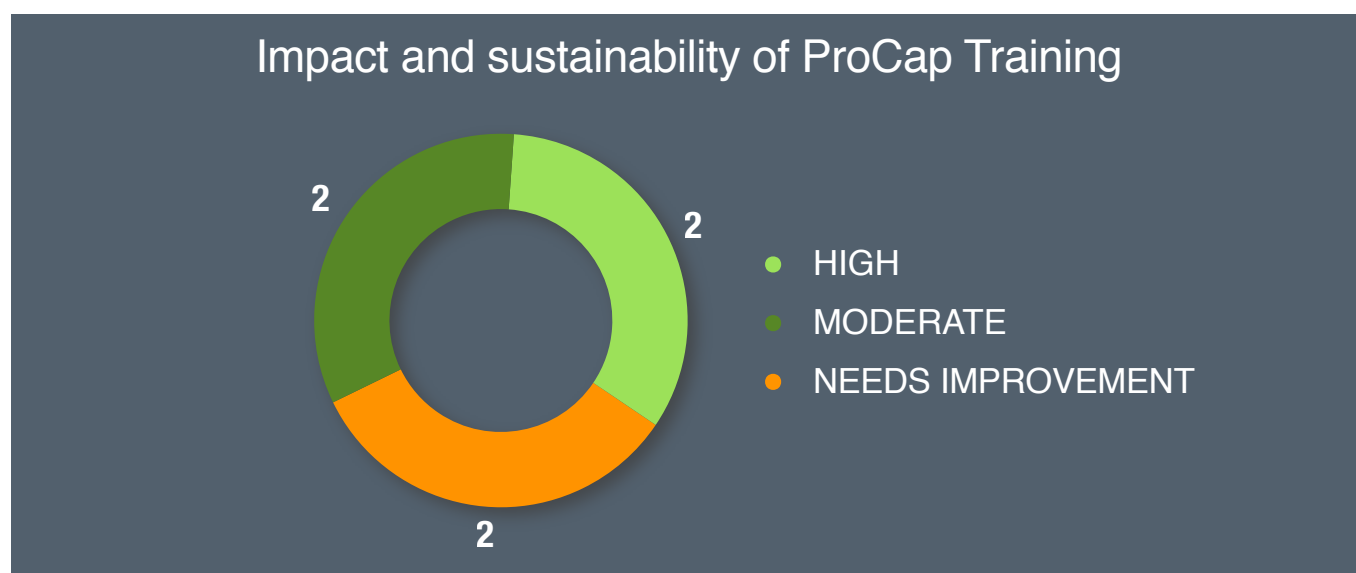
This chart shows that opinions are evenly split among participants: two report strong and sustained impact of training on their professional undertakings, two report satisfactory impact and sustainability; two report limited impact and limited sustainability of training outcomes.

Among the respondents who reported strong sustainable impact, one training participant used newly acquired knowledge and skills to r**e-adapt her NGO programmes during a transitional period** "with less funds and less staff, we made our programme more relevant. I **understand the role of clusters better and I know how to influence the system**. We took the **co-leadership of the protection cluster** (because the lead agency was too focused on refugees), education and food security (because their respective agencies were too focused on their respective programmes)".

The sub-national officer in Niger reports being more at ease in his role of **coordinator of the sub-working group on child protection**, he also collaborates with colleagues in Niamey. He proposed the idea and is organizing **high-level meetings with donors on protection** issues every three months. This new coordination and advocacy mechanism is on-going and reportedly successful.

Because of his newly acquired qualifications, the National Analyst in Uganda was **nominated to participate in an inter-agency monitoring** mission in Kisumo, Kenya at the time of elections. In addition, the training reportedly empowered him to **articulate protection arguments both with the military and with the communities**. He feels that the co-existence of communities and the military has improved, and that he is **perceived and actively sought for by both parties**

as a mediator. He **coaches the military and the police** on how to relate with communities in times of crisis and was able to **refer several victims of violations** to the African Centre for Treatment and Rehabilitation and other relevant authorities.

One participant does not feel empowered following the training, although she found the stakeholder mapping methodology quite useful. The most junior informant hopes that she will be able to apply the skills that she acquired when she gets a position with protection responsibilities.

11. Relevance and Effectiveness of ProCap's Policy, Advocacy and Influence Component

This ProCap Project component supported two initiatives between 2016 and 2017. The first one is the drafting of the IASC Policy on Protection in Humanitarian Action in 2016, and the other is the research work feeding into the drafting of the Global Protection Cluster's 2016 Review on the Centrality of Protection. We focused the research on relevance and effectiveness of the documents because the causality chain between global policies documents and impact on systemic changes within HCTs is too long to be proven. Also, the research focuses on the perceived qualities of the policies/documents rather than those of the two deployments that contributed to their development. The main question is: **do the Policy/Advocacy workstreams have any traction within Humanitarian Country Teams? And if not, what are the main reasons? Can ProCap improve its advocacy investments?**

The results of this research provide a **limited understanding of ProCap's actual contribution to the relevance and effectiveness of the documents**, as the buy-in of the IASC Policy on Protection at field level and the distribution and promotion of the Global Protection Cluster Review on the Centrality of Protection **are not the responsibility of the project**. For example, the great majority of informants have never received or read the GPC Review on the Centrality of Protection. This finding is not connected to the quality of ProCap's contribution to its development, but it can help the project decide how best to invest its resources in the future.

The IASC Policy on Protection in Humanitarian Action
Findings on the relevance and effectiveness of the IASC Policy on Protection in Humanitarian Action, are based on interviews with 37 professionals, all active humanitarians, 27 in senior positions and 10 in junior and mid-level positions. Informants are or have been working on protection-related programmes in the recent past.

FINDINGS

Relevance and Effectiveness IASC Policy on Protection

- 41% HIGH
- 35% MODERATE
- 13% NEEDS IMPROVEMENT
- 11% LOW
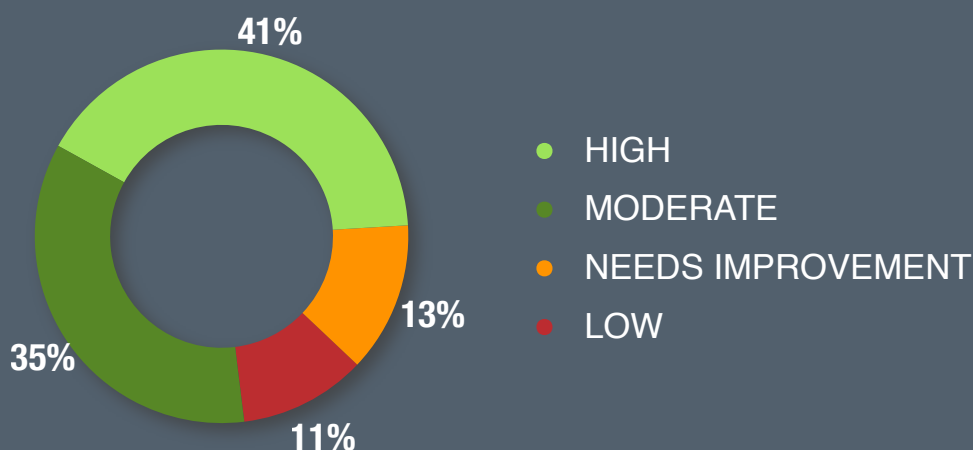
Relevance:

One third of informants has never read the IASC Policy on Protection in Humanitarian Action, and two senior staff who think the Policy is irrelevant are a Senior Advisor in the GenCap Roster and one Head of Office of a protection-mandated agency. **Most of the informants who have not read the Policy are junior staff.**

For those informants (11%) that consider the Policy moderately relevant, the reasons described focus on the fact that the **Policy should be targeting more the agencies/entities** that are not mandated with Protection, and on the idea that the protection strategies that are developed in abidance with the Policy **"take too much time – whereas they should be simple, and used as an entry point rather than a result in themselves"**. Those respondents that find the Policy relevant or extremely relevant define it as **"a necessary evolution"** or **"a game changer"**.

Effectiveness:

For those that are familiar with the Policy, and consider it to be effective at field level, the majority appreciate the **difference that the development of protection policies has made in terms of HCT dynamics**, providing **more space for protection in general but also for Gender-Based Violence and gender within the Humanitarian Programme Cycle**.

