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Evaluation Report

Evaluation of the Protection Standby Capacity (ProCap) and Gender Standby Capacity (GenCap) Projects

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Imprint

Disclaimer

The opinions expressed in this report are those of the authors and do not necessarily represent those of the members / standing invitees of the Inter-Agency Standing Committee.

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Abbreviations and acronyms

CAP	Consolidated Appeals Process
DPKO	Department for Peace-Keeping Operations
FAO	Food and Agricultural Organization
GenCap	Gender Standby Capacity Project
GPPI	Global Public Policy Institute
IASC	Inter-Agency Standby Committee
ICVA	International Council of Voluntary Agencies
IDP	Internally Displaced Persons
IOM	International Organization for Migration
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
NRC	Norwegian Refugee Council
ProCap	Protection Standby Capacity Project
UN	United Nations
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNHCR	Office of United Nations High Commissioner for Refugees
UNMAS	United Nations Mine Action Service
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNOPS	United Nations Office for Project Services
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
OHCHR	Office of the High Commissioner of Human Rights
WFP	World Food Programme
WHO	World Health Organization
US\$	United States Dollar

Executive summary

The Protection Capacity Standby Project (ProCap) and the Gender Capacity Standby Project (GenCap) are inter-agency resources to strengthen the humanitarian system's capacity in protection and gender. The projects maintain rosters of senior experts deployed to countries in emergencies. The ProCap project has also developed a protection training for members of other surge capacity mechanisms. Both projects were initially designed as temporary stop-gap measures.

This evaluation was commissioned to inform the decision over whether the projects should now be phased out, maintained or expanded and to provide concrete suggestions for change. To do so, the evaluation assesses the projects' effectiveness, sustainability and relevance, as well important success factors related to their management and administration. The evaluation's findings are based on an extensive document review, two surveys with a total of 399 respondents, four country visits to Zimbabwe, South Sudan, Sudan and Pakistan and 199 interviews. Two learning workshops were conducted to verify findings and refine recommendations.

Effectiveness

The evaluation found that GenCap advisers have made an effective contribution to raising awareness and increasing the understanding and acceptance of gender among humanitarian actors. They did so mainly by introducing the Gender Marker, a tool for rating the gender sensitivity of project proposals, by offering training to humanitarian actors in country, as well as a broad range of other activities.¹ These activities also contributed to an increased – though still insufficient – inclusion of gender issues in humanitarian planning documents. However, the evaluation team found little evidence that this translated into concrete changes in the implementation of humanitarian projects on the ground.

In some deployments, GenCap advisers also supported coordination structures. These efforts were at times hampered by institutional tensions between the different gender-focused agencies on the ground. Nevertheless, they typically resulted in more dynamic and effective coordination during the advisers' period of stay.

ProCap officers made an important contribution to strengthening protection coordination and response. Where ProCap officers had a coordination mandate, they usually managed to strengthen protection coordination and often created useful strategies and tools for cluster members. In several cases, ProCap officers designed protection-related policies that were subsequently adopted by the

1 For more information, refer to <http://onerresponse.info/crosscutting/gender/Pages/The%20IASC%20Gender%20Marker.aspx>

concerned governments. When dealing with governments that reacted sensitively to protection issues, ProCap officers in some cases achieved breakthroughs and significantly broadened the space for humanitarian protection efforts. By contrast, the evaluation team found little evidence that ProCap officers had made any significant contribution to mainstreaming protection into the work of humanitarian organizations. In addition, it found ProCap deployments that focus on filling human resources gaps of individual agencies were not cost effective.

The protection training designed and initially offered by the ProCap project was little known among humanitarian actors in country. However, confirming the findings of an earlier evaluation, those who had attended the training rated it as highly effective. Moreover, humanitarian actors articulated a strong need for broad, in-depth, inter-agency protection training.

Sustainability

Ensuring institutional follow-up and sustainability remains an issue for both projects, especially for GenCap.

The evaluation team found that institutional follow-up to GenCap deployments was weak in most cases because there is no clear institutional leadership for gender in humanitarian action. Coordination efforts suffered most markedly from the lack of institutional follow-up. In the cases analyzed, coordination meetings lost their vigor and effectiveness or even ceased existing following the departure of the advisers. In some of these cases, however, tools and strategies developed for coordination fora continued to be used after the end of deployments. While the long-term effects of increased gender awareness and understanding are difficult to gauge, humanitarian country teams tend to lose that awareness and understanding over time due to high staff turn-over. Effects within individual countries were easier to sustain when GenCap advisers trained national staff and local organizations or when they trained others as trainers.

In the case of ProCap, follow-up was stronger as institutional leadership for protection is clear in most situations. In a majority of the cases analyzed, coordination arrangements therefore continued to be effective after the end of deployments. Many of the tools and strategies also continued to be used, though they tended to become outdated over time.

Relevance

Humanitarian actors at the country and global level almost unanimously stated that both projects continued to be highly relevant. The collected evidence confirms this impression but suggests that priority needs and gaps related to protection and gender have evolved over recent years. The priorities and focus of the projects should therefore be adapted accordingly.

Regarding gender, the framework conditions have changed over the past few years – in part thanks to the support of the GenCap advisers. When the GenCap project was launched, many humanitarian actors reacted with skepticism or even open hostility to gender issues. Today, most humanitarian organizations at least rhetorically acknowledge the importance of gender and many have adopted gender policies and/or appointed gender focal points. While formal commitment to gender has thus increased, the humanitarian system struggles to translate increased awareness into concrete changes in project implementation. This is among other reasons due to a persisting gap in strategic gender analysis, a frequent lack of active buy-in from agency leadership at the country level and Humanitarian Coordinators, as well as problems in implementing policy changes at the operational level. With their high level of technical expertise and skills, GenCap advisers would be well suited to help filling these gaps.

In the area of protection, coordination capacity was one of the most acute gaps at the time of the creation of the ProCap project. This gap has slowly been narrowing as UNHCR (the protection cluster leader) has started to build its capacity for coordinating protection responses. However, many other areas continue to need support by senior protection officers, and many of these needs will likely be ongoing rather than short-term gaps. Thus, the evaluation team identified a need for supporting humanitarian organizations without an explicit protection mandate to make their work more protection sensitive (“protection mainstreaming”). The evaluation team also identified a need for strengthening the protection capacity of humanitarian staff through training. In addition, organizing effective protection coordination and response is often difficult in the context of integrated missions and in situations in which governments are sensitive about protection issues. Moreover, situations in which senior protection officers can add significant value by developing policies or tools, or by helping to roll out new policies or tools, are likely to arise in different contexts.

Management and administration

When assessing factors that enable or hinder the projects in fulfilling their mandate, survey participants and interviewees highlighted only a few issues related to the projects’ leadership, management and administration. Overall, both advisers and other humanitarian actors highly appreciated the current setup and operations. Among others, they identified the following minor issues that should be addressed:

- Insufficient commitment from the projects’ Steering Committees
- Insufficient staff capacity in the projects’ Support Unit hosted by UN OCHA
- The short-term financial planning horizon of the projects
- Delays in deployments relating to request procedures

- A low level of requests, especially for ProCap
- Global allocation patterns of project capacities that do not reflect the severity and acuteness of crises, especially for GenCap
- At times inadequate logistical, administrative and financial support to advisers by host agencies
- Demands for ongoing training of ProCap officers and GenCap advisers, especially regarding soft skills
- The lack of diversity especially in the ProCap roster

Conclusions

The evaluation concludes that the GenCap and the ProCap projects remain highly relevant. It recommends that both projects should be continued in the medium-term future, either at their current level or in a slightly expanded form. The evaluation proposes to maintain the projects' governance arrangements and to fine-tune their operations. It suggests adjusting the projects' priorities so that they focus on the most important current needs and gaps concerning gender and protection. Since the contexts for protection and gender interventions are bound to evolve further, the evaluation suggests an ongoing monitoring and evaluation mechanism for the two projects.

Overview of findings and recommendations

The following table outlines the 12 main recommendations for the ProCap and GenCap projects and shows which findings these recommendations are based on:

General future of the projects

Recommendations

Related findings

Recommendation 1

Maintain the GenCap roster at roughly its current size §52

GenCap advisers raised overall gender awareness, contributed to a better understanding of gender and generated a higher level of acceptance §24, §25, §26, §50

Interviewees and survey respondents continue to see GenCap as relevant for improving humanitarian response and support the continued existence of the project §46-§47

Gender capacity increases, but significant gaps persist §49-§50

Recommendation 5

Maintain or slightly expand the ProCap roster §80

ProCap officers managed to strengthen protection coordination, successfully contributed to government policies, and in some cases managed to widen the space for humanitarian protection work §54, §62

Both elements of the ProCap project remain highly relevant §72

Significant needs for strategic protection capacity remain, especially regarding protection mainstreaming, complex contexts that involve governments sensitive to the protection agenda, and integrated missions §72

<p>Recommendation 8 Maintain the current institutional set-up for management and administration §121</p>	<p>Most stakeholders are full of praise for the projects' management and administration. Suggestions for improvements mainly concern the Steering committees, synergies between the two projects and minor adjustments within the Support Unit §82</p>
<p>Increase staff capacity of UN OCHA Support Unit (+50% mid-level position). Discuss the division of labor between NRC, Support Unit and Steering Committees to identify and remedy inefficiencies §121</p>	<p>Capacities of the Support Unit are severely stretched §87 Recommendation: Hand over responsibility for deciding on deployments and elaborating TOR to the OCHA Support Unit §122</p>
<p>Shift to multi-year funding of the projects §121</p>	<p>Donor support has been relatively unpredictable as commitments have been provided on a year-to-year basis, which reduced the planning horizon of the projects §97</p> <p>The projects have no systematic staff development and training plans. One dominant reason why training has been neglected is their short-term orientation §115-§117</p> <p>Interviewees and survey respondents continue to see GenCap as relevant for improving humanitarian response and support the continued existence of the project §47-48</p> <p>Both elements of the ProCap project remain highly relevant §72</p>
<p>Strengthen linkages between ProCap project and Global Protection Cluster §122</p>	<p>ProCap is uniquely placed to provide strategic expertise to current capacity needs in the protection architecture at country and global level §72</p>

<p>Encourage IASC to convene global level discussions to further clarify institutional responsibilities for gender in humanitarian action. Hold pragmatic discussions in Steering Committee on how GenCap advisers should best cooperate with all actors at country level §121</p>	<p>Cases where GenCap advisers sought to support or revitalize existing humanitarian gender networks were more controversial §33</p> <p>Low level of follow-up is mainly due to the fact that there is no clear institutional leadership for gender in humanitarian action §37</p>
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GenCap deployments

<p>Recommendation 2 Re-focus GenCap deployments on supporting changes in the implementation of humanitarian activities on the ground §52</p>	<p>Significant gaps remain in the ability of the humanitarian system to translate gender awareness into project implementation practice, ensuring buy in from agency leadership and achieving effective coordination §44</p>
<p>Provide strategic support to Humanitarian Coordinators and leadership of organizations (context analysis, facilitating change in identified priority areas) §52</p>	<p>Many interviewees linked the problems in implementing gender policies to a lack of commitment from agency leadership at country level and Humanitarian Coordinators §51</p> <p>Humanitarian leadership in many countries continues to struggle with providing strategic analysis that identifies the main priorities and gaps in the humanitarian response §49</p>
<p>Increase support to project implementers (training events, hands-on advice, monitoring visits) and reflect the new project focus in the generic terms of reference §52</p>	<p>Changes in project documents are described as “cosmetic” with little or no effect on how projects are implemented on the ground §29</p> <p>Organizations continue to fail in collecting sex- and age disaggregated data §49</p>

Spend less time on working with clusters and more time on working with humanitarian leadership and individual cluster members §52

Clusters, especially those operating at capital level, are often disconnected from implementation §30

Spend less time on implementing the Gender Marker, but rather use it as an entry point for other activities §52

In many of the observed deployments, several GenCap advisers spent almost their entire time on the Gender Marker and had little or no capacity left for other activities §26

Efforts to raise gender sensitivity through the Gender Marker focus on staff members responsible for drafting project proposals. Often, however, other individuals are responsible for implementing the projects §30

The implementation of a project's gender aspects is rarely monitored §30

Extend standard length of GenCap deployment to one year and improve timing of deployments. Consider automatic deployments at the outset of larger sudden-onset emergencies/ inclusion in UNDAC and IASC Rapid Response teams §52

Most interviewees and survey respondents felt that current deployments were still too short. To support a shift of focus towards implementation, the deployments should be long enough to cover the planning, implementation as well as monitoring and learning phases §50

<p>Recommendation 3 Strengthen the sustainability of GenCap deployments §52</p>	<p>Institutional follow-up to deployments was weak §36</p>
<p>Demand more substantive guarantees for institutional follow-up after the end of GenCap deployments §52</p>	<p>When humanitarian country teams request a GenCap adviser, they are required to explain their follow-up strategy. In practice, however, such strategies rarely exist §37</p> <p>Coordination efforts suffered most clearly from the lack of institutional follow-up §42-§43</p>
<p>Enhance the focus on training for trainers as well as training for national staff members of international agencies and national or local NGOs §52</p>	<p>Training for trainers can be very effective and sustainable, in particular if this and other regular training target those who tend to stay in the country longer, namely local staff and local NGOs §40</p>
<p>More systematically include existing gender capacity in country (e.g. for training for trainers or when advising agency leadership) §52</p>	<p>A national gender adviser to the humanitarian community took over the responsibilities of the GenCap in Pakistan. She managed to keep up the coordination structures and to build on other work initiated by the GenCap adviser §40</p>
<p>Recommendation 4 Develop a joint vision for and understanding of the GenCap project's mandate §52</p>	<p>Some roster members still lack a common interpretation and understanding of the current mandate and what gender in humanitarian action means §27, §51</p>

ProCap deployments and training

<p>Recommendation 6 Strengthen the focus of ProCap deployments on current priority needs for protection capacity §80</p>	<p>Priority needs and gaps in protection have evolved over time §72</p>
<p>Support Humanitarian Coordinators and humanitarian country teams to improve the analysis and understanding of protection concerns and how to address them §80</p>	<p>Priority needs and gaps in protection have evolved over time §72</p>
<p>Increasingly support all humanitarian organizations, including those without an explicit protection mandate, in addressing protection concerns in their programs. Conduct a joint workshop with GenCap advisers to facilitate knowledge transfer on mainstreaming §80</p>	<p>ProCap officers invest little effort in mainstreaming in most of their deployments - except in those that focus explicitly on supporting an individual agency - and this work is not reported as effective §56-§59</p> <p>Organizations without an explicit protection mandate still lack protection capacity §78</p>
<p>Assess single-agency mainstreaming deployments after completion. If they are successful or promising, amend project mandate to allow for such deployments §80</p>	<p>It is too early to judge the effectiveness of deployments primarily dedicated to mainstreaming in one organization. The concerned ProCap officers, however, found them to be a good use of the ProCap resources because they were able to support an ongoing organizational change process §60</p>

<p>Prioritize ProCap deployments to protection situations marked by government sensitivities or involving integrated missions §80</p>	<p>Advocacy interventions vis-à-vis the government were successful in some important cases §56</p> <p>Being associated with the UN system but not operating within it was essential for advocacy interventions §78</p> <p>In integrated mission contexts, tensions between different humanitarian and non-humanitarian organizations emerge frequently. There is a tendency for coordination arrangements to multiply §78</p>
<p>Prioritize ProCap deployments to protection situations marked by government sensitivities or involving integrated missions §80</p>	<p>Advocacy interventions vis-à-vis the government were successful in some important cases §56</p> <p>Being associated with the UN system but not operating within it was essential for advocacy interventions §78</p> <p>In integrated mission contexts, tensions between different humanitarian and non-humanitarian organizations emerge frequently. There is a tendency for coordination arrangements to multiply §78</p>
<p>Gradually reduce the number of coordination deployments. If still required, deployments should not focus exclusively on coordination. Consider combined deployments with junior surge capacity §80</p>	<p>In the countries visited, ProCap officers managed to strengthen protection coordination §55</p> <p>Much of the capacity increase in protection relates to UNHCR's capacity for protection coordination. The need for protection coordination staff capacity is slowly closing §77</p>