Amongst those that consider the Policy to **be ineffective**, two are of the opinion that in several instances, the development of a Protection Strategy (which is the main predicament of the Policy) is just a **box-ticking exercise**, with "nothing happening after that". Three respondents mentioned that the Policy, as any document issued by the IASC, needs dedicated capacity to "direct the HCTs".
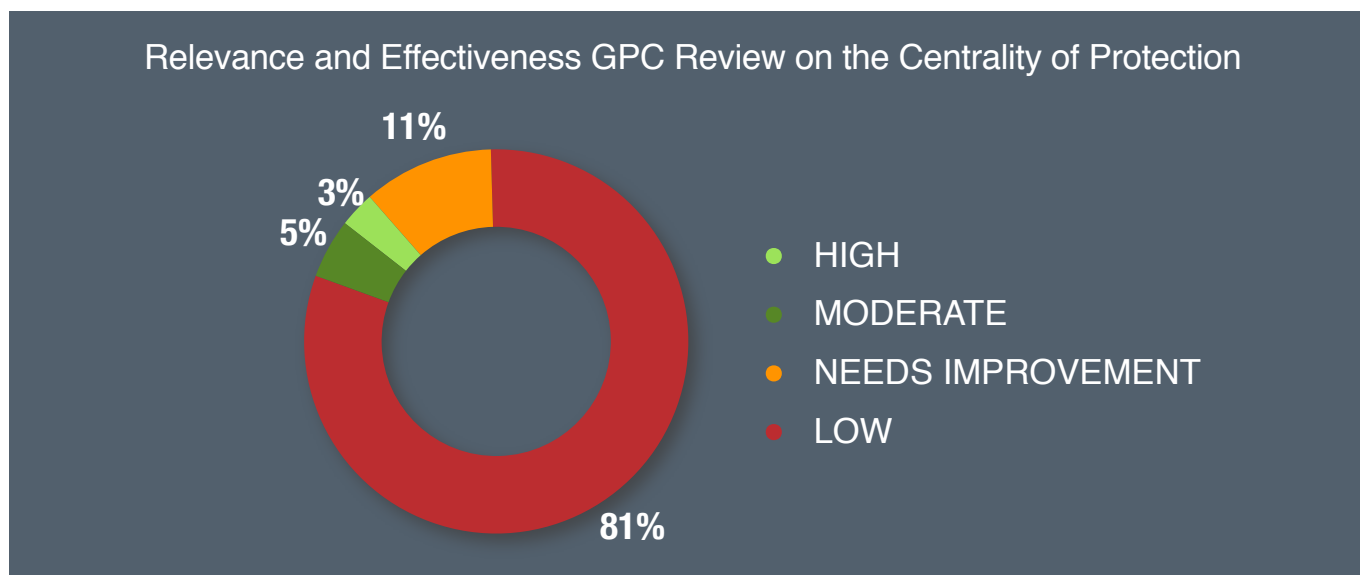
Specifics about Relevance and Effectiveness of ProCap deployment to develop the IASC Policy on Protection:

The two informants that were aware of the circumstances that called for a ProCap deployment to support the drafting of the document, mentioned that a "neutral professional" was necessary for the task– as it showed the genuine inter-agency nature of the effort. According to one of these two observers, the neutrality of the deployment allowed the Senior Advisor to resolve differences of opinion or reach compromise on different themes and to devote her undivided attention to the consultation, which would not have been possible for any senior staff member of the organizations

involved in the process. The support from the Task Team in charge of the drafting was also perceived as an important enabling factor to the deployment.

The Centrality of Protection in Humanitarian Action – A Review of Field and Global Clusters (2016, 2017)

Relevance and Effectiveness GPC Review on the Centrality of Protection

- 11%
- 3%
- 5%
- 81%

- ● HIGH
- ● MODERATE
- ● NEEDS IMPROVEMENT
- ● LOW

In 2017, ProCap deployed a Senior Advisor to the GPC to document case studies of field and global protection cluster action to promote the centrality of protection. The deployee was only responsible for the research and drafting of the case studies and not for the drafting of the whole document. The two observers who were familiar with the circumstances of a ProCap deployment to the GPC consider the deployment as relevant because of the level of global and field experience that a Senior ProCap Advisor ensures.

The GPC Review aims to "enhance understanding of the range and diversity of approaches to the Centrality of Protection with current operations, and to reflect on good practices, challenges, and learning". Out of the 36 interviewees, **29 had never heard of or read the document**. For three of those that mentioned having read it but find it moderately relevant and effective (orange), the **document is not critical enough, and the case studies would need to contain some critique and objective analysis**.

FINDINGS

3. FINDINGS ON GENCAP

1. General Comments

GenCap deployments are considered highly relevant by 80% of observers. Effectiveness is high for 65% of informants and moderate for 30%. Impact is strong for 40% of informants, and moderate for 50%. Only 25% consider impact to be optimal. The key constraining factors to deployments are reported to linked to the weak leadership for gender at global and field level, the absence of a clear accountability framework uniting leading humanitarian agencies, and a general lack of understanding of gender programming within the humanitarian community at large.

This review covers seven GenCap deployments, one at regional level and six at country level. In two cases, the review analyses two consecutive deployments carried out by the same Senior Advisor in the same country. They were selected for two main reasons. The first is the interest in analysing the factors that enabled one deployment and hampered the other deployment in the same humanitarian context. The other consecutive set of deployments was selected because the End of Mission Report indicated significant impact in influencing the dynamics within the HCT, which called for a closer analysis of the enabling factors.

The results of this part of the Review point to a **high consideration for GenCap deployments' relevance, and divided views about its effectiveness, impact and sustainability**. Amongst GenCap Advisors, it is interesting to note how two among them chose to focus on capacity development of technical national and sub-national staff around gender advocacy, mainstreaming and programming. The other two Advisors chose to focus on establishing a gender architecture (systems and accountabilities) within the Humanitarian Country Team, starting the system change process from the top rather than from the bottom.

Although generalizations are not possible considering the limited sample of deployments, it can be stated that **when the deployments found fertile ground for reinforcing the HCT architecture around gender, sustained system impact was perceived as stronger**. Conversely, the absence of an official lead agency for gender in humanitarian action reportedly hampered GenCap advisors' efforts to find entry points for systems change, and to support the development of an accountability framework. **Blurred agency accountabilities are perceived to challenge the sustainability of gender mainstreaming in the Humanitarian Programme Cycle as well as localization strategies**. This may explain why the **GenCap deployments sampled focus more on training and local staff mentoring than ProCap's**, and therefore result in more national staff being directly influenced, and reportedly empowered, to continue advocating for gender mainstreaming at technical level.

Training is considered relevant by the majority of participants while opinions about effectiveness vary. Similarly to findings on ProCap, GenCap training events are geared towards an audience with limited awareness of gender issues and limited prior exposure to gender programming work.

It is important to note that, while the initial Terms of Reference require the Review to focus the research on the **with Age Marker**, in 2016 and 2017 the Gender with Age Marker (GAM) was still being developed and piloted by the GenCap project. Only 16 out of the 39 informants were familiar with the GAM, 15 were familiar with its "predecessor" (the **Gender Marker**) and 8 were not familiar with either of the two tools. Overall, interviewees point to the fact that the effectiveness of investments in **the Gender Marker and in the Gender with Age Marker** is heavily dependent on other agencies' commitment to their roll-out and implementation. While the deployment to build capacity on the Gender Marker and the de-

ployment to roll-out the the GAM were generally regarded as relevant and effective, the global and field-level inter-agency commitment to implement the GAM is questioned by several observers.

2. General Findings for GenCap Deployments

Country/Region	Duration	N. of Informants
Yemen	11 months (2 consecutive deployments)	6
Yemen		
Fiji (Pacific Region)	9 months	4
Uganda	14 months (2 consecutive deployments)	3
Uganda		
Ukraine	6 months	5
Total number of informants		**18**

The findings on GenCap deployments are based on 18 interviews with 4 Senior Advisors and 14 key stakeholders to the deployments. Key stakeholders include 2 Humanitarian Coordinators, 1 Head of an HC Office, 2 heads of UN agencies, 2 senior staff in UN agencies and 6 technical staff in UN agencies and NGOs.