<p>Continue to support policy development assignments §80</p>	<p>The evaluation found some cases where support to government policy was effective in the sense that policy was later adopted by the government §56</p>
<p>Continuously adjust strategic priorities of ProCap deployments following regular discussions in the Steering Committee on changes in the protection landscape §80</p>	<p>Priority needs and gaps in protection have evolved over time §72</p>
<p>Recommendation 7 Reprioritize the training component of ProCap §80</p>	<p>While the ProCap training was little known, it was rated as highly effective by those engaged in it §64</p> <p>The 2007 ProCap evaluation found that all those trained and subsequently deployed rated the training events as either “very relevant” or “quite relevant” to their work. In the 2009 strategic review, trainees also stressed the value of the ProCap training to their work §65</p> <p>Interviewees judged the ProCap expert training as relevant, not only because of its quality, but also because it is one of the only existing protection trainings with an interagency focus §74</p>
<p>Provide more training during ProCap deployments. Open ProCap training to all national and international humanitarian staff. Train ProCap officers as trainers. Support a higher number of ProCap Standby Expert Training sessions at regional and country level §80</p>	<p>The target group of the ProCap training remains too restricted §75</p> <p>The demand for broad and high quality protection training events is high, in particular for country staff §78</p> <p>ProCap training has underutilized potential for strengthening protection mainstreaming §79</p>

Periodically update training and maintain a central database of trainers and trainees §80

No central institution is responsible for recording training attendance since the responsibility for organizing training events has been shifted from the Support Unit to standby partners §75

Leadership, management and administration

Recommendation 9
Give the Steering Committees a more strategic role and broaden their membership §121

The underlying reason for the current lack of commitment of the Steering committee members lies in the fact that they derive only limited value from their participation §90-§92

Focus Steering Committee role on defining strategic directions and exercising oversight, stop its involvement in individual deployment decisions §121

Steering Committee members derive little value from participation because the inter-agency trust in the projects has grown. Most Steering Committee members felt that the Support Unit was competent and trusted enough to take deployment decisions with oversight from the Committees §92

The main concern expressed about Steering Committees is the decline in their level of commitment and engagement, especially for ProCap §90

<p>Increase practical support of Steering Committee members to deployments (encourage requests, share information, facilitate briefings, address problems during deployment) §121</p>	<p>Even though Steering Committee members are making efforts to disseminate information about the projects to their country offices, they are not very successful in doing so §90</p> <p>Roster members reported that Steering Committees are not very active in addressing problems occurring during deployments §90</p> <p>Pre-deployment briefings in Geneva helped advisers to better understand deployment background but these were not arranged for all advisers and participation of relevant agencies varied §105</p>
<p>Link projects better to Humanitarian Coordinators and OCHA Humanitarian Leadership Strengthening Unit. Organize training on protection and gender at Humanitarian Coordinators' retreat §121</p>	<p>Problems in implementing gender policies attributed to a lack of commitment from agency leadership at country level and Humanitarian Coordinators §51</p> <p>Interviewees identified a need for additional external expertise to support agency leadership at the country level in the overall analysis of (potential) protection concerns in the response §78</p>
<p>Expand ProCap Steering Committee to reflect protection mainstreaming focus (e.g. WFP, FAO) and create better links with protection NGOs (e.g. IRC, Oxfam, Save the Children) Invite GBV Area of Responsibility to the GenCap Steering Committee §121</p>	<p>Several stakeholders found the current composition of the ProCap Steering Committee to be inadequate §93</p>

<p>Recommendation 10 Strengthen the request and decision-making processes for deployments §121</p>	<p>The current request and deployment process has often resulted in deployment delays and led to global allocation patterns of GenCap resources in particular that do not reflect the relative severity and acuteness of different emergencies §102</p>
<p>Define a set of objective criteria for deployments and yearly global priorities. For GenCap, determine an annual priority list of around 10-15 countries. Both Steering Committees should consider an automatic deployment trigger for sudden-onset or intensifying crises §121</p>	<p>Some countries benefitted much more from GenCap deployments than others. In some cases, these priorities can be questioned §50</p> <p>Timing issues reduced the relevance of ProCap and GenCap deployments §50, §79</p>
<p>Hand over responsibility for deciding on deployments and elaborating TOR to the OCHA Support Unit with oversight from Steering Committee. A country-level representative and advisers previously deployed to the country should be involved in the discussion §121</p>	<p>The underlying reason for the current lack of commitment of the Steering committee members lies in the fact that they derive only limited value from their participation. Most Steering Committee members felt that the Support Unit was competent and trusted enough to take deployment decisions with oversight from the Committees §92</p>
<p>Transparently communicate decisions to Steering Committees and roster members §121</p>	<p>ProCap officers and GenCap advisers noted that deployment decisions were not transparent to them. Many felt that their input and advice regarding deployments is not solicited or not heard §103</p>
<p>Actively communicate new focus areas of the project to country teams to solicit more requests. Encourage the Global Protection Cluster to identify country teams that require strategic input. Send out standard information package to country teams. Simplify the request form for ProCap §121</p>	<p>Requests for deployments remain low and have not been forthcoming from all emergencies in which deployments could have made an important contribution to the humanitarian response §90</p>

<p>Recommendation 11 Improve hosting arrangements §121</p>	<p>Many advisers appreciated the level of support from agencies, but many others found their effectiveness seriously hampered by the lack of it §107</p>
<p>Ensure that advisers get appropriate host agency support and access to a small operational budget §121</p>	<p>Advisers - GenCap advisers in particular - often had no operational budgets for covering supplies, meeting rooms or transportation §107</p>
	<p>Advisers had difficulties arranging for transport, meeting facilities, or getting access to a functioning work station §107</p>
	<p>For ProCap deployments to UNICEF, reporting to the head of protection instead of the (deputy) representative limited scope for maneuver §108</p>
<p>Recommendation 12 Further strengthen the capacity of roster members and core team §121</p>	<p>Most stakeholders highly appreciate the seniority, experience, skills and capacities of roster members. They unanimously rate the technical capacities very highly. By contrast, they have identified shortcomings with respect to soft skills and rosters still lack in diversity (esp. ProCap) §110-§114</p>
<p>Consolidate the GenCap roster with a core team §121</p>	<p>The stability of the ProCap roster contributed to the excellent reputation of the project §120</p>
<p>Increase the diversity of the ProCap roster §121</p>	<p>Both projects initially recruited mainly individuals with a European or North American background. Since the composition of the ProCap roster has changed little over time, this is still the case for ProCap, which currently has no non-Western member §119</p>

Invest in continuous training of roster members (professional development plans, improve training events at annual retreats, introduce light mentoring system) and increase the projects' focus on documenting and sharing good practice §121

Projects have no systematic staff development and training plans, which advisers identified as the most significant shortcoming of management and administration §115-§117

The field practice summaries and good practice examples initially collected by GenCap advisers were highly appreciated §115

Strengthen continuous quality monitoring and follow-up to results (follow up to end of mission reports & performance assessments, adapt GenCap M&E tool) §121

The GenCap M&E tool enjoys a mixed reputation. It fulfills an important role as it allows for a continuous evaluation of the project's strategic direction. However, it does not allow advisers to report the diversity of tasks and effects they cover §106-§107

Some host organizations commented that they were reluctant to provide feedback in writing in performance appraisals §114

A Introduction, methods and limitations

1. This report contains the main findings and recommendations of an external evaluation of the GenCap and ProCap projects. The inter-agency evaluation was managed by UN OCHA's Evaluation and Guidance Section and accompanied by an advisory group.² The Global Public Policy Institute (GPPi) conducted the evaluation between August and December 2011.

Purpose and focus of the evaluation

2. The GenCap and ProCap projects were initially conceived as temporary measures, designed to fill gaps as agencies were building their capacities in the areas of gender and protection.³ Seven and five years after the creation of the projects, donors and other stakeholders considered whether to wind down, change, continue or expand the projects. The evaluation was commissioned to inform this decision and to make concrete recommendations for change. More detailed evaluation questions are contained in the inception report in Annex 5. To collect the necessary evidence for this, the evaluation team focused on four main aspects:

Purpose: inform decision on the projects' future...

- **Effectiveness.** The evaluation sought to assess whether the projects are fulfilling their objectives. Among other questions, it asked what effects the deployments had on gender- and protection-specific programming, on mainstreaming gender and protection in the different phases of the humanitarian project cycle and on coordination.
- **Sustainability.** To assess the sustainability of the projects, the evaluation established to what extent the work initiated during the deployment continued after the expert left, and what steps humanitarian country teams took to ensure follow-up to deployments.
- **Relevance.** The evaluation sought to establish whether the projects' mandates and activities adequately reflect existing gaps in gender and protection and whether project activities are conducive to fill these gaps.

Based on effectiveness, sustainability, relevance and management

2 The advisory group included a representative from the ProCap Steering Committee; GenCap Steering Committee; Norwegian Refugee Council; the Inter-Agency Standby Capacity Support Unit; and the Irish Ministry of Foreign Affairs (representing donors).

3 The founding document of ProCap, for example, states that "A basic premise of PROCAP is that deployment to protection mandated UN agencies is a stop-gap measure to support the operational protection response, while these agencies increase their operational capacity through their normal staffing and recruitment process." OCHA Inter-Agency Internal Displacement Division (2005). A proposal to increase international capacity for protection (ProCap) – A pilot project. Geneva: OCHA, p. 5.

- **Management and administration.** In addition, the evaluation analyzed what factors enable or hinder the projects in reaching the intended effects, focusing on those that can be influenced by the projects' leadership, management and administration. They include the setup and governance of ProCap and GenCap, the request and deployment processes and the quality of the rosters.

Evaluation methods

3. The evaluation results are based on interviews, a review of project-related documents and relevant literature, two surveys and four country studies. The evaluation team conducted 199 semi-structured interviews in person or over the phone with ProCap officers and GenCap advisers, Steering Committee members, the Support Unit, NRC, staff working for relevant global clusters, other standby partners, as well as humanitarian actors in countries visited.

Evaluation methods: document review, interviews

4. The two surveys targeted current and former GenCap advisers and ProCap officers (59 respondents,⁴ reviewing a total of 87 deployments) and humanitarian staff in countries, with a special section for host agencies (340 respondents, of which 167 had experienced deployments).⁵

Surveys

5. To analyze the outcomes and effects of some deployments in greater depth, the evaluation team conducted four five-day country visits to Pakistan, South Sudan, Sudan and Zimbabwe. These countries were selected because they had experienced both ProCap and GenCap deployments and ideally multiple deployments; further, these countries included a variety of deployment objectives and tasks, hosting arrangements, humanitarian settings, geographic and cultural backgrounds and were accessible to the evaluators. Country missions were restricted to the capital and included interviews with a broad range of humanitarian actors, including UN agencies, international NGOs and local organizations. In each country, the evaluators held a debriefing workshop to feed results back to country-level actors, verify findings and collect feedback on initial ideas for recommendations.

Country visits

6. The evaluation team also held a one-day learning workshop in Geneva for each of the projects with the Steering Committees, UN OCHA, NRC and donors. The workshops served to cross-check and validate the evaluation team's interpretations of findings, to fine-tune recommendations and to develop a management response plan.

Learning workshops

4 The survey was sent to all 83 current and former roster members. Of those, 59 or 71% responded.

5 See annexes 2-3 for the list of interviewees and the list of documents consulted.

Limitations⁶

7. As anticipated in the inception report, the evaluation faced a number of limitations. Most importantly, the evaluation team could not assess all different possible deployment types in equal depth, because only three country visits were planned for the evaluation. The evaluation team expanded this to four country visits, which were carefully selected to cover a range of different deployment objectives. Nevertheless, a much greater variety of deployment types exists at the country as well as the global level, and the findings presented in this report strongly rely on information relating to the countries visited.

Limitations: limited sample

8. In addition, the institutional memory of humanitarian actors in country proved to be even shorter than expected. As a result, the evaluation team could only come to a very limited assessment of early deployments. The scope of deployments analyzed was further restricted by the fact that the evaluation team could not assess one of the deployments it had intended to analyze, namely the recent activities of a ProCap officer in South Sudan as it turned out that the officer had been deployed not as part of the ProCap project, but as a “loan” to UNHCR.

Short institutional memory

9. The evaluation team also faced limitations concerning the quality of data. The findings rely heavily on the perceptions of interviewees and survey respondents as no reliable baseline data was available to judge the effects of advisers, and because the evaluation did not allow for an in-depth assessment of effects outside the capitals of the countries visited. Assessing the ultimate effects of the deployments on affected populations was also beyond the scope of this evaluation.⁷

Data quality

10. The evaluation team did not encounter major obstacles in conducting the evaluation. However, one issue was the lack of readily accessible contact data of stakeholders in countries with ProCap and GenCap deployments. This made sending out the survey to country level stakeholders difficult and led to a lower than expected number of responses to the survey targeted at humanitarian actors at the country level.

Lack of contact data

6 By way of full disclosure, it should be noted that GPPi was involved in designing and implementing the M&E tool. Although the evaluation focuses on the use of the tool, rather than evaluating technical aspects, the evaluation team sought to minimize bias by triangulating the data from interviews, for example with minutes from the 2011 technical workshop where the topic was discussed.

7 For the GenCap project, an in-depth study on the effects of gender equality programming is currently under way. This study is expected to shed light on this question.

Report structure

11. The report first provides background information about the two projects under evaluation (chapter B). It then presents the study's findings and related recommendations (chapter C) relating to the effectiveness, sustainability and relevance of GenCap (chapter C, section 1), ProCap (chapter C, section 2) and success factors relating to the projects' leadership and management (chapter C, section 3). The report finishes by drawing overall conclusions and summarizing relevant recommendations (chapter D). The annexes to the report present a summary of survey results, lists of consulted documents and interviewees, as well as the evaluation's terms of reference and inception report.

B Background of the ProCap and GenCap projects

Rationale and history of the projects

12. The Protection Standby Capacity Project (ProCap) and the Gender Standby Capacity Project (GenCap) were created in the context of the United Nations-led humanitarian reform as inter-agency resources to strengthen the humanitarian system's capacity in protection and gender.

Inter-agency resources for protection and gender

13. The ProCap project: “seeks to enhance the humanitarian protection response and contribute to global protection capacity through the predictable and effective deployment of personnel with proven protection expertise. It reinforces the strategic and operational protection response for Internally Displaced Persons (IDPs) and other vulnerable groups in natural disasters and protracted complex crises.”⁸

Mandate of ProCap

14. The Inter-Agency Standing Committee (IASC) and the Norwegian Refugee Council (NRC) established the ProCap project in October 2005 after a growing recognition that humanitarian actors in countries lacked the relevant skills and knowledge for responding to protection needs of vulnerable individuals in a coordinated way, particularly in situations of internal displacement.⁹ The same recognition gave rise to the broader humanitarian reform process, which among many other things established the Protection Cluster at the global and country levels. While the idea of the ProCap project predated the Protection Cluster, its first deployments happened when the cluster system was already established, and the project has sought to complement other efforts in strengthening protection coordination since the beginning.

Rationale for ProCap: gaps in coordinated response to protection needs

15. The ProCap project rests on two pillars. It maintains a pool of currently 28 senior protection officers who can be deployed as surge capacity. To date, ProCap officers have supported humanitarian actors in 34 different countries in emergencies. In addition, the project developed a training for mid-level protection officers on existing surge capacity rosters to further increase their protection expertise – the ProCap Standby Protection Expert Training.

Two project pillars: ProCap officer deployments and ProCap Expert Training

⁸ ProCap project (2011). ProCap Leaflet 2011. Accessed from http://onerresponse.info/GlobalClusters/Protection/ProCap/publicdocuments/ProCap%20leaflet_15.02.11.doc

⁹ OCHA Inter-Agency Internal Displacement Division (2005). A proposal to increase international capacity for protection (ProCap) – A pilot project. Geneva: OCHA, p. 2.

16. The GenCap project: “seeks to build capacity of humanitarian actors at country level to mainstream gender equality programming, including prevention and response to gender-based violence, in all sectors of humanitarian response. GenCap’s goal is to ensure that humanitarian action takes into consideration the different needs and capabilities of women, girls, boys and men equally. It is a critical part to building inter-agency capacity on the integration of cross-cutting issues into the cluster approach.”¹⁰

Mandate of GenCap

17. The IASC and NRC established the GenCap project in 2007 after gender was repeatedly identified as a gap area in humanitarian response. The GenCap project relies on a stand-by roster of currently 41 senior gender advisers who can be deployed to emergencies on short notice. GenCap is one of five measures that the IASC proposed in 2006 to strengthen gender in humanitarian action. The others are a gender handbook,¹¹ a common pledge of IASC member organizations to improve gender training events in their organization, to collect sex- and age-disaggregated data and to build better partnerships among each other on gender mainstreaming issues.¹² As of today, the project has supported 30 humanitarian country teams and helped mainstream gender into the global cluster architecture. As part of these efforts, the GenCap project was a driving force behind the introduction of the IASC Gender Marker, a tool that rates whether or not humanitarian project proposals are gender-sensitive.¹³ The Gender Marker was first implemented in 2010 and was made mandatory this year for all proposals submitted to the Consolidated Appeals Process for 2012.

GenCap as one of five measures to strengthen gender in humanitarian action

Deployment process and project governance

18. GenCap advisers and ProCap officers are sent to countries upon request by humanitarian actors on the ground. Following consultation with the Humanitarian Coordinator, humanitarian country teams or individual agencies can request a deployment. Agencies that have signed a memorandum of understanding with NRC can act as host agencies for the advisers.¹⁴ While advisers typically have inter-agency mandates during their deployments, they report to their host agency and the host agency is responsible for providing administrative and logistical support.

Deployment process for ProCap and GenCap advisers

10 GenCap mission statement on the One-Response website (2011), accessed from <http://oneresponse.info/crosscutting/GenCap/Pages/GenCap.aspx>.

11 IASC (2006). Women, Girls, Boys & Men - Different Needs Equal Opportunities, Gender Handbook for Humanitarian Action. Geneva: IASC.

12 IASC (2006). Five Ways to Strengthen Gender Mainstreaming in Humanitarian Action. An inter-agency proposal for action. Geneva: IASC.

13 Cf. IASC (2011). 2011 Gender Marker in CAPs and Pooled Funds, Analysis of Results and Lessons Learned. Geneva: IASC.

14 For simplicity’s sake, this report will use the term “adviser” to refer to both ProCap officers and GenCap advisers.

In consultation with the humanitarian country team and the Humanitarian Coordinator, the host agency proposes terms of reference for the deployment based on the generic terms of reference for the advisers. Usually, depending on the task, deployments are initially requested for a period of three to six months for ProCap and six months for GenCap. Humanitarian country teams can then request an extension of the deployment, which has become common practice.

19. The projects are administered by NRC, managed by an inter-agency support unit based in the Humanitarian Coordination and Support Section of the UN Office for the Coordination of Humanitarian Affairs (UN OCHA), and each is led by an inter-agency steering committee.

Governance: NRC, Support Unit
and Steering Committees

C Analysis of findings

20. The following chapters present an analysis of the evaluation's findings regarding GenCap deployments, ProCap deployments and ProCap training events, as well as of factors influencing the success of the projects that can be influenced by the projects' leadership and management.

1 GenCap

21. The GenCap project set out to build capacity of humanitarian actors at the country level to mainstream gender equality programming in all sectors of humanitarian response. This chapter presents evidence on the effects achieved by GenCap deployments and assesses the sustainability of the effects of these activities and the relevance of the project's goals and activities.

1.1 Effectiveness of GenCap deployments

22. During their deployments, GenCap advisers engage in a wide range of activities depending on the terms of reference agreed upon with the humanitarian country team.¹⁵ Activities include, for example, raising awareness of gender issues, supporting the implementation of the Gender Marker (a tool used to rate the gender sensitivity of project proposals), supporting clusters and organizations in their planning, advising Humanitarian Coordinators, supporting coordination in gender networks and gender-based violence sub-clusters, strengthening gender analysis, training staff members of humanitarian organizations, monitoring the implementation of projects, mentoring the gender focal points of humanitarian organizations and clusters, and supporting governments. In addition to the country level, GenCap advisers have also worked at the regional level in Southern Africa and the Pacific and at the global level. In Geneva and Rome, GenCap advisers have made their expertise available during the revision of the Sphere Handbook. They have also supported global clusters in developing needs assessment or policy tools.

Advisers engage in a wide range of activities.

23. Rather than determining the effectiveness of each of these many GenCap adviser activities, the evaluation team sought to uncover what kinds of effects all of these combined activities had on humanitarian actors and their response at the country level. It came to distinguish different levels of effects: first, effects relating to the awareness and thinking of humanitarian actors; second, effects on the degree to which gender issues are reflected in planning documents; and third,

15 Data recorded in the GenCap project's M&E tool shows that GenCap deployments put a similar focus on all five activity areas defined in the generic terms of reference (advocacy, coordination, capacity building, program planning assistance, information and analysis). This analysis is based on data available as of May 2011.

concrete changes to humanitarian practice at the level of project and program implementation.

24. Available evidence shows that in the countries analyzed, GenCap advisers raised overall awareness of gender issues, contributed to a better understanding of what gender means in humanitarian action and often generated a higher level of acceptance for these issues among humanitarian actors. These changes were sometimes reflected in project and planning documents, as well as the design of assessment tools. Yet, the efforts of GenCap advisers only very rarely translated into changed humanitarian practices on the ground, that is, a more gender-sensitive implementation of humanitarian projects and programs. Where GenCap advisers engaged in coordination, they temporarily managed to make coordination more effective, but sometimes also engendered institutional tensions.

Increased awareness, understanding and acceptance of gender

25. Most humanitarian actors in country stated that they had already been aware of the need to include gender concerns into humanitarian action before the arrival of the GenCap advisers. Yet many actors confirmed that the presence of the GenCap adviser had helped them to accept this agenda as relevant to their work and to understand the meaning of gender in humanitarian action better. Staff members of different agencies claimed that the GenCap adviser had “changed the way we see things” and that she or he had brought home the message that gender is about understanding vulnerability and resilience¹⁶ and not about promoting women’s empowerment through humanitarian assistance.

Advisers contributed to a better understanding of gender in humanitarian action through:

26. GenCap advisers used different activities to achieve this goal, with greater or lesser success. Generally speaking, the more concrete and applied the activities, the greater their effect and appreciation:

The roll-out of the Gender Marker

- GenCap advisers managed to use the Gender Marker as an effective entry point for discussing gender issues and offering training events. Humanitarian actors strongly appreciated the support of GenCap advisers in using the Gender Marker. Following initial presentations related to the Gender Marker, active demand for broader support and training events by the GenCap advisers increased markedly.

Activities related to the Gender Marker were most successful in supporting gender mainstreaming when the Gender Marker was used as an entry point for more general gender training, rather than as a goal in itself. In many of

¹⁶ “Vulnerability” is defined by UNISDR as “conditions determined by physical, social economic and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards”. DFID suggests that “resilience” can be understood as “capacity to absorb stress or destructive forces through resistance or adaptation; capacity to manage, or maintain certain basic functions and structures during disastrous events; capacity to recover or ‘bounce back’ after an event.”

the observed deployments, however, GenCap advisers spent almost their entire time on the Gender Marker and had little or no capacity left for other activities. Most humanitarian actors thus saw it as an effective use of time when GenCap advisers trained cluster representatives as trainers in using the Gender Marker. Many actors believed it was still an acceptable use of time when GenCap advisers trained entire clusters in using the tool. By contrast, most actors indicated that it was a waste of time if GenCap advisers scored all projects sheets themselves and even more so if they re-scored old project sheets (which several GenCap advisers did to demonstrate to clusters whether or not they had been using the Gender Marker appropriately in the past).

- GenCap advisers typically offer gender presentations and training events to international and national humanitarian staff and in some cases government officials. These presentations and events range in scale to include short presentations during cluster meetings; joint sessions during which humanitarian actors take the IASC gender e-learning course and turn to the GenCap adviser for feedback or advice; several-day training events; or training of trainers. A majority of participants reported that the training events helped them understand that incorporating gender into humanitarian assistance primarily meant reflecting the different needs and capacities of women, men, boys and girls, rather than promoting women's empowerment.

Training and presentations on gender

Detailed training events were most effective in generating a better and more refined understanding of gender in humanitarian action. They worked best when they focused on gender issues arising concretely in different sectors and when they used practical examples in which boys and men (rather than women and girls) are particularly vulnerable. Training events were also more successful when they used participatory facilitation methods and allowed participants to relate what they learned through their own work. Training events of trainers allowed multiplying the number of people benefiting from training events. Thus, for example, gender focal points trained as trainers in Pakistan continued to offer training events long after the departure of the GenCap adviser. Further, focal points were involved in offering training to all relevant staff members within the International Organization for Migration (IOM) in Zimbabwe.

Shorter and less interactive presentations at cluster meetings were generally welcomed by participants. These presentations usually explained what gender in humanitarian action was, how the Gender Marker worked and what it meant for the cluster at hand. However, they were perceived as less effective in changing ways of thinking. Moreover, humanitarian actors participating in several clusters noted that presentations were repetitive.

- GenCap advisers also typically participate in humanitarian coordination meetings of humanitarian country teams, UN country teams or individual

clusters to ensure that these teams pay sufficient attention to gender. Participation in these fora is important because it provides GenCap advisers with access to humanitarian actors in country. The effectiveness of general interventions, however, is mixed. Where interventions are specific and strategic – for example, when they identify gender-related gaps or concerns in the response – they can be an important contribution. By contrast, several stakeholders reported that general interventions can reinforce the lingering gender-skepticism among humanitarian actors when they are too general and simply repeat the mantra that data need to be disaggregated and activities need to be gender sensitive.

General interventions in coordination meetings

- In Zimbabwe, the current GenCap adviser supplemented the activities mentioned above with field visits to individual projects. During those visits, the adviser identified and documented practical gender concerns related to project implementation, such as the unequal participation of women and men in paid and unpaid project activities or in on-the-job training events. The GenCap adviser discussed results of her or his project visits with cluster members. In interviews with the evaluators, several cluster members vividly remembered concrete issues that the GenCap adviser brought up and used to illustrate improved understanding of gender issues.

27. An important condition for increasing the understanding and acceptance of gender issues among humanitarian actors was that GenCap advisers focused on gender mainstreaming as opposed to women's empowerment. While all deployments assessed in the country studies had adopted this approach, several interviewees and survey participants highlighted that not all GenCap advisers currently on the roster share this understanding.¹⁷

A focus on gender mainstreaming is crucial for increasing acceptance of gender issues.

Increased reflection of gender issues in planning documents

28. GenCap advisers were also partially successful in contributing to an increased inclusion of gender issues in humanitarian planning documents. Humanitarian actors in several of the analyzed countries asked GenCap advisers for their input and feedback on key planning documents, such as project sheets, cluster strategies and assessment tools. Feedback provided was included in some cases but by far not all. Different types of documents and processes encountered different constraints:

- **Cluster strategies.** Many clusters who had solicited a GenCap adviser's feedback were happy to include wording suggestions in their strategies. However, some clusters or sectors felt that the suggestions were not relevant and rejected them.

Adviser contributions to many cluster strategies and project proposals becoming more gender-sensitive.

¹⁷ This corresponds to the findings of the first external GenCap evaluation based on the results of the M&E tool. Binder, Andrea (2009). Real Time Evaluation of the GenCap Project. Final report. Berlin: GPPi.

- **Project proposals.** Feedback on project proposals was generally well received. However, the remaining time between receiving feedback and having to submit project proposals to the Consolidated Appeals Process often proved too short to incorporate all suggestions. In some cases, because projects had already been submitted to donors for funding, changes could no longer be incorporated.
- **Assessment tools.** GenCap advisers were also involved in refining assessment tools to ensure that the data collected were disaggregated by sex and age. The collection of sex and age disaggregated data is an important precondition for gender sensitive programming. Despite this importance of assessment tools, only some GenCap advisers in the countries analyzed were working on needs assessment tools. At least in part, this is due to the timing of deployments, which in the case of South Sudan and Sudan, for example, coincided with the active preparation phase of consolidated appeals, but not with the prior needs assessment phase. Where GenCap advisers provided input to assessment tools, the evaluation found inconclusive results. In Pakistan, for instance, the GenCap adviser reported that her attempts to persuade clusters to collect sex- and age-disaggregated data were not successful. In Zimbabwe, some feedback from the GenCap adviser was integrated, but the evaluation team could not gather sufficient evidence to establish whether this actually resulted in better data collection and, more importantly, better use of disaggregated data for programming.

Efforts to improve assessment tools achieved mixed results.

Little evidence for changes in project implementation

29. Despite these achievements, most stakeholders interviewed in the four countries described the changes as “cosmetic” with very little or no effect on how projects are implemented on the ground. Confirming this impression, very few of the humanitarian actors in the case study countries (including GenCap advisers) asked by the evaluation team could provide concrete, practical examples of changes in project implementation introduced as a result of increased gender awareness and the more gender-sensitive wording of documents. The only exception from all four case study countries was in Zimbabwe, where, after an intervention of the GenCap adviser, the education and WASH clusters started to include sanitary wear in their education packages to increase female participation in schools.¹⁸ Other examples of concrete changes in project implementation were brought to the attention to the evaluation team by a gender adviser and could not be cross-checked: In the Democratic Republic of Congo, the GenCap adviser’s intervention resulted in more women getting access to labor opportunities. Based on a gender analysis, the non-food items cluster started to include a female hygiene kit in all its family

Few changes in project implementation because...

18 This result may in part be due to high staff turnover. It is possible that the increased gender awareness and understanding of humanitarian staff members translated into concrete changes in their next assignments. Assessing whether or not this was the case, however, was beyond the scope of this evaluation.

kits. Also, SGBV prevention projects increasingly target boys and men following sensitization that sexual violence is not uniquely a “women’s issue”. While GenCap advisers can of course not be held accountable for project implementation by different humanitarian organizations, their activities ultimately aim to improve humanitarian practice on the ground.

30. There are several reasons why humanitarian stakeholders expect the effects of increased gender awareness and the application of the Gender Marker to be low:

- First, most current efforts of GenCap advisers focus on clusters. While clusters were initially expected to be a forum for joint planning and operational decisions, they function in most cases mainly as a forum for information exchange.¹⁹ Clusters, especially those operating at capital level, are therefore often disconnected from implementation.
- Second, efforts to raise gender sensitivity through the Gender Marker focus on staff members responsible for drafting project proposals. Often, however, other individuals are responsible for implementing the projects.
- Third, one of the most important incentives for including gender in project documents is the expectation that this will increase the likelihood of funding. Yet the implementation of the projects’ gender aspects is rarely monitored. The incentives are therefore strong for including “cosmetic” changes in project documents, much weaker for introducing actual change.

Clusters are disconnected from implementation...

Different staff members are responsible for proposal writing and implementation...

Monitoring of implementation is weak.

Temporarily more effective coordination

31. In many deployments, GenCap advisers are also involved in coordination. In some cases, they act as coordinators for the gender-based violence sub-cluster, while in others they create or support networks to prevent and react to cases of sexual exploitation and abuse related to the humanitarian response. In still other cases, they support or revitalize humanitarian gender networks.

32. In the country studies, the evaluation team found clear evidence that coordination efforts had been relatively effective. In Zimbabwe and South Sudan, humanitarian staff described the gender-based violence sub-cluster as more dynamic and results oriented under the leadership of a GenCap adviser as compared to other coordinators. Also in Zimbabwe, a GenCap adviser created a network on prevention of sexual exploitation and abuse that was very active and effective during the deployment, as well as created codes of conduct, materials and training events. The GenCap advisers’ seniority, their inter-agency standing and

GenCap advisers made coordination fora more effective.

19 Steets, Julia et al. (2010). Cluster Evaluation Phase II - Synthesis Report. Berlin/Plaisians: GPPi/Groupe URD.

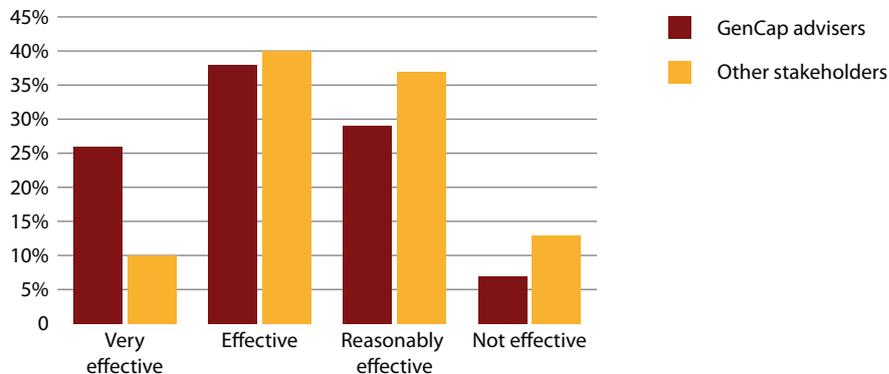
the capacity they brought to the coordination task increased meeting attendance and made meetings more dynamic and effective.