GenCap deployments have **impact** according to the majority of observers. Reportedly, half of the deployments (3 deployments in 2 humanitarian contexts) sampled had impact on the accountability framework of the Humanitarian Country Team. Evidence of impact on the HCT included, firstly, the establishment of a new accountability framework for gender within both humanitarian teams targeted, secondly, the increase in HCT technical and financial investments in gender, and thirdly the reportedly stronger monitoring mechanisms around gender and age. The other half of deployments (3 in 2 humanitarian contexts) were credited with impact on the feeling of empowerment and the dynamism of technical staff. The gender networks created during the deployments are still active as of today, and in one case the national gender network has expanded and strengthened.

Relevance of deployments is perceived as high or satisfactory by the majority of observers. Relevance for GenCap deployments is described by observers in the context of general lack of understanding of gender equality within the humanitarian community, and a widespread absence of accountability for gender coordination and the oversight.

All except one informant defined deployments as highly **effective** (65%) or effective. The characteristics that make deployments relevant, namely the lack of awareness of and accountability for gender programming, are also listed among the top limiting factors to the effectiveness of deployments. In two out of four country contexts, senior leadership was not open to changes in the HCT's accountability framework for gender programming: in one instance, top management reoriented the deployee to focusing on local-level capacity building and in the other case, it was the deployee who chose to focus on localization given the blockage at senior level. For all the deployments sampled, observers agree that Senior Advisors achieved the objectives that had been agreed with the HCT.

Observers consider localization and stronger accountability for gender programming within the HCTs to be **sustained** as of today. In the two humanitarian contexts where Senior Advisors contributed to establishing local gender networks, these

FINDINGS

groups continue promoting and implementing the Gender with Age Marker as their main entry point for gender main-streaming. In one country, the gender network has doubled in size since the end of the deployment period. The two humanitarian teams which reinforced gender at strategic level, currently have functioning international positions and dedicated funding to continue advocating for the centrality of gender and age to humanitarian programming.

3. Relevance of GenCap deployments

What is relevant for GenCap deployments?

According to the 18 informants, the top issues justifying the need for GenCap's technical assistance to the different Humanitarian Country Teams sampled include:

- the **lack of understanding of the importance of gender-sensitive programming among the humanitarian community**, including national partners.
- In turn, this lack of understanding and capacities generate a **sense of absence of collective direction, of agency accountabilities, and a lack of adequate humanitarian investments**.
- Limited **involvement of women responders and beneficiaries in the HCT's decision-making process** was also mentioned as one of the factors defining relevance of the GenCap's deployment.
- In two instances, the deployment was perceived as **relevant in relation to the complete absence of a PSEA Framework**.

Were the deployments relevant?

Relevance of GenCap Deployments

44%

50%

6%

HIGH

MODERATE

NEEDS IMPROVEMENT
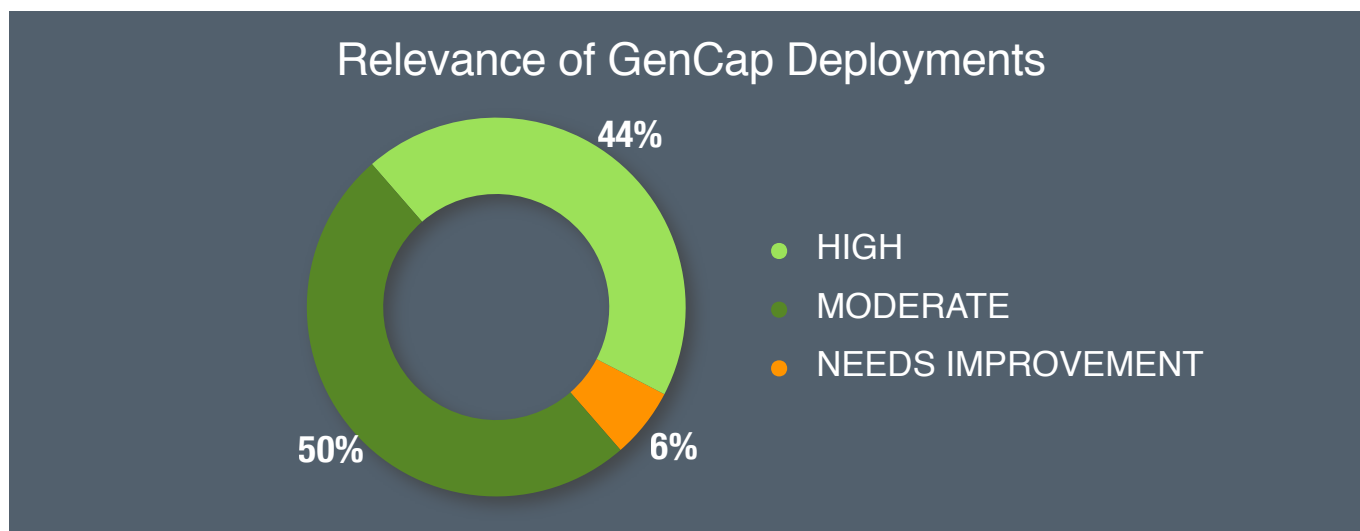
Based on their individual definitions of relevance, 40% informants rated the deployments as highly relevant, 53% as satisfactory, and 7% (representing only one informant) as moderately relevant.

In all humanitarian operations, gender in programming was perceived as being almost non-existent, and the main reported factor behind that was the lack of agency accountability for gender.

Informants largely agree that the Humanitarian Country Team was in acute need of strategic direction and a purpose to promote solid gender programming practices.

FINDINGS

The general feeling amongst technical staff can be summarized in the words of a staff member who had been Gender Focal point before the deployment : "we did not care about gender and the trainings we had attended were just about the cosmetics of it. Working closely with the Senior Advisors made me understand the importance of my own role of Gender Focal Point".

What would have made the deployments more relevant?
Two observers to two different deployments noted that greater focus on the humanitarian-development nexus would have proved opportune, although time-constrains were acknowledged. In the opinion of these informants, one cannot address gender programming just as part of humanitarian operations, as the underlying causes behind gender-based discriminations are deeply rooted within the local culture and need to be addressed through long-term strategies of engagement with the local actors.

4. Effectiveness of GenCap Deployments

Effectiveness of GenCap Deployments

- 65% HIGH
- 29% MODERATE
- 6% NEEDS IMPROVEMENT
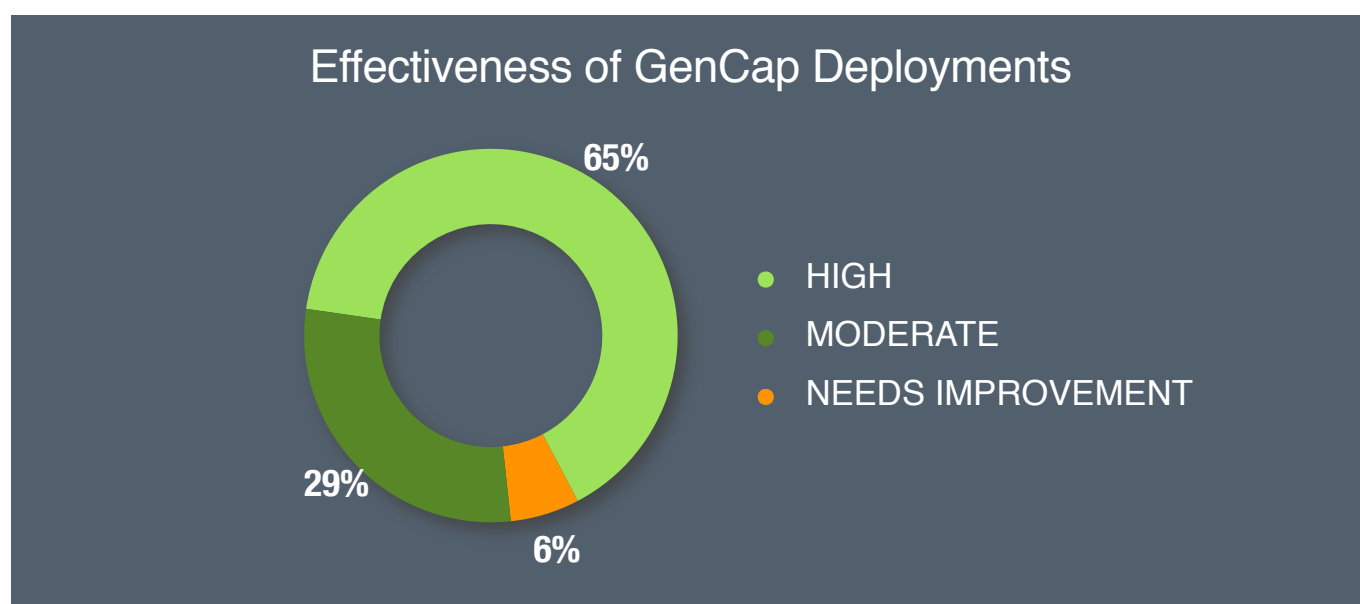
The majority of informants found deployments to be "highly effective" or "satisfactory, with some adjustments needed". The two deployments that found the best conditions for influencing the accountability framework of the HCT around gender programming had these elements in common: the openness of the HCT generated by a crisis which occurred during the deployment (a natural disaster in one case and a sexual exploitation and abuse scandal in the other); a relatively good relationship amongst key agencies; the willingness of the Humanitarian Coordinator and/or UN Women to take the lead after the deployment ended.