33. More controversial were cases when GenCap advisers sought to support or revitalize existing humanitarian gender networks. Coordinating these networks is primarily the responsibility of UN WOMEN, but as the country cases demonstrated, and as the humanitarian actors (including UN WOMEN) confirmed, UN WOMEN often does not have the capacity in country to exercise this role effectively, and the responsibility is therefore sometimes disputed. In one country, the involvement of a GenCap adviser in these structures brought to the fore an institutional conflict, as UN WOMEN saw this as an attempt by UNFPA to change the agreed allocation of responsibilities. In another country, a GenCap adviser decided not to support the existing yet malfunctioning coordination structure. This helped to avoid an escalation of institutional tensions but resulted in the continuing malfunction of the gender taskforce.

Though this was sometimes hampered by institutional tensions.

34. Overall, deployments of GenCap advisers were effective in helping to prepare the ground for more gender-sensitive humanitarian action by increasing awareness, understanding and acceptance of gender issues and strengthening coordination. In the cases analyzed, however, the advisers had not yet been able to achieve the next step, namely to bring about demonstrable change in project implementation. This mixed assessment of the effectiveness of GenCap deployments is reflected in survey results. Both advisers and external stakeholders were asked to rate different activities as “highly effective,” “effective,” “reasonably effective” or “not effective.” They could indicate whether or not the activity was a focus area of the deployment. Across the different activities, both GenCap advisers and external stakeholders arrive at a mixed but positive assessment (see illustration 1). External stakeholders rate 50% of GenCap activities strongly positively or positively and 50% of activities neutrally or negatively. Advisers see their own work more positively, rating their activities strongly positive or positive in 64% of the cases and viewing them neutrally or negatively in 36% of the cases. Both groups agreed that the provision of technical expertise and capacity building were among the top three most effective activities.

Illustration 1: Effectiveness of GenCap activities rated by advisers and other stakeholders



1.2 Follow up and sustainability of GenCap deployments

35. GenCap advisers are deployed for a limited period of time to countries in emergencies, on average for just under nine months. Since humanitarian response often lasts much longer than that, this raises the question whether deployments achieve lasting effects or whether their effects evaporate once the adviser leaves the country.

36. In the case of GenCap, institutional follow up to deployments was weak. It was difficult to gauge exactly what effect this had on the awareness, understanding and acceptance of gender issues among humanitarian actors. Since staff turnover is high, however, a continuation of training and awareness-raising by staff members trained as trainers promised more sustainability. Tools and policies developed by GenCap advisers could also have an effect beyond the deployment time, while coordination efforts suffered most clearly from the lack of institutional follow-up.

Little institutional follow-up to GenCap deployments

37. When humanitarian country teams request a GenCap adviser, they are required to explain their follow-up strategy. In practice, however, such follow-up strategies rarely exist. None of the four country teams visited as part of this evaluation had any follow-up plans beyond hoping for an extension of the current deployments. The surveys demonstrate that this is the rule rather than the exception: Only 20% of advisers indicated that a core staff member took over their work; 22% of advisers and 40% of other stakeholders either did not know what happened after the deployment or reported that the activities were not continued. The latter is a very high percentage considering that many of the respondents were from host agencies.

Institutional follow-up to deployments is weak.

38. This low level of follow-up is mainly due to the fact that there is no clear institutional leadership for gender in humanitarian action. UNFPA has assumed

Unclear institutional leadership

responsibility for leading the coordination of the response to gender based violence. Beyond that, UN WOMEN has recently shown interest in a more extensive mandate for ensuring that gender concerns are integrated in humanitarian practice. This mandate has, however, not yet been translated into institutional capacity on the ground and the suitability of UN WOMEN to take on this task therefore remains disputed. Furthermore, UN OCHA has also at times assumed some level of responsibility for gender as a cross-cutting issue. As a result, there was often no institution that felt responsible for organizing the follow-up to GenCap deployments.

Sustainability of effects on awareness and understanding unclear, except when training events are continued by trainers taught by GenCap advisers

39. As discussed above, the most important effect achieved by GenCap advisers was to increase the level of awareness, understanding and acceptance of gender issues among humanitarian actors. Since most humanitarian organizations experience very high staff turnover, it was impossible within the context of this evaluation to establish whether or not the awareness raising effect lasted long beyond the end of deployments and whether humanitarian actors transferred what they learned to other contexts.²⁰

Whether effects on awareness and understanding are sustainable remains unclear.

40. Within any given country context, however, a large number of humanitarian staff members are new and have not previously been exposed to a GenCap adviser. This suggests that continuous training and awareness raising are necessary. To achieve this, training events for trainers can be very effective and sustainable, in particular if they, as well as regular training events, target those who tend to stay in the country for longer, namely local staff and national NGOs. In Pakistan, for example, a GenCap adviser trained mainly national staff of international organizations and of local and national NGOs as trainers. After the events, she organized guided pilots where trainees gave training events themselves under her supervision and guidance. Two years after the deployment, some former trainees from national NGOs still give this training.

Training trainers can create sustainable results.

Some traces of tools and policies

41. In general, it proved very difficult in the case study countries to find institutional memory or concrete traces of deployments that dated a few years back (again, due in no small part to high staff turn-over). One at least partial exception to this rule are tools and policies created by GenCap advisers. The referral protocols and standard operating procedures for gender based violence cases created in Sudan,

Tools and policies continue to be used.

²⁰ The upcoming study assessing how gender equality programming influences humanitarian outcomes, commissioned by the Inter-Agency Standing Committee's Sub-Working Group on Gender and Humanitarian Action, will hopefully shed light on this issue.

South Sudan and Zimbabwe, for example, are still used as reference points in the current debate. Similarly, training events and materials relating to physical and sexual abuse and exploitation developed by an early GenCap deployment in Zimbabwe are still being used today, as is the mapping of actors relevant to the response to gender-based violence.

Little sustainability of coordination efforts

42. Coordination efforts suffered most from the frequent lack of institutional follow up to GenCap deployments. Coordination tasks were either not taken over by anybody or were assumed by junior coordinators who often could not dedicate enough staff time to coordination or lacked coordination skills. Younger coordinators were also often not taken seriously in the UN system, which tends to place a premium on age. As a result, gender-based violence sub-clusters often became less active and effective after the departure of GenCap advisers, while gender taskforces or networks on sexual exploitation and abuse were often discontinued after the advisers left.

Improvements in coordination are often short-lived.

43. Thus, the gender based violence sub-clusters in Zimbabwe and Sudan continued after the departure of the GenCap advisers, but sub-cluster members reported that the level of activity and effectiveness of meetings had declined. Networks on sexual exploitation and abuse had been quite dynamic in South Sudan and Zimbabwe but stopped meeting after the GenCap advisers left. In South Sudan, the gender working group discontinued when the first GenCap advisor left.

44. Pakistan was a notable exception. Six months after the GenCap adviser left, a national gender adviser to the humanitarian community took over her responsibilities. The adviser is seconded to UN OCHA by UN WOMEN. She managed to keep up the coordination structures that the GenCap adviser had put in place – notably the gender taskforce – and to build on other work initiated by the GenCap adviser. Relying on a senior national staff member who is expected to remain in country longer than international staff proved to be a good strategy for ensuring sustainable follow-up.

Good practice: national gender adviser in Pakistan

1.3 Relevance of GenCap

45. The GenCap project was created to help fill temporary gaps in gender capacity in the humanitarian arena. This evaluation found that, five years after its creation, the project remains relevant but needs to refocus. While agencies have increased their general awareness of and staff capacity for gender, significant gaps remain in the ability of the humanitarian system to translate gender awareness into humanitarian practice, in ensuring buy in from agency leadership and in achieving effective coordination. GenCap advisers can help fill this gap when their deployments are well timed and focus on the right tasks in the most important emergencies. To ensure the continued relevance of the project, its members and leadership need to arrive at a clearer common understanding of the project's mandate.

GenCap project is broadly seen as relevant

46. Almost all stakeholders consulted for this evaluation continue to see the GenCap project as highly relevant for improving humanitarian response. In the surveys, 96% of the external stakeholders who expressed an opinion on the subject recommended either maintaining (58%) or expanding (38%) the project. Among advisers, support was similarly overwhelming, with 94% of those expressing an opinion supporting maintenance (35%) or expansion (59%) of the project.

Almost unanimous support for the continuation of the project.

47. Interviews at both the global and the country level produced similar results. The vast majority of interviewees strongly supported the continued existence of GenCap. Only a very small, but vocal, minority suggested closing or fundamentally changing the project. Most of the time, the debate thus focused not on whether GenCap could be useful in the future, but on how deployments could be fine tuned to add the most value. The following paragraphs explore in greater detail why and how stakeholders arrived at this assessment.

Many suggestions for fine tuning deployments.

Gender capacity increases, but significant gaps persist

48. Most observers note that agencies have increased their awareness of and staff capacity for gender in humanitarian action. Fifty-eight percent of survey respondents who expressed an opinion on the issue stated that their own organization had recently increased its gender capacity, and 85% believed that other organizations had done so as well. This assessment was corroborated by interviews and the country visits. They revealed that many UN agencies now have gender policies in place. Many also support the implementation of these policies through gender focal points in country, some of whom are dedicated to the issue, while others deal with gender in addition to their regular workload. A small number of agencies, such as UNHCR, also include gender sensitivity in employee and management evaluations.²¹ In addition, several countries, including Sudan, have introduced gender focal points for the clusters.

The humanitarian system's gender capacity is increasing...

49. At the same time, an overwhelming majority of stakeholders believes that important capacity gaps for gender continue to exist: 95% of survey participants expressing an opinion either see a continued capacity gap for gender (64%) or further room for improvement (31%). This seemingly paradoxical finding indicates that only some parts of the capacity gap have reduced over time. While general gender awareness and dedicated staff capacity have increased, there are still urgent gaps, including gaps in gender sensitive analysis and implementation, buy in from agency leadership and Humanitarian Coordinators, and clarity and effectiveness of coordination arrangements:

But important gaps remain:

21 See UNHCR (2007). UNHCR Accountability Framework for Age, Gender and Diversity Mainstreaming. Geneva: UNHCR.

- Despite a strengthened UN gender machinery, significant gaps in implementation remain. The humanitarian leadership in many countries continues to struggle with providing strategic analysis that identifies the main priorities and gaps in the humanitarian response. It also still struggles with considering systematically what specific vulnerabilities and gender concerns can arise.²² This is reflected at a more detailed level in the continued failure of many organizations to collect sex- and age-disaggregated data. Without this information, targeting programs to the specific needs of different groups is impossible.²³

Gap in analysis and implementation
- Many interviewees linked the problems in implementing gender policies to a lack of commitment and buy in from agency leadership at the country level and Humanitarian Coordinators. Thus, many staff members believe that their heads of agency are happy to appoint a gender focal point so that all gender questions can be delegated to him or her, and other parts of the organization do not need to concern themselves with the issue. Without the back up of their managers, however, gender focal points stand little chance at instilling organizational change. This lack of buy in also made the work of GenCap advisers difficult, a persisting issue that was already identified in the 2009 evaluation.²⁴ In the survey, they identified the lack of support from the Humanitarian Coordinator as the single most important constraint, indicating that it was a significant hurdle in 19% of deployments, closely followed by a lack of humanitarian country team support (11% of deployments).

Lack of leadership buy in
- Finally, gaps in the coordination of gender related issues, be it gender networks or GBV sub-clusters, are still common. This is due to the fact that institutional leadership for the various aspects is either unclear or disputed and/or that agencies assuming leadership do not always have the necessary capacity to provide coordination.

Coordination gaps

The GenCap project has the potential to help address remaining gaps

50. The GenCap project can be an appropriate instrument to address current gaps in gender capacity if it focuses on the right activities in the right places at the right time:

22 A recent ALNAP study attributes this challenge to the fact that “For senior UN leaders, the demands on their time may prevent them from spending significant periods outside the office; in this case placing a value on strong contextual analysis depends on others to provide it.” Buchanan-Smith, Margie with Kim Scriven (2011). *Leadership in Action: Leading Effectively in Humanitarian Operations*. London: ALNAP, p. 25.

23 Mazurana, D. et al. (2011). *Sex and Age Matter: Improving Humanitarian Response in Emergencies*. Boston: Feinstein International Center, Tufts University.

24 Binder, Andrea (2009). *Real Time Evaluation of the GenCap Project*. Final report. Berlin: GPPi.

- Some observers feared that the deployment of high-level gender advisers free of charge would create disincentives for organizations to invest in their own gender capacity. Available evidence, by contrast, suggests that GenCap advisers helped rather than hindered organizations in building their capacity: Organizations have increased their capacity over recent years, and many agency and cluster gender focal points highlighted that the technical and political support of a GenCap adviser made their efforts more effective. In South Sudan, for example, the GenCap adviser gave training to staff of the United Nations Office for Project Services (UNOPS). After these trainings, the organization institutionalized an internal gender forum, included gender considerations more effectively in human resource planning and adopted a gender policy for the organization. The GenCap's advice managed to transform an existing commitment to gender into concrete action.

GenCap helped organizations build capacity.

- As discussed above in section 1.1, the current activities of GenCap advisers are most effective in increasing awareness, understanding and acceptance of gender issues, as well as temporarily strengthening coordination. However, the most important current gaps are in analysis and implementation, as well as continuous coordination. To remain relevant, the project would therefore need to prioritize activities supporting those areas, while retaining its current flexibility to tackle emerging gaps.

Current focus is on awareness-raising rather than analysis and implementation.

- Between 2007 and 2011, the standard length of GenCap deployments has increased from between three and six months to around a year and more, resulting in an approximately nine month average.²⁵ The current data from the GenCap M&E tool suggest that this length is appropriate because the impact on programming is highest at around eight months, and the institutionalization of tools and processes are best after 11 months (see illustrations 2-3 below). By contrast, most interviewees and survey respondents felt that current deployments were still too short.²⁶ To support a shift of focus towards implementation, the deployments should be long enough to cover the planning, implementation as well as monitoring and learning phases.

Length of deployments has increased over time.

- Many of the deployments assessed as part of this evaluation were timed to coincide with the planning phase linked to the consolidated appeals process. This was appropriate for raising awareness and understanding with the help of the Gender Marker, but it did not include the crucial analysis and assessment phases. The current timing of deployments is thus not conducive to the proposed change in deployment focus.

Changed focus requires different timing.

²⁵ This adjustment was based on a finding derived from the project's monitoring and evaluation tool.

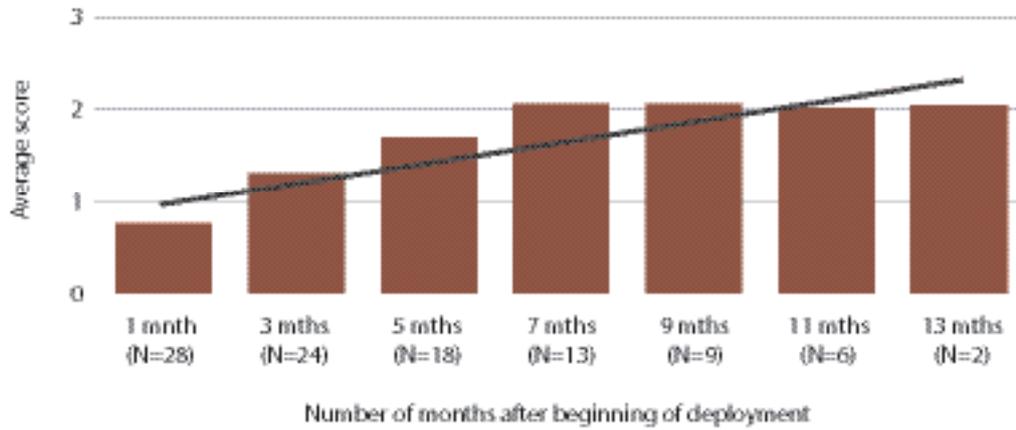
²⁶ That deployment were too short was indicated most frequently as a significant constraint by external stakeholders in the survey and second most frequently by advisers.

- Finally, the resources of the GenCap project are limited and will never be sufficient to address all needs. Available resources should therefore be used to address the most urgent gaps. Illustration 4 below shows that some countries have benefitted much more from the project than others. In some cases, these priorities can be questioned: Zimbabwe, for example, has received more support from the GenCap project than Afghanistan, the Central African Republic and Haiti combined, despite the fact that GenCap advisers themselves have described the existing gender capacity in Zimbabwe as very high, and that the country presents a predominantly developmental context. Also, advisers spent twice as much time in Sudan and South Sudan than in the Democratic Republic of Congo. The imbalance is difficult to address under the project's current management principles. Deployments are exclusively made upon request of humanitarian country teams. The example of Zimbabwe suggests that already gender-aware humanitarian country teams are more likely to ask for GenCap advisers. In addition, the Support Unit and Steering Committee have often not been successful when trying to convince response teams in severe and acute crises to request more support.