In the two instances where the HCT was less open to integrating gender programming in a strategic way, four informants appreciated the focus of the deployment on localization. The two key factors behind the effectiveness of localization were reported to be 1. The capacity of the deployee to "lead from behind"; 2. The practice of working very closely with national staff and train them on the job.

Effectiveness of deployments is hampered by a wide range of factors.

FINDINGS

As previously mentioned, the key over-arching limiting factor is the **absence of clear agency accountabilities** for leading gender coordination and mainstreaming. For 4 deployments out of 6, blurred agency accountabilities for gender caused friction among lead humanitarian agencies over the scope of work of the Senior Advisor, slowing down or diverging the implementation of planned activities.

The majority of informants mentioned that **greater support from senior management would have significantly strengthened the deployments**. In two instances where senior management support was not forthcoming, expectations had to be scaled down around change in gender-leadership and focus on localization instead.

The **short duration of the deployments** – in contexts where personal relationships are key to build trust and instil elements of change – were referred to as a hindrance to the effectiveness of three deployments.

Other important factors limiting the effectiveness of deployments include the perceived **ineffectiveness of linking the development of the HCT's Protection Strategy with the development of the Gender Strategy**, as two informants believed that the protection dimension overshadowed the gender dimension of the strategy.

Two senior informants during two distinct deployments mention as a limiting factor to effectiveness, a certain level of fatigue among the high ranks of the Humanitarian Country Teams vis-à-vis the **high number of gender training events** prior and during the deployments.

5. Impact of GenCap Deployments

Impact of GenCap Deployments

- **39%** HIGH
- **50%** MODERATE
- **11%** NEEDS IMPROVEMENT
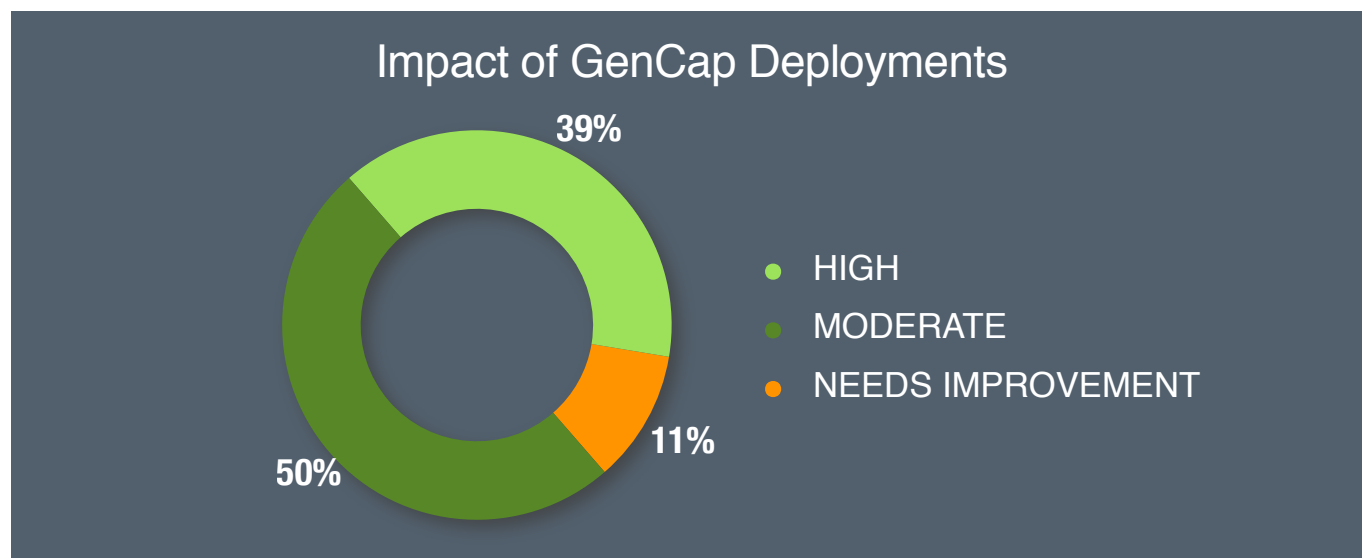
Overall, the review found that the technical assistance provided on gender programming through GenCap deployments had a meaningful impact.

40% of informants think that the deployment had strong impact, and half of informants think that impact was satisfactory. Two out of 18 informants describe impact as moderate (orange in the chart).

FINDINGS

These statistics describe two different types of impact. For two countries, impact is focused on the humanitarian architecture around gender leadership and coordination. For the other two countries, impact is focused on the capacities of national technical staff.

Deployments focusing the humanitarian architecture around gender programming:
For those three deployments (in two countries) **focusing on HCT accountabilities for gender programming, impact on HCT accountability for gender is perceived as strong**, with some limitations with regards to the connections made with the development agenda (with the UNDAF, for example). For one of the two deployments that contributed to HCT-level changes, observers point to the **possibility that the training provided directly to national counterparts contributed to strengthening gender programming within government agencies**. The information, however, could not be directly verified.

For the two deployments that focused on system change, the immediate reported impact was, for the regional deployment: **the establishment of a functioning UN Women Humanitarian Unit at regional level and stronger gender programming across the Regional Humanitarian Country Team**. For the country-level deployment, informants agreed that the UN Country Team benefited from a **stronger evidence base for decision-making**, and this in turn leveraged **more consistent gender equality leadership and programming**. Reportedly, in this country the deployment generated a strong demand for gender leadership and support. Key humanitarian organizations proposed to pool resources to equip the office of the Resident Coordinator with senior expertise, and UN Women followed up to the demand and proposed to s**econd a senior Gender Advisor to the Office of the Resident Coordinator** (recruitment is underway at the time of writing). At the end of the country-level deployment, the UN Country Team also had a **functioning system-wide PSEA approach and monitoring system**, with access to adequate financial resources to sustain gender programming efforts over time.

Deployments focusing on localization:
In general terms, for the three deployments (in two countries) focusing on localization, national staff perceive impact to be strong, while senior international staff describe the impact on the HCT dynamics as low. The type of impact on local capacity described by national informants is mainly related to the **establishment of national gender networks that are still operational to this day**. These networks continue advocating for the mainstreaming of gender in humanitarian programmes, mainly through the application of the Gender with Age Marker. National staff who worked closely with the GenCap Advisor express a strong sense of empowerment and report a sustained bottom-up effort to transform programming practices.

In addition, the three deployments which **focused on building local capacities, achieved results at technical level**. In the first country, which received two consecutive deployments, all of the **projects launched under the pooled funds started to be and still are gender and age-sensitive** because of the support by the Senior Advisor. OCHA nominated to be Gender Focal Points in all its departments; they developed a yearly organizational plan on Gender and met regularly. Reportedly, 80% of OCHA staff were trained and use the GAM. According to one Gender Focal Point, all 35 Gender Focal Points felt they had the necessary skills to roll out gender training within the clusters. In the second country, the Senior Advisor developed a **PSEA Framework and trained tens of national and international staff** (UN, NGOs, local organizations) **on the use of the GAM and gender programming**. The impact of these training events could not be verified.