Lack of global priorities

Illustrations 2-3: Impact on programming and institutionalization according to M&E tool

2: GenCap impact of programming



3. GenCap impact of institutionalization

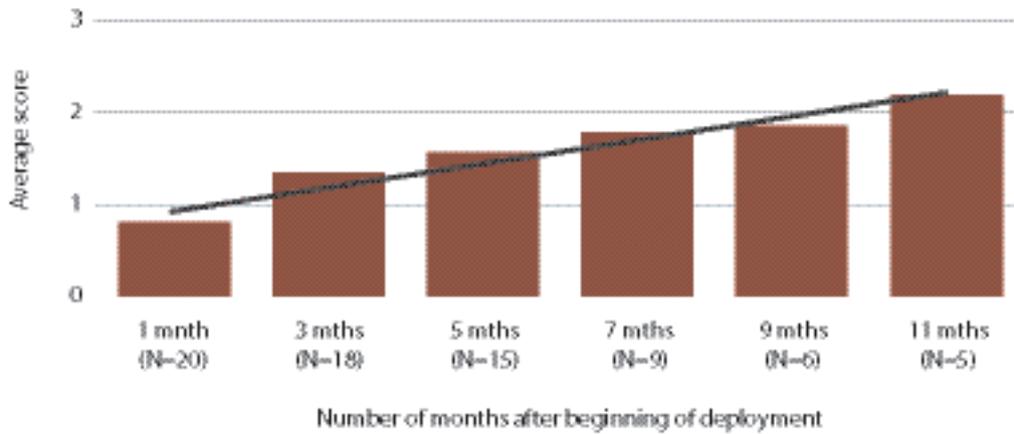
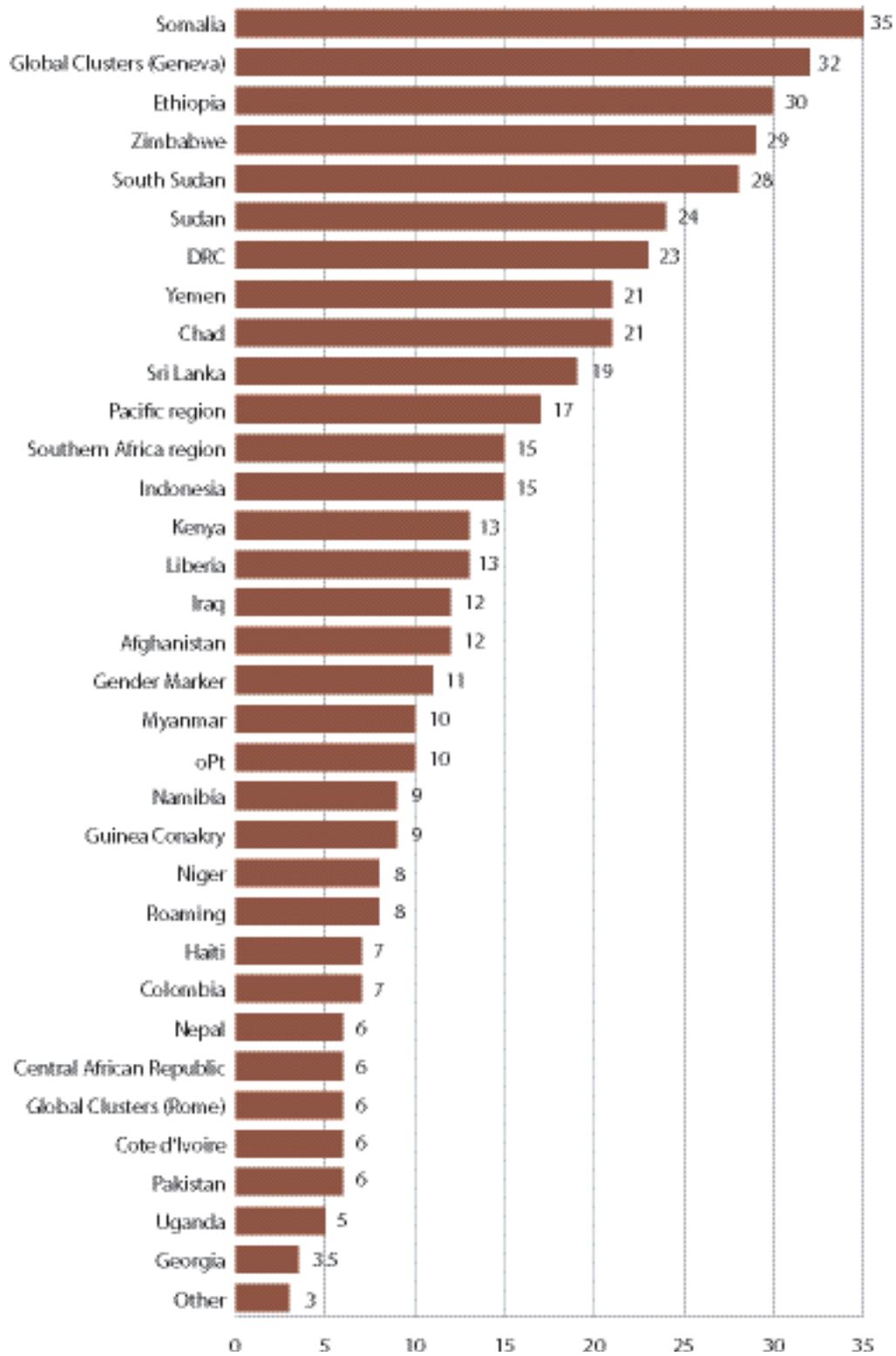


Illustration 4: Number of GenCap deployment months per country (2007-2011)



Project mandate still lacks common understanding

51. The discussion above shows that the main mandate of the GenCap project – to strengthen gender equality programming and the response to gender-based violence – remains highly relevant today. The project has made significant progress in ensuring that deployments have an inter-agency mandate.²⁷ However, some roster members still lack a common interpretation and understanding of the current mandate and what gender in humanitarian action means. Both members of the project’s leadership and management and individual GenCap advisers said that some advisers continue to interpret their mandate as women’s empowerment rather than promoting a gender-sensitive humanitarian response. When deployed, they therefore sometimes reinforce rather than reduce misunderstandings about gender in humanitarian action. Earlier evaluations already highlighted this issue,²⁸ and the project management’s efforts to ensure a stronger focus on gender equality programming and the response to gender based violence are beginning to bear fruit. However, these efforts have not yet fully addressed the problem.

Some differences in the interpretation of the project mandate remain.

1.4 Recommendations for GenCap deployments

52. Based on the findings on the effectiveness, sustainability and relevance of GenCap deployments, the evaluation team makes the following recommendations:

1. Maintain the GenCap roster at roughly its current size

The evaluation team recommends maintaining the GenCap roster at roughly its current size of around 10-15 active advisers at any given point. This recommendation is based on three considerations. First, a clear majority of humanitarian actors expressed support for maintaining or even expanding the roster, with only few dissenting voices advocating for its reduction or discontinuation. Second, maintaining the roster at roughly its current size would allow the project to consolidate its membership, helping to ensure consistent quality standards and supporting the creation of a common understanding of the project’s mandate and focus among roster members. Third, and most importantly, the project has effectively supported increased awareness, understanding and acceptance of gender issues in humanitarian action. Yet, important gaps remain in translating those advances into improved implementation of humanitarian activities.

27 A previous evaluation conducted in 2009 criticized that GenCap advisers spent a large share of their deployment time on filling staffing gaps in agencies. Cf. Binder 2009, p. 23. Since then, the situation seems to have improved markedly in this respect. Neither the analysis of current project documents nor interviewees raised this as an issue. Survey respondents only indicated in a few cases (11 of 75 deployments assessed by external stakeholders and 2 of 36 assessed by advisers) that “being distracted by other tasks” or using time for other tasks were serious constraints.

28 Binder, Andrea (2009). Real Time Evaluation of the GenCap Project. Berlin: GPPi, p. 19-20.

2. Move to the next phase and re-focus deployments on implementation

The GenCap project should re-focus and emphasize activities that support changes in the implementation of humanitarian activities on the ground. While this reflects the project's original mandate, GenCap has found it difficult to implement this mandate in the past because its focus on gender issues was often met with skepticism or even hostility. Thanks to the efforts of GenCap advisers, increased formal commitment to gender by agency headquarters and enhanced donor pressure, the context for gender equality programming has started to change. Most UN agencies and major international humanitarian NGOs now express at least formal or rhetorical support for gender mainstreaming. The GenCap project should use this momentum and concentrate on helping organizations translate this commitment into changed implementation of humanitarian activities. This re-orientation would require the following concrete adjustments:

- GenCap advisers should work more often with Humanitarian Coordinators and the leadership of humanitarian organizations to support them in analyzing the humanitarian context, strategically thinking through its implications for gender and identifying concrete areas requiring change.

Support leadership with strategic gender analysis.
- At the same time, GenCap advisers should increase their support to project implementers. Depending on the situation, this could involve providing more intensive, interactive and sector-specific training events, hands-on advice for the design and implementation of projects or joint monitoring and learning visits on the ground. This shift should be reflected in the generic terms of reference of the project while maintaining flexibility to react to specific demands by humanitarian actors on the ground.

Support project implementers with training, hands-on advice and monitoring.
- This implies spending less time on working with clusters since they have less influence on humanitarian practice than initially hoped for. Instead, GenCap advisers should spend more time supporting humanitarian leadership and project implementers. GenCap advisers should also receive better guidance and support in identifying suitable entry points (for example important needs assessments) and share good practices and experiences more actively.

Spend less time on clusters.
- It also implies spending less time implementing the Gender Marker. GenCap advisers should continue using the Gender Marker as an entry point for other activities. They should also help to ensure the tool is applied by training cluster coordinators or trainers on how to use the tool, as well as serving as a port of call in case agencies have questions about it. Cluster leads, CAP sections within OCHA country offices and agency gender focal points should take a more active role in providing continuous support. When GenCap advisers work on the Gender Marker, they should ensure that they retain sufficient time and capacity for the other activities outlined above. They should, however, ensure that they retain sufficient time and capacity for the other activities outlined above, for example by refraining

Spend less time on the Gender Marker.

from scoring all project documents themselves or re-scoring old project documents.

- To allow for an appropriate implementation of this changed focus, both the standard length of deployments and their typical timing need to be adapted. Standard deployments of GenCap advisers should initially be approved for one year. For deployments to UN OCHA, however, the project management needs to ensure that the deployment length conforms with the special rules regulating gratis personnel to OCHA. In protracted emergencies, they should be timed to start some weeks prior to the needs assessment and analysis phase. That would allow GenCap advisers to introduce themselves and to conduct a thorough context analysis that can support humanitarian actors in their strategic analysis and planning. For larger sudden emergencies, GenCap advisers should be deployed automatically at the very outset of the crisis. GenCap advisers could be included in UN Disaster Assessment and Coordination (UNDAC) teams or the IASC inter-agency rapid response teams that are currently being discussed. An alternative would be to have standing agreements with the offices of UN OCHA or the resident and Humanitarian Coordinator for hosting the advisers.
- To ensure that the allocation of GenCap's resources reflect the severity and acuteness of emergencies, the project's Steering Committee should define clear global deployment priorities. They should prioritize severe emergencies as well as new or rapidly intensifying emergencies (cf. §120 below).

Increase standard length of deployments to one year and time them more strategically.

Define clear global deployment priorities

3. Strengthen the sustainability of deployments

The effects of many GenCap deployments are not yet sufficiently sustainable. The project should increase its efforts to strengthen sustainability. This would involve, for example:

- Demanding more substantive guarantees for institutional follow up after the end of deployments. Employing a permanent national inter-agency gender adviser has emerged as an interesting model for achieving this.²⁹ The requirement should be particularly strong for coordination deployments, which should not be approved unless host agencies or the country team present a credible plan for follow-up.

²⁹ An interesting example here is the exit strategy to the regional placements in the Pacific. The GenCap adviser led the development of a proposal for a three-year program that placed a team of disaster risk and gender specialists with several regional clusters and the National Disaster Management Offices of Pacific Island governments.

- Enhancing the focus on training events for trainers, in particular for national staff members of international agencies and national or local NGOs. Focus on training for trainers. Spend less time on clusters.
- Systematically involving and mentoring existing gender capacity in country, such as agency and cluster gender focal points. GenCap advisers should train these focal points as trainers and provide them with guidance for their own training events. GenCap advisers should also systematically involve existing focal points when working with or advising agency leadership. Support existing gender capacity.

4. Develop a joint vision for and understanding of the project's mandate

As already recommended in the 2009 real-time evaluation, the GenCap project should engage in an open debate with all current roster members to arrive at a common understanding of the project's mandate and its adapted focus. This debate could be included in the next project retreat. Roster members who do not subscribe to gender mainstreaming as their main mandate should no longer be deployed.

2. ProCap

53. The ProCap project aims to enhance the humanitarian protection response and contribute to global protection capacity. It includes a roster of senior protection officers that can be deployed to countries in emergency and a training for members of other surge capacity rosters. This chapter discusses the effectiveness of these measures, their sustainability and their relevance.

2.1 Effectiveness of ProCap deployments

54. ProCap deployments produced different effects depending on focus. In the countries visited, ProCap officers strengthened protection coordination. They often also contributed to government policies, for example regarding internal displacement or returns and reintegration. In some cases they widened the space for humanitarian protection work. Yet, ProCap officers were not able to significantly contribute to mainstreaming protection in non-protection mandated organizations, unless this was the main focus of their deployments. Also, while filling agency-specific programming gaps in deployments with no inter-agency component was effective, it was not cost-effective and was outside the mandate of the project.

More effective protection coordination

55. Coordination was the focus of a majority of ProCap deployments. ProCap officers typically set up cluster structures at the capital and sub-national levels and supported clusters by developing tools and strategies. Increasingly, ProCap officers have not only supported protection coordination in complex emergencies, but also in natural disasters situations. Through their engagement, ProCap officers managed to increase the effectiveness and efficiency of protection coordination and in some cases to make it more strategic. In the survey, country respondents found support for coordination to be the most effective ProCap activity after “providing technical expertise.” Thirty-four percent of the external stakeholders expressing an opinion deemed it “very effective,” 44% “effective” and only 3% “not effective.” ProCap officers see their coordination activities more skeptically, ranking them only the fourth most effective task, with 28% seeing seem as “very effective,” 43% as “effective” and 13% as “not effective.”

ProCap officers contributed to more effective and efficient protection coordination.

- **Setting up and running clusters.** In Zimbabwe, Sudan and Pakistan, interviewees overwhelmingly felt that the effectiveness and efficiency of coordination meetings was boosted through the presence of ProCap officers. In Pakistan, the ProCap officer also rendered the cluster more strategic, as she introduced a separate Strategic Advisory Group for the cluster. Participants appreciated this smaller forum as very effective for strategic discussions. In some of the other cases, however, protection meetings did

Experience, authority and inter-agency mandate

not take on any noticeably more strategic form, and participants stated that discussions remained mainly at the level of information exchange. Nevertheless, smaller NGOs in particular indicated that this information exchange was critical for them as it enabled them to plan their response.

Several factors explain why ProCap officers often are effective coordinators. First, they are able to dedicate a significant part of their time to the coordination task. Second, they bring broad experience and authority to the task. Third, they often have prior experience working for different organizations. This provides them with a good understanding of the organizational cultures and mandates of different cluster members. Finally, their clear inter-agency mandate increases the trust and buyin of other cluster members.

Experience, authority and inter-agency mandate

- Tools and strategies.** Cluster members valued the tools and strategies developed by ProCap officers in their function as cluster coordinators. In Zimbabwe, a ProCap officer developed the cluster's protection strategy and an incidents reporting form. In Pakistan, a ProCap officer facilitated common efforts to develop a Rapid Protection Assessment tool. ProCap officers made such instruments relevant because of their technical expertise and experience, and because they could transfer best practices from other crisis contexts. In a few cases, ProCap officers supported the establishment of child protection monitoring mechanisms for UNICEF in line with UN Security Council Resolution 1612. None of these took place in the countries visited, therefore the evaluation cannot comment on the effectiveness of this task.
- Protection in natural disasters.** In 2010, supporting the protection response in natural disasters was identified as a strategic priority for ProCap, because no organization has had a clear mandate for coordinating the protection response in such situations at that time,³⁰ and because knowledge of what protection means in natural disasters is limited. The evaluation covered two deployments in natural disaster situations, both in response to the floods in Pakistan. UNHCR acted as lead agency for the protection cluster working group, and the deployments strongly resembled classic ProCap coordination deployments in complex emergencies. In phone interviews, ProCap officers reported other instances where they worked with governments to coordinate and organize the protection response to natural disasters. In Namibia, for example, the ProCap officer was part of a joint protection mission supporting the government in planning the flood response, which reportedly resulted in increased commitment to and understanding of protection among government officials and non-protection mandated agencies.

Tools and strategies are highly valued.

Protection in natural disasters

30 Ferris, Elisabeth (2011). *The Politics of Protection - The Limits of Humanitarian Action*. Washington, DC: Brookings Institution Press, p. 225-227. This situation changed in January 2011 when the IASC agreed that UNHCR would take on the default lead.

Important changes in government policy

56. In many deployments, ProCap officers tried to work with and/or influence governments. In some cases, these efforts were effective, leading to crucial changes in the context conditions for humanitarian response. As several ProCap officers highlighted in their responses to the survey, these efforts were not always successful. In some cases, the unchanging opposition or indifference of governments to humanitarian protection issues was a major source of frustration. ProCap officers used two main avenues for working with and/or influencing governments – advocacy and support for government policies:

ProCap officers catalyzed some important changes in government policy through:

- In their capacity as cluster coordinators, ProCap officers often conducted advocacy interventions vis-à-vis the government. These interventions were successful in some important cases. In Zimbabwe, the ProCap officer managed to influence the government’s position in relation to IDPs through a common IDP assessment. After the assessment, the government acknowledged internal displacement as an issue, which made it much easier for humanitarian organizations to work in this area. A similar case was reported in Myanmar, where protection got a “foot in the door” thanks to the efforts of two consecutive ProCap deployments, allowing humanitarian organizations to work on internal displacement. Similar experiences were reported from Ethiopia. Cluster coordination was a good entry point for advocacy, as it assigned ProCap officers a concrete role and place in the system. Being associated with the UN system but not operating within it was essential. This way, ProCap officers had more leeway to address and raise very sensitive issues than core UN staff members. The ProCap officers’ seniority and experience in different emergency contexts was also instrumental.
- Some ProCap officers were deployed with the mission to elaborate a policy or a strategy for and with a national government. The evaluation found some cases where such support to government policy was effective in the sense that the policy was later adopted by the government. Assessing whether the policies were then implemented by governments was outside the scope of this evaluation. In Pakistan, the ProCap officer developed a return policy for displaced persons that the government later adopted. In Iraq, three consecutive ProCap deployments supported the government in formulating a national policy on displacement. Such assignments used the full potential of the ProCap officers because they required a combination of seniority, technical expertise and experience from other contexts. Many ProCap officers also appreciated this form of deployment because they had a clear mandate and a finalized product in the end.

Advocacy

Support to government policies

Limited contribution to mainstreaming

57. Many organizations that do not specifically work on protection struggle to make their programming more protection sensitive. Supporting inter-agency protection mainstreaming is consistent with the ProCap project's mandate. However, ProCap officers invest little effort in mainstreaming in most of their deployments – except in those that focus explicitly on supporting an individual agency – and this work is not reported as effective. In the surveys, both external stakeholders and ProCap officers rate mainstreaming as the least effective of their tasks. Thus, 45% of external respondents and 41% of ProCap officers expressing an opinion on this issue rate mainstreaming efforts as “not effective” or only “reasonably effective.”

ProCap officers have contributed little to mainstreaming protection.

58. The country visits confirm this impression. The evaluation team came across few mainstreaming efforts. In one case in Pakistan, a ProCap officer attempted to support mainstreaming by appointing members of the protection cluster as focal points for other clusters. However, most of these focal points did not live up to their voluntary commitment because they were too busy with their day-to-day work.

59. The analysis suggests at least reasons for this lack of success in protection mainstreaming. First, ProCap deployments typically have specific terms of reference, focusing for example on coordination or on developing protection related policies or strategies. This focus of many deployments produces tangible results that are highly appreciated by many stakeholders, but it does not leave much time for more general protection mainstreaming efforts. Second, effective mainstreaming is a very difficult task, especially when advisers cannot refer to any concrete tools or mechanisms for mainstreaming. To date, ProCap officers have little experience in and knowledge of mainstreaming strategies.

ProCap officers can dedicate little time to and have limited experience with mainstreaming.

60. An interesting development within the ProCap project that seeks to address this gap are two recent deployments primarily dedicated to protection mainstreaming: In 2011, two ProCap officers were deployed to WFP in the Democratic Republic of Congo and in the Asia region (based in Thailand) to support protection mainstreaming in the organization and to create a country-level protection strategy. As these deployments are still under way and were not included in the country studies for this evaluation, it is too early to judge their effectiveness. The concerned ProCap officers, however, found them to be a good use of ProCap's resources because they were able to support an ongoing organizational change process.

It is too early to judge effectiveness of dedicated mainstreaming deployments.

Gap filling for organizations not cost-effective

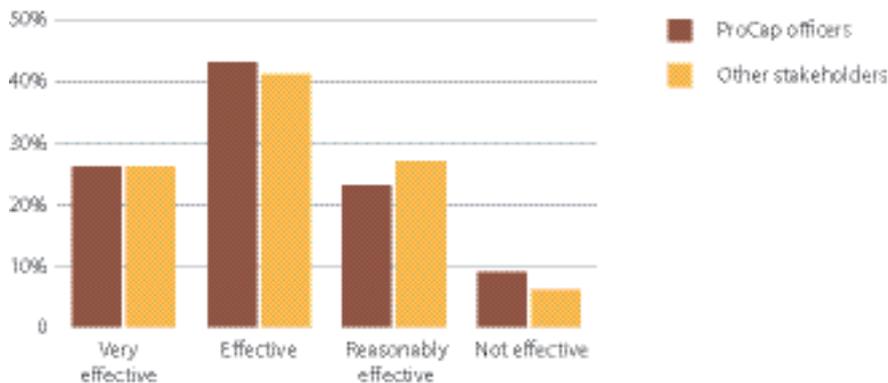
61. In a few cases, ProCap officers were deployed to carry out specific tasks for an individual agency and fill human resources gaps. Although such deployments were effective in achieving their goals, they were not cost effective and were outside the project's inter-agency and mainstreaming mandate. In 2007, a ProCap officer was deployed to UNICEF in eastern Sudan to set up UNICEF's local

Gap filling for organizations is not cost-effective.

child protection unit and run its activities. Since this assignment was carried out at a very local level, the ProCap officer could not engage in any inter-agency work. Moreover, the deployment created tensions within the agency because the officer, due to his seniority, did not report to the local head of office, but instead directly to the UNICEF office in the capital. A more junior and therefore cheaper protection surge person – from one of the standby partner rosters, for instance – would most likely also have been able to fulfill the terms of reference, and his or her integration within the agency may have been smoother.

62. In sum, deployments of ProCap officers were effective in many respects. They managed to strengthen protection coordination and often also to influence government policy. Protection mainstreaming emerged as the main current weakness of the project. In the surveys, advisers and other stakeholders alike support this positive impression (see illustration 5). Thus, 69% of ProCap officers and 67% of external stakeholders rate activities strongly positively or positively and 32% and 33% respectively see them neutrally or negatively.

Illustration 5: Effectiveness of ProCap activities rated by officers and stakeholders



2.2 Effectiveness of ProCap Standby Protection Expert Training³¹

63. The ProCap Standby Protection Expert Training was developed in 2006. It is a six-day inter-agency training aimed mainly at members of other surge capacity rosters. The training seeks to improve participant understanding of the concept of protection, of the different actors engaged in protection, as well as of protection analysis, activities and methods. Until 2010, the ProCap Support Unit supported the organization of the training events, made sure that the training was up to date and maintained a database of all trainees. When the GenCap and ProCap Support Units were merged, responsibility for organizing training events went to standby

31 The expert training was not a focus area of this evaluation. Findings are based on a document review and on interviews at country level and in Geneva as well as with some managers of other standby rosters.

partners maintaining rosters.³² RedR Australia and the ProCap section in NRC have since then organized training events, while the Support Unit continues to be the repository for the training material, responsible for its continued development. By 2010, a total of 300 mid-level experts had been trained.

While the ProCap expert training was little known, it was rated as highly effective by those engaged in it.

64. Few interviewees at the country level knew about the training or participated. Those who had participated, as well as managers of other roster members interviewed for this evaluation, overwhelmingly judged the training as highly relevant, well conceived and well implemented. One GenCap adviser who had participated in the training indicated that it was a good preparation for her task as GBV sub-cluster coordinator. Other trainees supported this assessment and emphasized that the training was comprehensive and used effective teaching methods, such as simulations.

Previous assessment of training confirmed as effective

65. The findings of this evaluation regarding the effectiveness of the ProCap expert training are limited, but they reflect the results of earlier evaluations that had put more emphasis on training events. The 2007 ProCap evaluation found, for example, that those who were trained and deployed rated the training events as either “very relevant” or “quite relevant” to their work.³³ In the 2009 strategic review, trainees also stressed the value of the ProCap training to their work.³⁴

2.3 Sustainability of ProCap deployments

66. With an average length of 5.5 months, ProCap deployments cover a short period of the humanitarian response in most countries in emergency. This section analyzes the institutional follow up to deployments and the sustainability of effects achieved by ProCap officers. The sustainability of ProCap expert training is not assessed as this lies outside the scope of this evaluation.

67. Institutional follow up to ProCap deployments was comparatively strong. As a result, coordination efforts were sustainable in many, though not all, cases. Many of the tools, strategies and policies developed by ProCap officers also continued to be used after the end of deployments. In some cases, these tools were not updated and became outdated.

32 ActionAid, Canadem, the Danish Refugee Council, the Norwegian Refugee Council, RedR Australia, Save the Children Sweden, Denmark and Norway.

33 Darcy, James, O’Callaghan, S., Bonwick, A. (2007). External Evaluation of the Protection Standby Capacity Project (ProCap).

34 ProCap (2009). Findings and Recommendations from ProCap’s Strategic Review, January-May 2009.

Comparatively strong institutional follow up

68. Compared to GenCap, the follow up to ProCap deployments was stronger. In the survey, ProCap officers indicated that their tasks were taken over by somebody else in 59% of all deployments, either by a permanent staff member (40%) or by another ProCap deployment (19%). In addition, they indicated that their projects were finalized and did not need any follow up in 9% of deployments. ProCap officers indicated only for 6% of their deployments that they did not know what happened to protection coordination and response after the end of the deployment. External observers experienced follow up by a staff member or new surge capacity deployment in 44% of the cases and did not know what happened after the deployment in 26% of the deployments they reviewed.

Institutional follow-up was comparatively strong.

Coordination efforts are sustainable in most cases

69. In all case study countries, UNHCR as the cluster lead organization had the responsibility for coordinating protection. Compared to GenCap, this clear institutional leadership facilitated follow up to deployments. After all recent deployments, the responsibility for coordination was taken over by a permanent staff member. In Zimbabwe, UNHCR scaled up its protection capacity by hiring a new senior protection officer as well as a new staff member in the legal unit, as well as by quickly replacing the outgoing protection officer and cluster coordinator. In the most recent ProCap deployment to Pakistan, UNHCR assigned a protection officer at the P3 level to take over the ProCap responsibilities until a permanent P4 coordinator is hired. The officer was designated early on, which allowed for a sufficiently long hand-over phase. In both cases, interviewees reported that the work of the coordination forum continued at the same level of effectiveness after the ProCap officer left.

Coordination efforts were sustainable in most cases due to clear institutional leadership.

70. In other cases, namely the ProCap deployments to Pakistan before mid-2011, hand over and follow up did not work. Interviewees stated that the sequence of three short deployments with gaps between deployments was not conducive to sustainability. During the periods without any ProCap officer, cluster meetings were convened and facilitated by a different staff member almost every time. As a result, cluster members and even sub-working group coordinators often did not know whom to turn to, and the level of attendance dropped because agencies did not expect much benefit from attending the meeting.

Weak hand-over between deployments in Pakistan.

Tools, strategies and policies still in use, but outdated

71. In the countries visited, the tools put in place by earlier ProCap officers were often still in use. However, they had in most cases not been updated and therefore tended to become outdated. In Pakistan, cluster members still use the Rapid Protection Assessment developed by a ProCap officer. In Zimbabwe, protection

Tools were still used, but outdated.

agencies still use and refer to the protection strategy and incidents reporting form, but have not updated them.

2.4 Relevance of ProCap deployments and ProCap expert training

72. Seven years after the creation of ProCap, both elements of the project remain relevant. Significant needs for strategic protection capacity remain, especially regarding protection mainstreaming and protection in contexts that involve governments sensitive to the protection agenda or integrated missions. At the same time, the capacity for protection coordination has increased, reducing though not eliminating the future need for coordination during deployments. ProCap has successfully addressed some of the gaps in protection capacity in the past. It can do so in the future as well, especially if deployments focus on mainstreaming and integrated missions and if the ProCap training is revitalized and reprioritized.

ProCap deployments are judged as relevant

73. With the exception of one roster member, all those consulted for this evaluation – whether through surveys, interviews or country visits – saw an important future role for ProCap and supported the project’s maintenance or expansion. Interestingly, ProCap officers themselves are more cautious than external observers. In their survey, 64% suggested maintaining the project at its current level, 29% support expansion, and one officer proposed discontinuing the project. Among external observers, just over half (51%) supported expansion, while the remainder was for maintaining the project at its current level.

Overwhelming support for continuing ProCap

ProCap expert training is seen as relevant, but did not always target the right audience

74. Interviewees judged the ProCap expert training as relevant, not only because of its quality, but also because it is one of the only existing protection training with an inter-agency focus. The training design involved a consultation process with different agencies. As a result, it includes various diverging views, definitions and approaches to protection from a neutral vantage point. The fact that several other actors, including the Global Protection Cluster and the Danish Refugee Council, have developed their own training based on the ProCap training is another indicator of its relevance.

Training is relevant because of quality and inter-agency focus.

75. That said, the training did not always target the right audience. Initially, it focused exclusively on members of other surge rosters. Yet, an earlier evaluation of the training revealed that only a few of the trainees were subsequently deployed

But target group remains restricted.

to emergencies.³⁵ Based on this finding, the training was opened to two members of Steering Committee organizations as well, thereby slightly increasing their relevance. Very few humanitarian actors interviewed knew about the training, which suggests that the target group remains too restricted. In addition, since responsibilities for organizing training events have been shifted from the Support Unit to standby partners, there is no central institution responsible for recording training attendance and results.

Capacity needs for protection coordination are reducing, but remain acute in mainstreaming, training and complex protection situations

76. As with gender, a majority of survey participants stated that they believed protection capacity had increased in recent years and that significant gaps remain. Only 3% of external observers and none of the ProCap officers said they believe there is currently no gap in protection capacity. At the same time, 63% of observers state that their own organization has recently increased its protection capacity, and a similar share (61%) said they believe other organizations have done so as well.

77. More detailed investigations revealed that much of the capacity increase relates to UNHCR's capacity for protection coordination. UNHCR now has six posts for cluster coordinators. In addition, the organization is currently filling 36 additional protection officer posts at the P2 to P4 levels. The need for protection coordination staff capacity is slowly closing. Nevertheless, UNHCR expects a continued need for experienced coordinators who can be deployed immediately to sudden-onset emergencies and rapidly deteriorating crises because its internal regulations can make it difficult to quickly deploy staff to the ground. Coordination deployments may also remain necessary for natural disaster situations in cases where UNHCR has just recently taken on the commitment to provide leadership.

Capacity for protection coordination is increasing.

78. In other areas, the need for strategic protection capacity remains acute. This is especially the case for mainstreaming, protection contexts where governments react sensitively to the protection agenda, and situations involving integrated missions:

Important needs remain:

- Interviewees in all four countries and many ProCap officers highlighted that particular organizations without an explicit protection mandate still lack protection capacity. This means that organizations do not focus sufficiently on protection concerns or on the principle of “do no harm” in their regular programming, a finding supported by recent research.³⁶ Protection mainstreaming is a core responsibility of the protection cluster

There is a need for protection mainstreaming and support to agency leadership.

35 In 2007, 21 of 34 survey respondents were subsequently not deployed to any of the protection-mandated agencies. By contrast, 24 had already been deployed to mandated agencies before the training.