6. Sustainability of GenCap's Deployments Results

Sustainability of GenCap Deployments' Results

- ● HIGH
- ● MODERATE
- ● NEEDS IMPROVEMENT

25%
19%
56%
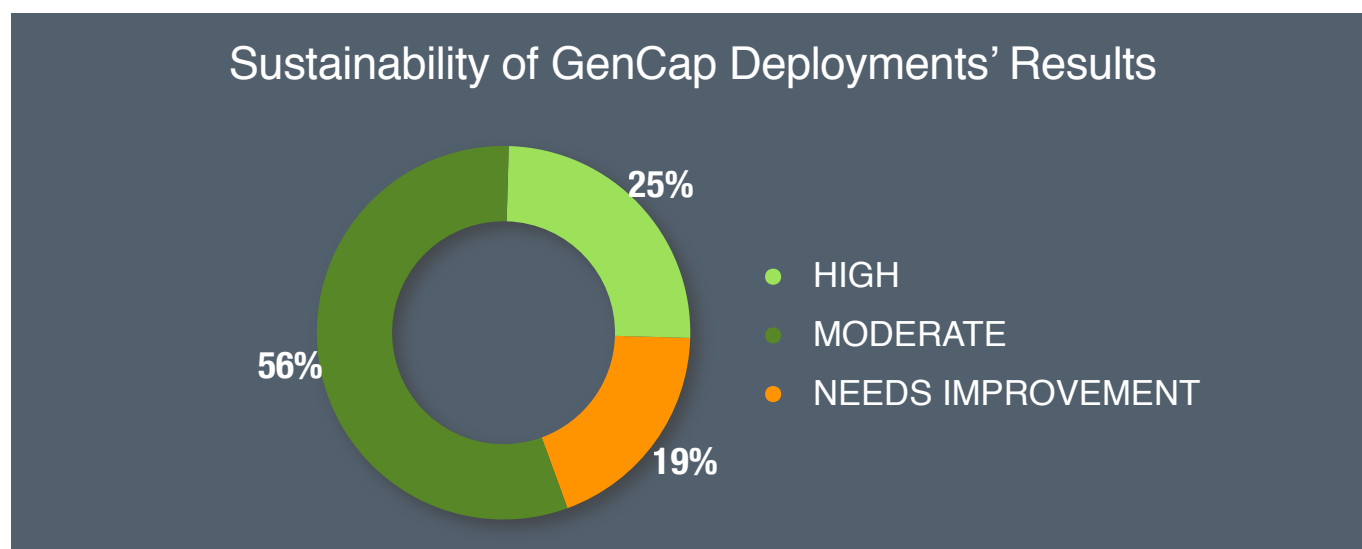
Overall, the review found that the changes facilitated by the GenCap deployees were sustained. This was most clearly demonstrated by the HCTs' decisions to hire full time gender program support specialists to sustain the work started by the GenCap deployees, or by the continued use of such tools as the Gender with Age marker after their introduction.

For the three deployments (2 country contexts) that focused on localization, the international and national staff interviewed described excellent **impact on the awareness of national technical staff who are members of the inter-agency gender network**.

For one of the three deployments, which **focused on systemic HCT change**, two respondents rated sustainability as very strong.

For the 56% and 19% of the remaining informants, there were important **limiting circumstances to the sustainability of the deployments' results**. Amongst the factors most frequently mentioned, **the absence of clearly defined agency and inter-agency accountabilities around gender programming pose the greatest challenge**. In addition, many informants mention that the **general understanding of gender within the humanitarian community is so basic**, that one deployment can only scratch the surface in achieving system change: more substantial inter-agency investments would be needed.

Three out of four humanitarian teams targeted by the GenCap deployments **hired a full-time staff member** to ensure gender programming coordination after the Senior Advisor left. In two instances, the position is covered by an international staff, in one instance by a national staff. In the fourth country/regional context, **a national technical staff was appointed "gender focal point" and ensures the day-to-day implementation of the Gender with Age Marker process**.

Although the sample is limited and the findings cannot be conclusive, we can observe that when the GenCap Senior Advisors focused on **system change** rather than bottom-up capacity building, the deployment was followed by the hiring of an **international position**. Within the two HCTs that have hired or appointed a **junior or mid-level national staff to coor-**

dinate gender mainstreaming, the general perception is that these professionals have **limited impact on strategic decision making**, and they mostly focus their work on supporting clusters and agencies in abiding to the GAM standards.

7. General comments about reviewing GenCap training

GenCap provides two types of training, the basic Gender in Humanitarian Action (GiHA) for mid-level humanitarian personnel, and the advanced Training of Trainers for gender specialists. Between 2016 and 2017, GenCap organized five global Gender in Humanitarian Action Trainings and one Training of Trainers gathering 24 participants on average, reaching approximately 144 professionals. We sampled two 2017 Gender in Humanitarian Action trainings, one carried out in a country and targeting members of the same HCT and one with a global scope. These are the profiles of the informants:

1. Emergency Specialist, key humanitarian UN Agency in a central African country
2. Programme Officer working on Youth, UN Agency in a central African country (same country as above)
3. Project Manager in the peace and humanitarian action sector, UN Agency
4. Humanitarian Affairs Officer for OCHA in a large humanitarian operation
5. Project Manager for a UN Agency, humanitarian coordination, in a large humanitarian operation

The results of this analysis are based on 5 interviews. While it will be **difficult to draw exhaustive conclusions** about the GiHA training from this limited sample, the discussions with observers will hopefully provide interesting clues for the Project Managers on the relevance and the effectiveness of the training strategy and products. Also, all interviewees expressed opinions based on their **interactions with other participants during the course**, and they tried to reflect on the overall reported relevance and effectiveness of training rather than only their individual experiences.

In general terms and similarly to ProCap's training experience, the GenCap training was reported to be an **"eye opener"** for those professionals who had **limited exposure** to quality gender work prior to their participation. Conversely, the training offered was considered to be **too basic** for those professionals who were seeking an advanced understanding of gender advocacy and programming practices. It is interesting to note that the two participants to the in-country GiHA felt more empowered than 2 out of 3 participating to the global/regional training, and this is partly due to the team spirit that the **in-country training** was building on, and the **more immediate relationship between the content of the training and the collective experience of the participants**.

It should also be noted that the **in-country training was carried out during a GenCap deployment** and it reportedly benefited the advocacy work of the Senior Advisor. Both participants to the in-country training felt that the level of local understanding of both of humanitarian action in general and of gender issues in particular accounted for a very high relevance of the training. The emergency specialist mentioned "in this country there is little humanitarian action and little awareness about gender mainstreaming. All participants had been appointed gender focal points, but they in fact had no understanding of what it means to work on gender".
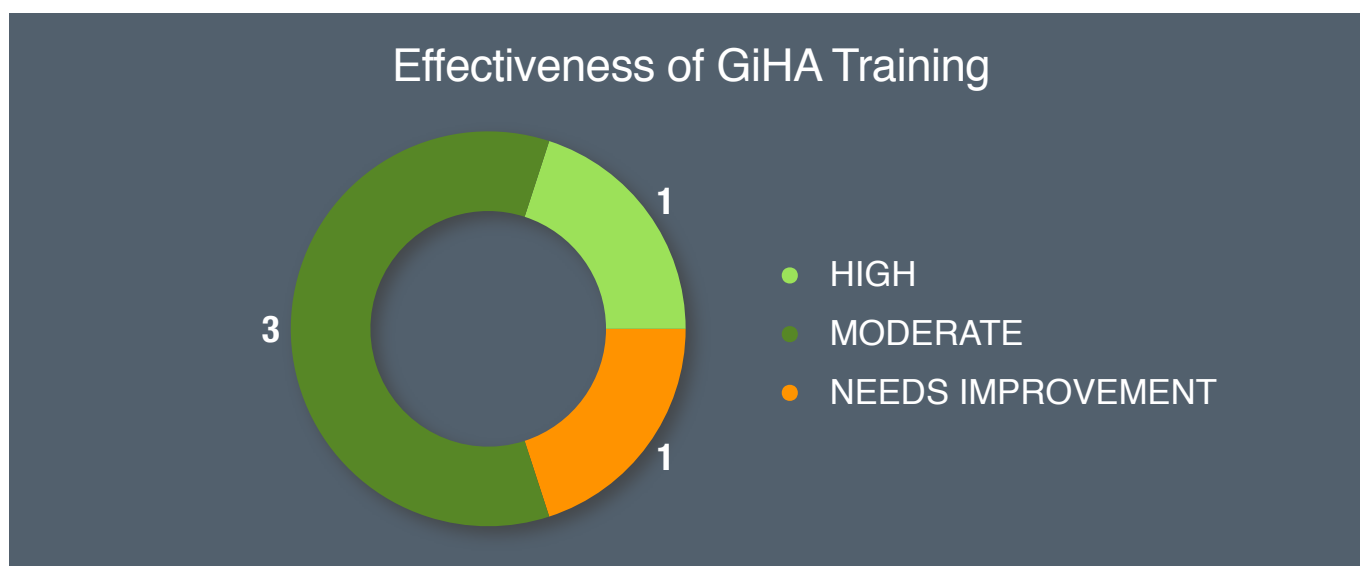
FINDINGS