36 Zicherman, Nora et al. (2011). Applying conflict sensitivity in emergency response: Current practice and ways forward. London: ODI, p.2.

at the global and national level. However, interviewees identified a need for additional external expertise to support agency leadership at the country level in the overall analysis of (potential) protection concerns in the response, and to design and implement protection policies in individual organizations.

- Humanitarian actors at country and headquarters level emphasized that the demand for broad and high quality protection training events was equally high, in particular for country staff. They suggested that the ProCap expert training as well as training events provided by ProCap officers deployed to the country could fill this gap, as they could not point to any other comprehensive training with a strong inter-agency orientation.

Need for training
- Governments in many countries remain sensitive to the protection agenda by international humanitarian actors. This sensitivity can lead to reduced access and limit the ability of protection actors to openly address protection issues. ProCap officers linked to the UN system but not permanently part of it have a strong standing due to their experience, and sometimes important diplomatic skills can be an important resource in these contexts.

Situations characterized by government sensitivities
- In an increasing number of cases, the protection response involves other actors, such as peacekeeping forces and human rights organizations, sometimes in integrated missions. In these situations, tensions between different organizations emerge frequently. There is a tendency for coordination arrangements to multiply – including one for organizations in the integrated mission and one for those preferring to distance themselves from peacekeeping forces.³⁷ Experienced ProCap officers have already helped to bring clarity to such situations to missions in Afghanistan (UNAMA), Sudan (UNMIS) and Timor Leste (UNMIT) and should continue to do so. Since they are at the same time inside and outside the UN, ProCap officers are uniquely positioned to mediate between different standpoints on integration among NGOs and UN organizations. Furthermore, they could help to bring strategic humanitarian concerns to the attention of multiple-hatted Humanitarian Coordinators. To be able to exercise such a role, the ProCap project would need to increase its engagement with non-humanitarian protection actors like DPKO at the global level. This would allow ProCap to keep up to date on current discussions and to strategically decide how to position itself in relation to other actors.

Protection in integrated mission contexts

37 See, for example, Breidlid, Ingrid Marie and Jon Harald Sande Lie (2011). *Challenges to Protection of Civilians in South Sudan. A Warning from Jonglei State*. Security in Practice 8. Oslo: NUPI, p. 13, or Binder, Andrea, Véronique de Geoffroy, Bonaventure Sokpoh (2010). *Case Study Democratic Republic of Congo, IASC Cluster Approach Evaluation, 2nd phase*. Berlin/Plaisians: GPPi/URD, p. 59-60.

ProCap deployments and training can help to address these needs

79. Deployments of ProCap officers promise to be an appropriate instrument for addressing these priority needs, after effectively having addressed previous gap areas. They have no observable negative effects, bring key strengths to addressing new priority challenges, but sometimes struggle with timing issues:

- Some actors had expressed concerns that the creation of the ProCap project could be counterproductive by reducing the incentives of agencies to build their own protection capacities. While this may have been the case, it has not prevented agencies like UNHCR from significantly increasing their capacities. The project has thus not had any observable negative effect.

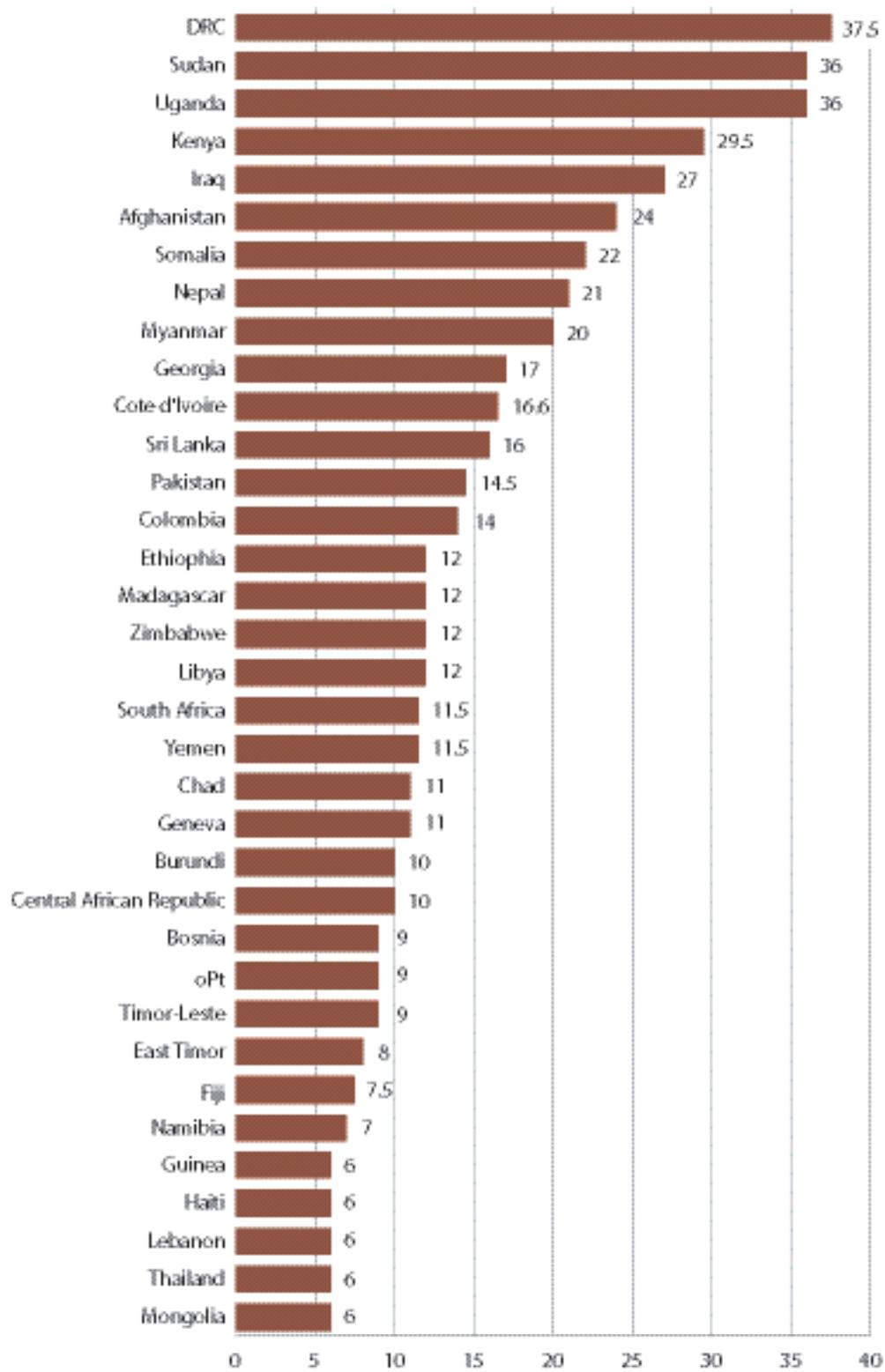
No observable negative effects
- Experiences with deployments of ProCap officers have highlighted some key strengths of these officers: Their strong technical expertise, broad experience across different organizations and emergency contexts, strong standing and reputation and ability to interact with the UN system while not formally being part of it. These strengths are highly relevant to the current priority areas in protection outlined above.

Key strengths remain relevant
- The ProCap expert training was originally designed for members of other surge capacity rosters. Following demand by humanitarian actors, the training events were opened to a few core staff members of Steering Committee organizations and offered in different locations. While training events have continued, they have to date only reached a small number of staff members. Humanitarian actors consulted for this evaluation expressed a much higher demand for this or similar training events.

ProCap training has underutilized potential.
- In the some of the cases analyzed for this evaluation, timing issues reduced the relevance of deployments. This includes cases in which deployments were delayed or in which the context changed significantly between the time of the request and the actual deployment. In Pakistan, for example, a ProCap officer was deployed after the end of the humanitarian phase of the response to the 2010 floods. At that time, protection working group members did not meet that frequently anymore and focused mainly on contingency planning. Most interviewees in Pakistan felt that such senior capacity was not needed during that time. A ProCap officer can make a bigger difference when the level of strategic involvement of the cluster is high. In Zimbabwe, the deployment to the cluster made sense when advocacy with the government was imminent and required high level capacity. The overall distribution of deployment months per country, on the other hand, did not raise any immediate questions (see illustration 6 below).

Timing issues at times reduce the relevance of deployments.

Illustration 6: Total number of ProCap deployment months per country (2005-2011)



2.5 Recommendations for ProCap project

80. Based on the findings presented above, the evaluation team recommends the following:

5. Maintain or slightly expand the ProCap roster

The evidence and arguments presented above provide very strong support for either maintaining the ProCap roster of senior protection officers in its current shape or expanding it slightly – for three reasons. First, deployments have proven effective in enhancing protection capacity in countries in emergencies by strengthening protection coordination, supporting the development of strategies and tools and influencing government policies. Second, humanitarian actors at country- and headquarters-level express universal support and appreciation for the roster. Third, humanitarian actors have identified a range of plausible areas that would benefit from the support of ProCap officers in the future even as the demand for coordination deployment will gradually reduce. On this basis, the evaluation recommends maintaining or only moderately increasing the size of the roster.

Maintain or slightly expand the ProCap roster.

6. Strengthen the focus of deployments on current priority needs for strategic capacity

While almost all major activities of ProCap officers were relevant, some priority needs have shifted over recent years. To remain relevant, the project should ensure that current needs relating to strategic protection capacity receive sufficient attention and that the project's understanding of these gaps remains up to date. This would imply the following:

Refocus deployments on current priority needs:

- ProCap officers should work more often with Humanitarian Coordinators, UN OCHA and members of the humanitarian country team to improve the analysis and understanding of protection concerns arising in the emergency and the humanitarian response to it. The officer should also support these actors in strategically responding to the identified concerns. This could include developing accountability and results frameworks for protection-sensitive response, or supporting the humanitarian country team in handing over protection-related activities to government entities in transition contexts.
- ProCap officers should increase their focus on supporting all humanitarian organizations, including those without an explicit protection mandate, in addressing protection concerns in their programs. This could involve providing protection training events for staff members in country, supporting organizations in developing protection-sensitive approaches to their operations, as well as providing concrete advice on how implementation could

Support analysis, understanding and strategic common response.

Support single-agency mainstreaming deployments if they prove to be effective.

be improved. Since many ProCap officers lack experience in mainstreaming, they should be offered training events on the subject. This could include a joint workshop with GenCap advisers to learn from their experiences.

- The ProCap project should conduct a small, informal assessment of single-agency mainstreaming deployments after their completion. If this kind of deployment proves successful or promising, the project's mandate should be amended to allow for them. However, the project should not approve deployments that aim at filling human resources gaps and/or regular programs of individual agencies.

Support general protection mainstreaming in humanitarian response.
- The ProCap project should prioritize deployments to complex protection situations such as those characterized by strong government sensitivities or integrated mission contexts. With their independent voice, ProCaps could strengthen the humanitarian side of the protection response in integrated mission contexts by making it more strategic. This could, for example, include bringing humanitarian protection concerns to the attention of a multiple-hatted Humanitarian Coordinators.

Prioritize complex protection situations
- The ProCap project should gradually reduce the focus of deployment on coordination as UNHCR keeps building its capacity for coordination. Coordination deployments should focus on sudden-onset emergencies or rapidly deteriorating situations, natural disasters and situations that require strong advocacy with the governments. ProCap officers deployed as coordinators should ensure that coordination is strategic and operational. Deployments should not focus exclusively on coordination, but also include a mainstreaming component. Wherever possible, more junior protection officers should support ProCap officers in their coordination tasks, taking over less demanding tasks and ensuring the ProCap officer has enough time for mainstreaming activities.

Gradually reduce the focus of deployment on coordination.
- The ProCap project should continue to support policy development assignments as they can lead to lasting organizational change and make good use of the strengths of ProCap officers.

Support policy development assignments.
- The ProCap Steering Committee should regularly review and discuss changes in the protection landscape to identify changing priority needs for strategic input and to adjust the strategic priorities of the project accordingly.

Regularly review and adjust the strategic priorities of the project.

7. Reprioritize the training component

In the course of this evaluation, humanitarian actors have articulated a strong demand for protection training events. In-depth training events can be effective in fulfilling the project's mandate, namely to strengthen protection capacity. Currently, few such training events exist. In addition, the ProCap expert training

Reprioritize the training component

sessions offered by standby partners are not sufficient to meet this demand.³⁸ The ProCap project should therefore place renewed emphasis on its training component.

- In practice this would first mean that ProCap officers should act more often as trainers and offer training events to country as well as regional staff. For that, more ProCap officers should be trained as trainers. Furthermore, future ProCap trainings should be fully open to national and international humanitarian staff as well, not only to roster members of standby partners. Offer in-country and regional training

- Second, the ProCap Unit at NRC should ensure that a higher number of ProCap expert training sessions are offered, especially at the country and regional level. Training participants would have to cover the main costs of the training. Once the Global Protection Cluster reintroduces its cluster coordination training next year, NRC and the GPC Support Cell should exchange their mutual training plans to ensure that their efforts are complementary. Finally, the Support Unit should re-assume responsibility for periodically updating the training and maintaining a database of trainers and trainees. Ensure a higher number of training sessions

38 Cf. ProCap (2009). Findings and Recommendations from ProCap's Strategic Review, January-May 2009.

3 Leadership and management factors

81. Following the assessment of the effectiveness, sustainability and relevance of the ProCap and GenCap projects, this chapter analyzes factors that enable or hinder the projects' success. It focuses on factors that can be influenced by the projects' leadership and management, namely their setup, the details of the deployment processes and the composition and quality of their rosters.

3.1 Setup, governance and funding

82. Both projects have complex setups with the involvement of NRC, the support unit hosted by UN OCHA and inter-agency Steering Committees. Despite this complexity, most stakeholders are full of praise for the projects' management and administration. Suggestions for improvements mainly concern the role and functioning of the Steering Committees, strengthened synergies between the two projects and minor adjustments within the Support Unit.

Norwegian Refugee Council (NRC)

83. The NRC acts as the employer for all roster members and handles all administrative issues. Roster members unanimously praised NRC for its effectiveness, flexibility and strong personal and administrative support. In the survey conducted among roster members, NRC achieved the highest ratings of all management and process issues. Among ProCap officers, 94% of respondents rated NRC's efforts as "excellent" and 6% as "good." Among GenCap advisers, 74% thought the support was "excellent" and 22% "good." All interviewees mentioned the support and care provided by NRC as one of the most positive aspects regarding the management and administration of the projects. In addition, several roster members mentioned that the prospect of being employed by NRC was one reason why they chose to join the roster since NRC enjoys an excellent reputation as an employer. Another positive indicator is that no ProCap officer left the roster in 2009 because of the salary cuts and shifts to a roster when the project had to grapple with financial problems. ProCap officers emphasized that NRC's transparent way of dealing with the crisis and the related consultation process added to their trust.

NRC unanimously praised for its effectiveness, flexibility and strong support.

84. Only few critical aspects were uncovered in the course of this evaluation. They include the fact that pay slips do not distinguish between salary and expenses, which is necessary for tax purposes in some countries. Also, being employed by an NGO can be a disincentive for potential roster members who are employed by the United Nations system, because changing employers leads to a loss of retirement entitlements. Furthermore, one GenCap adviser suggested that the salary levels (P4/P5) and scales do not always reflect the performance assessments and level of responsibility.

Minor criticisms related to administration

UN OCHA Support Unit

85. The Support Unit located at UN OCHA has a management function. It facilitates the work of the Steering Committees (including decision making processes regarding deployments), interacts with humanitarian country teams to develop requests and acts as the contact point for all content-related (rather than administration-related) aspects that advisers encounter. The work of the Support Unit is also strongly, though less enthusiastically, appreciated. Of the survey respondents, 63% of ProCap officers and 39% of GenCap advisers judged the Support Unit as “excellent” and 19% and 26% respectively as “good.” Other stakeholders also appreciated the role played by UN OCHA, primarily because it provides the projects with a solid inter-agency anchor and links them to general discussions concerning humanitarian policy and coordination.

Support Unit appreciated

86. In addition, the division of labor between the Support Unit and NRC is clear. Responsibilities are not only clearly defined in a responsibility matrix, but are also clear in practice to all interviewed stakeholders who reported that they always knew whom to contact for what and that they noticed few if any overlaps.