Relevance of GiHA Training

- HIGH
- MODERATE
- NEEDS IMPROVEMENT
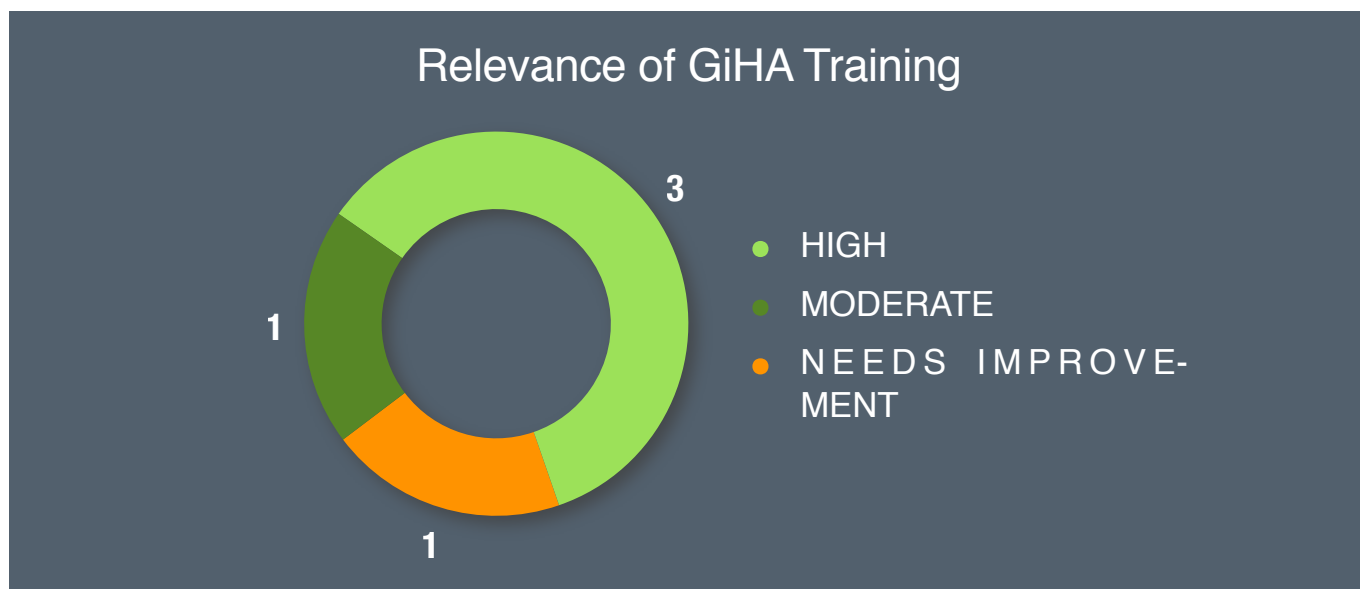
Relevance ratings correlate to the level of experience of participants. **The stronger the experience, the lower the perceived relevance**. It is important to note that the informant who considers the training moderately relevant (orange in the chart) mentioned that "it felt that most of the participants knew more about humanitarian issues than the facilitators (at least the UN Women participants and other NGO staff I talked to)". It should be mentioned that the level of understanding of gender programming had no connection with the official responsibilities of the interviewees. In three instances, interviewees were either gender focal points or worked in a gender-focused organization, but admittedly had limited awareness about the real nature of gender equality programming before the training.

9. Effectiveness of Gender in Humanitarian Action Training

Effectiveness of GiHA Training

- HIGH
- MODERATE
- NEEDS IMPROVEMENT

FINDINGS

The objective of the three-day Gender in Humanitarian Action training is "to provide participants with a variety of practical tools on gender that are transferable to the range of situations in which humanitarian workers may find themselves in the field"[8]. We asked interviewees to rate effectiveness after having read to them the official training objectives reported in the text box. The general sense is that the training is less effective than relevant. The participant who rated relevance as strong (green in the chart) had attended the in-country training, and mentioned that after the training he had **taken the lead in ensuring his agency would foster a new work-stream to reinforce national gender capacity building in all departments within the country**.

For the three participants rating effectiveness as satisfactory, the key adjustments that the training would need are:
1. Include more focus on the second objective, which was not sufficiently covered;
2. Provide more recent and contextualised information (this came from one of the global training attendees);
3. Provide more practical examples on gender analysis in humanitarian settings;
4. Be longer, as three days were perceived to be insufficient (one participant).

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10. Gender in Humanitarian Action Training: impact and sustainability of its effects

Impact of GiHA Training and sustainability of its effects

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[8] Extracted from the official training description used by the project.

Impact and sustainability of training outcomes was strong for 3 out of 5 participants, and moderate to low for 2 out of 5 participants. The reasons provided by interviewees are similar to those affecting the effectiveness of the training. Impact and sustainability of training was high for those participants who had limited prior experience of gender programming.

One of the participants to the in-country training mentioned that, as a result of his renewed commitment to gender programming generated by the training, "my **agency was nominated for the presidency of the working group on Gender**. We train partners in the field: we carried out a **pilot training of departmental directors** (25 people), which was attended also by the **Chief of Cabinet of the Minister of Gender**. We are now advocating for **gender education to be included in the curricula of social workers and schools"**. For this participant, **sustainability** is ensured by a strong commitment of the leadership of the agency.

The other participant to the in-country training mentioned that **Gender Focal Points have understood their responsibilities**, and actively contribute to strengthening awareness within their agencies. "On my side", she continued, **"the training gave me the arguments to push/convince sector colleagues to mainstream gender** - whereas before (the training) they would simply dismiss the issue telling me it was me who had to do it". She is not certain about sustainability though, as she was going to relocate to another country briefly.

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11. GenCap Policy, Advocacy and Influence: the Gender Marker and the Gender with Age Marker
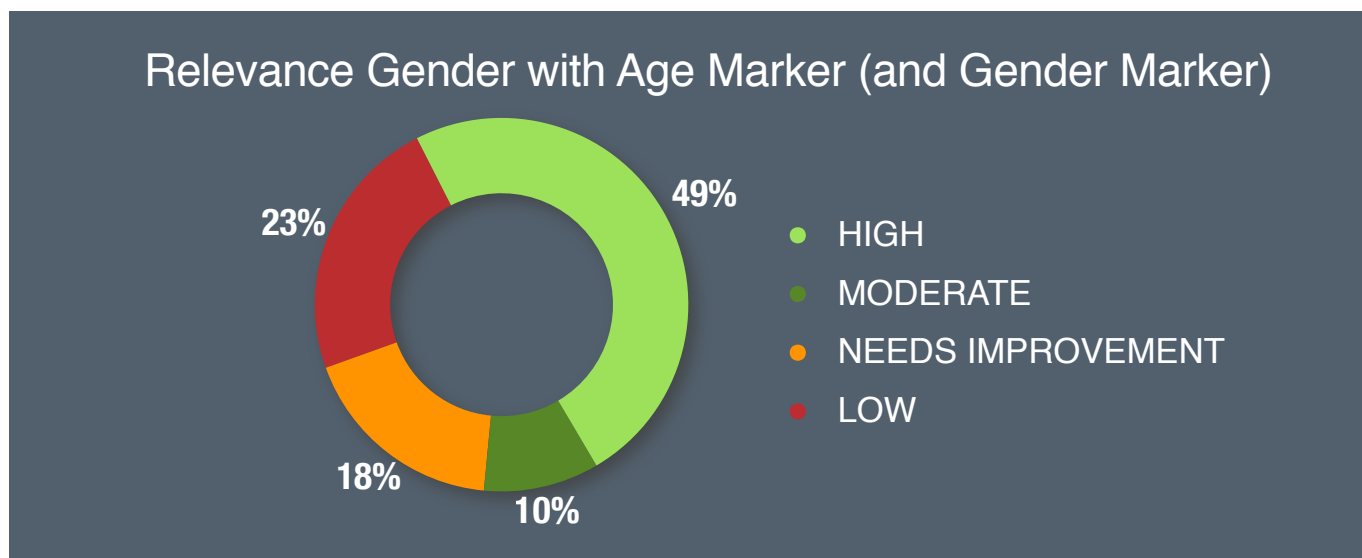
1. General Comments

In 2016 and 2017, GenCap's investments labelled under the "Policy, Advocacy and Influence" pillar focused on the design and testing of the IASC Gender with Age Marker. An evolution of the IASC 2010 Gender Marker, the Gender with Age Marker (GAM) deepens the gender analysis with age, clarifies factors of gender equality programming an expands the focus from design to also include implementation and review. As the Gender with Age Marker was in its nascent phase in 2016 and 2017, 15 out of 39 informants were only familiar with the Gender Marker. The comments of these informants, however, are very general - they focus of the importance of a "gender tool" or on the balance between the technical work around "a gender marker" and more strategic work on HCT awareness of gender equity and capacities on gender equality. This Review will use all of the comments of informants familiar with GAM (15) and familiar with the Gender Marker (15).

While GenCap was in control of the development of the GAM, it should be noted that the **global communication and promotion at field level of the Gender Marker and of its successor, the Gender with Age Marker have to be viewed as a collective effort led by key UN agencies**. Similarly to the ProCap's investments under the Policy, Advocacy and Influence component, **all considerations concerning the effectiveness of the Gender Marker and GAM cannot be seen as an assessment of the project's performance**. Reportedly, a benchmarking tool can only be effective if leaders understand it and promote it as a collective responsibility, and if the delegated sponsor agency communicates on and invests in its roll-out.

This review focuses on the perceived relevance and effectiveness of the Gender with Age Marker from the field perspective. We have also captured some informed views about the relevance and effectiveness of GenCap's investments (in the form of deployments) in the development phase of the tool. It is sourced from interviews with 39 humanitarians, 14 junior and mid-level professionals and 25 senior professionals, including 8 GenCap and ProCap Senior Advisors.

2. Relevance of the Gender with Age Marker

Relevance Gender with Age Marker (and Gender Marker)

23%

49%

18%

10%

- HIGH
- MODERATE
- NEEDS IMPROVEMENT
- LOW

Approximately half of the interviewees are convinced that the Gender Marker and the Gender with Age Marker are highly relevant, approximately 30% question its adequacy to achieve its stated objectives and approximately 20% of interviewees are not familiar with either tool.

Half of the informants consider the Gender Marker and Gender with Age Marker to be **highly relevant**, as "there is nothing more pertinent than gender-work right now". Among those who are familiar specifically with the Gender with age Marker. Among those 15 informants who were familiar with the GAM, 10 consider it to be highly relevant as it "speaks the programme language" , "it adds the dimension of Age to the analysis" (the Gender Marker did not cover age) and as it is considered simpler and more constructive than its predecessor, the Gender Marker. There is no direct correlation between the level of seniority and the appreciation of relevance. The Gender Marker and the GAM are perceived as a pertinent tool by roughly half of the leaders and half of the technical staff that have been exposed to it (not all junior to mid-level humanitarians interviewed had used the Gender Marker or the GAM). Opinions are split also among roster members, with 3 out of 5 GenCap Advisors and 1 out of 3 ProCap advisors convinced of the high relevance of GAM.

The 23% of informants that see the Gender Marker and GAM's relevance as **satisfactory (dark green) or moderate (orange)** have put forward a variety of justifications, which in four cases point to the same idea that the use of a tool "detracts away from gender equality analysis and programming", when what is perceived "to be really needed at field level, **before focusing on a tool, is the development of an accountability framework"**.

The 23% of informants which see the **relevance as equal to zero or limited** are divided in two groups: those that have either **never heard of or used the Gender Marker or the GAM** (7 out 9) and 2 out of 9 that are familiar with the GAM tool but consider it to be inadequate for the objective of promoting gender and age-focussed programming. One of these two informants considers the tool to be too subjective, and needing specialist support for its application. The other observer that ranked relevance as low said "there is a plethora of markers (Peace and Security, Preventing Violent Extremism, others): **they change wordings but not behaviours**. They are a 'ticking-the-box' exercise". To contextualize the fact that a significant number of informants are not familiar with the Gender with Age Marker, it should be noted the global roll-out work (also supported by, but not led by GenCap) only started in early 2018. The implicit conclusion stemming from the fact that 20% of informants had not come across the new GAM is that more efforts should be devoted to its promotion at field

level, although this is beyond the capacity and mandate of GenCap as a project. According to two GAM "insiders", there are divided views about the GAM among lead Agencies, and this has limited the global roll-out of the tool.

To make the GAM **more relevant,** one informed observer thought that there should be room for **more customization** and more emphasis on its **monitoring**. Another informed observer believes that the results of the GAM are still too subjective, and it should be possible to **probe them by providing the evidence behind the rating**.

3. Effectiveness of the Gender with Age Marker
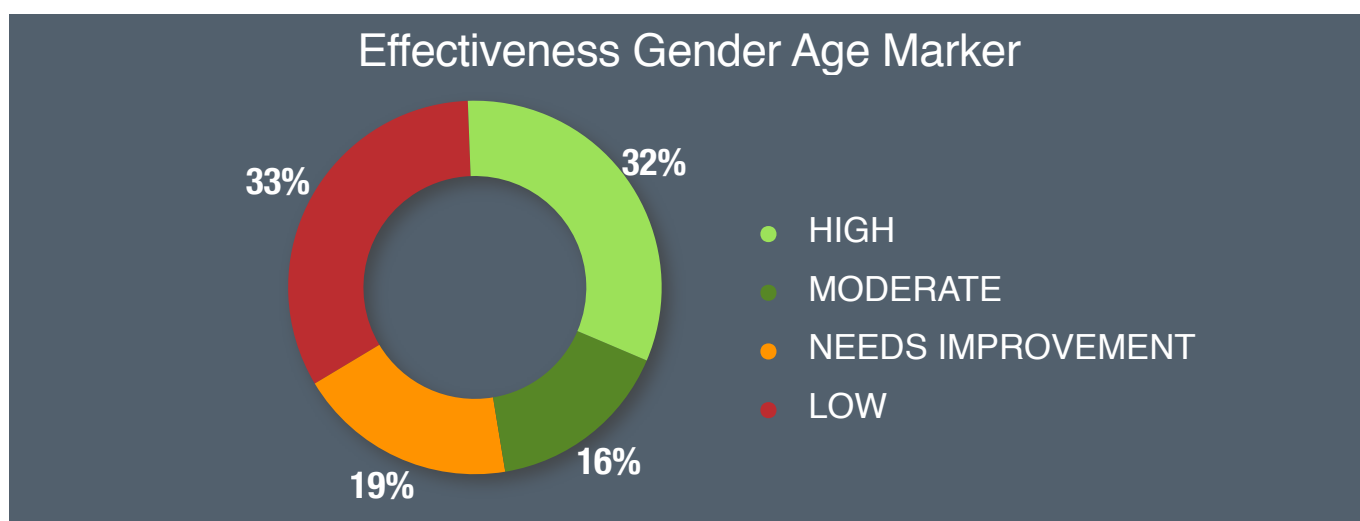
As a word of introduction to this section, it is important to reiterate that, according to two informants who are familiar with the GAM, it is still too early to enquire about GAM effectiveness, as roll-out started in early 2018, and field staff have only just begun to apply it in the project design phase. The majority of informants (both those familiar with the Gender Marker and those familiar with the GAM) expressed their opinions referring to the use of "a tool" (either one of the two) to further the integration of gender in humanitarian operations.

Approximately one third of observers rate the Gender Marker and GAM as extremely effective, in as much as they are perceived to strengthen Accountability to Affected Populations, and to improve the quality of project proposals. One National Staff mentioned that the tool (in this case an early version of the GAM) is very appreciated by the gender network in that country, and many members have printed it and have it on their walls, which speaks to the level of appreciation of local actors. Amongst those observers that rate effectiveness as satisfactory, but needing adjustments, the limiting factors are perceived to be around the resistance of certain agencies to forcefully promote the tool. There is also one fundamental mis-understanding around the tool, again due to poor communication around the process: humanitarians believe it to be a vetting tool, and therefore have a tendency of over-rating.

Amongst those placing a moderate judgement about the GAM's effectiveness, two stress the subjectivity of the process of self-assessment, two underline that it is still used as a box-ticking exercise that does not strengthen accountability of organizations.

Most of those interviewees rating effectiveness as low are those who are not familiar with it, although in one case it is a someone who had been trained in the GAM mentioning that the tool is far too simplistic and a mere "tick-the-box" exercise for agencies, who mostly assign junior staff to screen projects. According to this informant, the GAM does not give the chance to provide feed back to implementing partners to improve their proposals.

CONCLUSIONS
AND
RECOMMENDATIONS

CONCLUSIONS AND RECOMMENDATIONS

4. CONCLUSION AND RECOMMENDATIONS

The aim of this review is to better understand the contribution of ProCap and GenCap to strengthen the centrality of Protection and Gender in humanitarian operations around the world. This review examined 11 out of 53 deployments, 4 out of 14 training events and 3 out of 3 Policy, Advocacy and Influence initiatives facilitated by ProCap and GenCap in 2016 and 2017.

The conclusions and recommendations are based on information gathered through a desk review and 52 semi-structured interviews.

The following matrix provides a summary of the conclusions and recommendations.

Conclusions	Recommendations
GenCap and ProCap Deployments	
1. Impact. In most cases, ProCap and GenCap have leveraged systemic changes within Humanitarian Country Teams. They reinforced the leadership of the Humanitarian Coordinator, of the local lead agency, and the accountability system of key humanitarian agencies towards gender and protection programming.	1. Protection and Gender deployments merit continued investment, and that they should be operationalized in ways that preserve their neutrality and realize the full potential of their mandates
2. Leadership. ProCap and GenCap deployments had a notable and sustainable impact on the HCT dynamics when they found a supporting Humanitarian Coordinator. In the cases where HCs showed limited understanding and commitment to gender and protection, Senior Advisors' efforts to affect HCT's dynamics were systematically undermined.	2.1. Deployments should only be approved for those humanitarian operations where the HC commits to ensure leadership for protection or gender. 2.2. In those cases where country-level leadership for gender or protection is not confirmed, the Projects should partner with those humanitarian initiatives aimed at addressing senior-level capacity gaps (for example, Peer-to-Peer). The possibility of establishing the in-house capacity to accompany executive-level information exchange processes should be explored.
3. Relevance. ProCap and GenCap's deployments are perceived to be relevant by the majority of observers. They are particularly relevant in those contexts where organizations' accountabilities are blurred. They are also relevant because they provide neutral brokers when change is urgently needed to overcome critical bottlenecks. The neutrality of the projects is perceived as their greatest strength, along with the undisputed experience and political savviness of the majority of their Senior Advisors.	3.1. The projects should maintain and promote their neutrality both at global and at country level. 3.2. The projects should strengthen global-level advocacy efforts to promote the quality of the inter-agency support provided to Humanitarian Country Teams.

CONCLUSIONS AND RECOMMENDATIONS

Conclusions	Recommendations
4. Bottlenecks. ProCap and GenCap's investment in deployments is their most visible strategic asset, and it has a strong reputation amongst humanitarian leaders. The effectiveness of deployments is, however, systematically challenged by inter-agency disagreements for ProCap and limited gender leadership for GenCap. These bottlenecks can rarely be resolved by Senior Advisors during their course of duty, because they reflect global inefficiencies rather than technical, localized matters.	4. OCHA and NRC should engage in a constructive dialogue with OCHA, UNHCR, ASG, UN Women and other key humanitarian actors to formalize ProCap and GenCap's contribution to Humanitarian Country Teams, and to agree on mechanisms for the speedy resolution of bottlenecks during deployments.
5. Crises. Deployments appear to be most effective at times of Humanitarian Country Team transition or during peaks or sudden deteriorations in protracted crises	5. The Projects should define a strategy to deploy Senior Advisors at critical times of HCT planning or to support the HC decision making during acute crises
6. Timeliness and duration. Timeliness of deployments is considered to be of essence to their effectiveness. Deployments are not always timely and are often perceived as too short.	6.1. The Projects should prioritize developing simple and efficient ways to respond to HCT's requests. The approval process should include a scoping phase, which would allow the project to define the best possible support strategy. 6.2. The Projects should consider longer-term investments with Humanitarian Country Teams. Investments should be based on a solid capacity assessment and a strategy tailored to the specific changes expected in each country or regional context
7. Theory of Change. Due to the absence of a Theory of Change for the two projects, Senior Advisors are deployed to Humanitarian Country Teams that do not always present the minimum requirements to ensure strong impact (e.g., lack of senior-level engagement).	7. The Projects should formalize a simple Theory of Change that is agreed with all Senior Advisors and is promoted with Humanitarian Country Teams that are requesting, or would potentially request support.
8. Planning. The Projects' investments are not based on a multi-year plan correlated by a baseline assessment and measurable objectives. Therefore, it is currently impossible to measure the return on investment of the three components. In the absence of a plan, the three project components have relatively independent trajectories.	8. Develop a multi-year and yearly project plan in support of the current Strategic Framework, based on a sound analysis of capacity gaps at global and country level. Ensure that all project investments contribute to the achievement of the results.
9. Monitoring, Evaluation, Learning. Due to the lack of a monitoring, evaluation and learning (MEL) framework, the projects do not produce the essential data needed to ascertain their contribution to systemic change within the Humanitarian Country Teams targeted. The Projects also lack a solid internal learning process and a capacity development approach to field investments.	9. The new MEL Framework being developed by the projects (2019) should include simple methodologies and tools to assess capacities at the start, during and at the end of a country-level engagement. The MEL Framework should also include processes to continuously benefit from Senior Advisors' experiences, both for the purposes of adaptive management and for the purposes of nourishing the skill-set of rosters.

CONCLUSIONS AND RECOMMENDATIONS

Conclusions	Recommendations
Training Component	
10. The trainings at global level remain highly relevant and have impact on the professional undertakings of those participants who had limited exposure to protection or gender work prior to the training.	10.1 Develop new training for experienced participants. 10.2. The Projects' training component should be an integral part of the overall project strategy, contributing to change within targeted Humanitarian Country (or Regional) Teams. Training initiatives should be tailored to the audience and should be continuously reviewed to capture the latest trends and lessons learned from the field. The Projects should envisage adopting other learning methodologies, including on-line or remote coaching solutions.
11. Capacity development vs training. Due to the lack of a MEL framework, the projects' investments in training at country level cannot be tracked, and their results cannot be documented and probed.	11. As part of a broader restructuring of the Project's training component, the Projects should ensure that each investment is based on a capacity development strategy tailored to the context. Training activities should be among the outputs of these strategies, and their results should be monitored as part of the broader strategy.
12. When conducted at country-level, training events contribute to the effectiveness of the deployments. They increase awareness of gender and protection issues among technical staff and create a space to discuss immediate and critical opportunities for, and challenges to, protection and gender mainstreaming.	
Policy, Advocacy and Influence	
13. Policy investments. Opinions about the relevance and effectiveness of the investments under the Policy, Advocacy and Influence are divided. ProCap and GenCap have limited control over follow-up to the policy work-streams they contribute to.	13. Investments in global Policy, Advocacy and Influence processes should contribute to the overall project objectives and should be tied to a longer-term engagement strategy with the lead agency for the targeted policy initiatives.

ANNEXES

5. ANNEXES

TORs for the Evaluation

Data-collection tools

Evaluative Review matrix

GENCAP AND PROCAP

EVALUATIVE REVIEW