Clear division of labor between Support Unit and NRC

87. Several interviewees noted, however, that the capacities of the Support Unit, which were reduced from 3.5 to 2.5 full-time employment equivalents when the ProCap support function was merged with the GenCap support function, were severely stretched. At the same time, stakeholders deemed almost all of the Support Unit’s activities relevant.

Capacities of the Support Unit are stretched

88. As a result, all stakeholders consulted favored of continuing the current management and administrative arrangements involving NRC and UN OCHA’s Support Unit. When asked explicitly whether they would support a closer institutional association between ProCap and the Global Protection Cluster as well as between GenCap and UN WOMEN, only some actors stated that they would be open to the idea in the future. A clear majority of stakeholders opposes a relocation of the management and administrative function because they are perceived to threaten the inter-agency nature of the projects. In the case of GenCap and UN WOMEN, moreover, many stakeholders fear that a closer association would undermine current efforts to focus GenCap on gender mainstreaming rather than women’s empowerment. In the case of ProCap and the Global Protection Cluster led by UNHCR, stakeholders fear that ProCap would not continue to include the entire breadth of the protection agenda and would lose its inter-agency standing.³⁹

Interviewees in favor of continuing current arrangements with NRC and OCHA

39 For ProCap, this reiterates the finding from the strategic review in 2009 that “UNHCR itself noted that (...) the role of the lead agency may be seen as too significant or visible if the Project were hosted within [the protection cluster working group].”

Steering Committees

89. Each project is led by a Steering Committee that exercises oversight, provides strategic direction and participates in recruitment and deployment decisions. For each GenCap deployment, a member of the Steering Committee is appointed as focal point to ensure deployments run smoothly and problems are addressed – a mechanism that so far does not exist for ProCap. During the early phases of the projects, the Steering Committees played a crucial role in strengthening inter-agency trust and buy-in and in disseminating information about the projects. They are still actively involved in the projects' leadership and management. However, roster members as well as many other interviewees clearly evaluate the Steering Committees more critically than the other elements of the projects' governance. To be specific, 17% of GenCap advisers judged their Steering Committee as "excellent," while 26% said "good," while 26% thought it "could be improved," and 17% thought it was "inadequate." For ProCap, only 6% voted for "excellent;" 38% deemed it "good;" 31% indicated it "could be improved," and 6% thought it was inadequate (with 19% expressing no opinion).

Steering Committees are seen more critically.

90. The main concern expressed about Steering Committees is the decline in their level of commitment and engagement, especially in the case of the ProCap Steering Committee. This decline is evident in several areas:

- Participation in Steering Committee meetings has been fluctuating over the last year, especially in the case of the ProCap Steering Committee.
- Even though Steering Committee members are making efforts to disseminate information about the projects to their country offices, they are not very successful in doing so. None of the country stakeholders interviewed stated that he or she was informed about the projects by their headquarters. As a result, requests for deployments have not been forthcoming from all emergencies in which deployments could have made an important contribution to the humanitarian response.
- Roster members have also reported that the Steering Committees are not very active in addressing problems that occur during deployments. For example, a GenCap adviser asked three different Steering Committee members for their support to address an institutional problem, but received none.

Participation levels fluctuate.

Efforts to disseminate project information have not been successful.

Not enough trouble-shooting

91. There are at least four reasons for this reduced – and in the eyes of many insufficient – level of commitment. First, committee members have to deal with a high workload. While all confirmed that participation in the Steering Committee was included in their work plans, some stated that the required engagement exceeded the percentage of their work time allocated for this task. (Some members had up to 10%, while others could only spend a smaller share of their time.) Second, several members emphasized that meetings were often called at short notice, which made it impossible for them to attend. Third, in the case of ProCap, several member

organizations changed the individuals representing them in the committee at the same time, resulting in a lower personal commitment to the project among Steering Committee members. Fourth, in the case of GenCap, most members saw the committee dominated by UN OCHA, reducing their incentives to participate actively.

92. Finally, and importantly, the underlying reason for the current lack of commitment of Steering Committee members lies in the fact that they derive only limited value from their participation:

- Steering Committees were initially created to increase trust between different agencies affected by the projects. Over the years, this trust has grown. Participation in the committees is therefore seen as less relevant.
- Many members emphasized that they derived the greatest value from meetings focusing on content discussions about protection and gender, and when they were informed about activities and operational conditions in countries of deployment. Steering Committees spend most of their time on operational issues and have little time for content and strategic discussions. The close involvement in deciding on each deployment was not originally intended for the ProCap project when the governance structure was set up. The founding document only foresaw a “limited number of operational functions” and suggested that the Steering Committee would only decide on individual deployments during the pilot phase.⁴⁰
- An important part of the Steering Committees’ time is spent evaluating individual deployment requests and selecting candidates for deployments. Most committee members felt that the Support Unit was competent and trusted it enough to take these decisions largely autonomously, as long as the Steering Committees remained involved in defining criteria for deployments and were exercising oversight.

Commitment reduced as committee members derive limited value from participation:

Less need to build trust

Little content and strategic discussion

Support Unit was trusted to take deployment decisions largely autonomously

93. Aside from the commitment and engagement issue, several stakeholders found the current composition of the ProCap Steering Committee to be inadequate (see boxes below). They emphasized that a stronger representation of non-protection mandated agencies was important to strengthen the protection mainstreaming mandate of the project.

Current composition of the ProCap Steering Committee deemed inadequate.

40 OCHA Inter-Agency Internal Displacement Division (2005). A proposal to increase international capacity for protection (ProCap) – A pilot project. Geneva: OCHA.

GenCap Steering Committee

- UN OCHA
- FAO
- UNDP
- UNFPA
- UNHCR
- UNICEF
- UN WOMEN
- WHO
- NRC (observer)
- Support Unit (observer)
- WFP (observer)
- UNMAS (observer)

ProCap Steering Committee

- UN OCHA
- UNHCR
- UNICEF
- OHCHR
- Global Protection Cluster
- ICVA
- NRC (observer)
- Support Unit (observer)

Partnership with donors and funding

94. ProCap and GenCap have managed to establish an open and trusted relationship with donors that goes beyond financial support. Both sides appreciate that donors engage in content discussions on protection and gender, for example during debriefings among advisers. While GenCap enjoyed relatively stable financial support over the years, ProCap experienced an marked funding shortfall in 2008.

Trusted partnership with donors

95. Nine government donors provided funding to ProCap in seven years (illustration 7 below). As shown in illustration 6, ProCap had to cut back spending in 2008-09 because it did not manage to secure funding from the UK and Sweden in 2008. The project managed to absorb this external shock without threatening its core. It did so by transforming most permanent contracts into flexible, deployment-dependent contracts, which implied salary cuts for ProCap officers of around 30%. Moreover, the secretariat was restructured to reduce costs, and management costs have since then been included in UN OCHA's core budget.

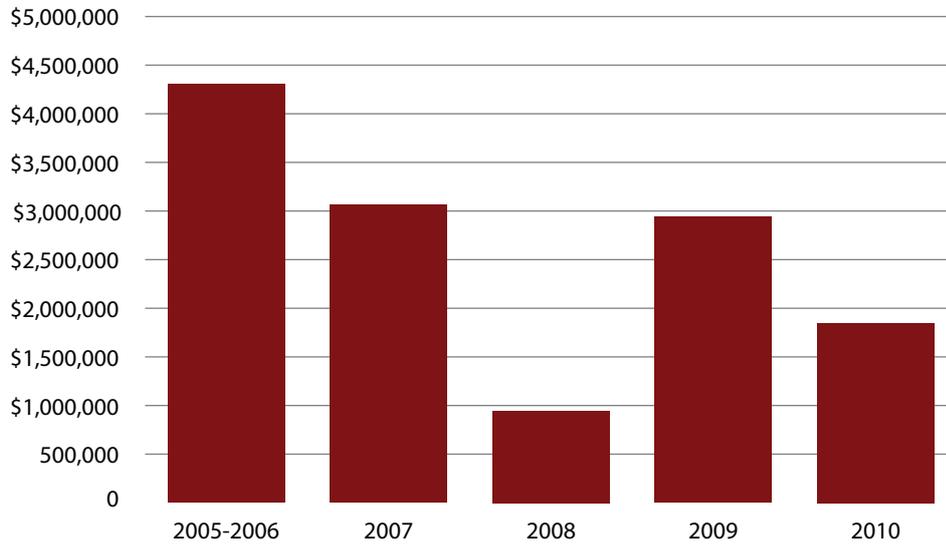
ProCap funding

96. On the other hand, financial support for GenCap has grown over the years. With 71% of total funding, Norway provided most of the project's budget. Five other government donors, UN Action and the humanitarian country team in South Sudan provided the remaining 29%.

GenCap funding

Illustration 7: Total donor contributions per year

Total annual donor contributions (ProCap)



Total annual donor contributions (GenCap)

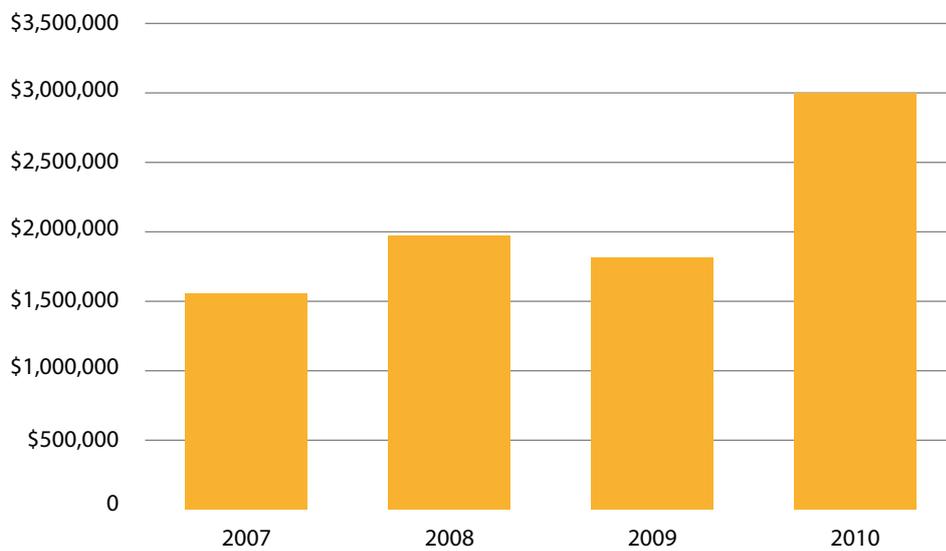
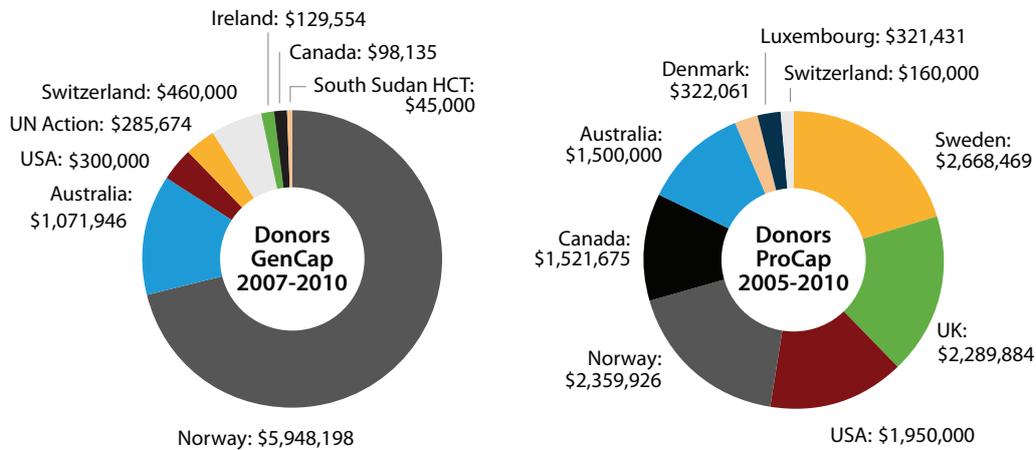


Illustration 8: Total contributions per donor



97. To date, donor support has been relatively unpredictable as commitments have been provided on a year-to-year basis. Combined with the fact that the projects were initially intended to be only interim measures, this has reduced the planning horizon of the projects. As discussed in greater detail below (chapter 3.3), projects as a result place very little emphasis on staff development and training for roster members.

Short planning horizon

98. The short-term nature of funding is also related to an unwritten rule of thumb: Fully financed deployments are usually only granted for up to 12 months. To extend deployments further, the country team in South Sudan has agreed to a cost-sharing arrangement for subsequent extensions. On the one hand, this has eased the financial situation of the projects and has functioned as a powerful signal for the ownership of humanitarian country teams over deployments. At the same time, other country teams and project management emphasized how administratively complicated such cost-sharing arrangements can be.

Cost-sharing for extensions

99. Aside from funding, donors are currently involved in the projects through their participation in debriefings and technical workshops. Donors appreciate these opportunities for learning about protection and gender-related issues, as well as different country operations. Most stakeholders deem this level of donor engagement appropriate. However, some suggested that donors could do more to enhance the relevance of the advisers' work. This could happen, for example, if donors linked their own funding processes and gender policies more closely to the instrument now promoted by GenCap advisers, the Gender Marker. Several ProCap officers felt that their activities as Protection Cluster coordinators were more meaningful if and when the cluster system is linked to country-level pooled funds.

Other forms of donor involvement

3.2 Request and deployment process

100. ProCap officers and GenCap advisers are deployed to countries in emergency upon request from the humanitarian country team. Requests include a description of the tasks of the adviser. They are typically developed by the prospective hosting agency in consultation with the country team and need to be approved and signed by the Humanitarian Coordinator. Facilitated by the Support Unit, the Steering Committees then process requests and, if approved, select a candidate for deployment. Requests for deployment extensions go through a similar process.

101. Once a candidate has been selected for deployment, he or she usually receives a pre-briefing with different relevant agencies in Geneva. During his or her stay in country, he or she is in most cases placed in and supervised by the host agency. At the end of the deployment, ProCap officers offer debriefings to interested stakeholders in Geneva.

102. The current request and deployment processes have allowed the projects to function reasonably well. They have also often resulted in deployment delays and led to global allocation patterns of GenCap resources in particular that do not reflect the relative severity and acuteness of different emergencies. Stakeholders have therefore identified significant areas of improvement concerning the request and deployment processes. The following issues in this regard have been highlighted:

Delays, ownership and transparency issues

103. The current involvement of humanitarian stakeholders in country can create significant delays for deployments. At the same time, this involvement often fails to create sufficient ownership and buy in:

- Many stakeholders reported that the process for drafting a request, negotiating the proposed terms of reference and extending a deployment can take a lot of time. But in the country cases analyzed for this evaluation, only few stakeholders were actively involved in the request process. Many agencies other than the host agency and the Humanitarian Coordinator were not aware of the deployment and only learned about it once the adviser arrived in country. While the consultation process thus caused delays, it did not create as much awareness and ownership of the projects as hoped. Moreover, several advisers reported that the terms of reference included in the deployment request had little practical relevance for their work.⁴¹ Instead, discussions with relevant stakeholders after arriving in country were key for adapting and refining the terms of reference.

Consultation process in country delays deployment without creating ownership

41 Cf., also, ProCap (2009). Review of ProCap end of mission reports for 2008–09, p.1.

- Another cause for delay was the perceived lack of transparency and inclusiveness of the decision making process for deployments. Many agencies reported that they had had negative previous experiences with surge capacity deployments, including in some cases GenCap deployments. Host agencies were often reluctant to accept advisers selected without the direct involvement of the country office in question and therefore delayed the process. In Sudan, the country team conducted additional background checks on the proposed GenCap deployment once the name of the proposed individual was communicated to them. In Zimbabwe, the country team resented that the name of the proposed adviser was not communicated to them early enough. This finding also implies that the involvement of Steering Committee members in the selection of candidates for deployments at the global level does not achieve its objective of creating broad trust in the decisions.

Lack of trust in staffing decisions at the country level
- ProCap officers and GenCap advisers also noted that deployment decisions were not transparent to them. Many felt that their input and advice regarding deployment decisions for countries to which they had recently been deployed was not solicited and not heard. Advisers are often not aware of planned new deployments. Where they offered inputs, they were often not used. One GenCap adviser, for example, recommended cutting her own deployment short because the country already had a strong gender capacity. Instead, the deployment was extended and followed by another deployment. In another case, a ProCap officer advised against another deployment to a regional office because related country offices were not on board. The deployment was approved nevertheless and encountered the same problems.

Deployment decisions are not transparent for advisers.

Global allocation priorities for GenCap

104. As discussed in section 1.3, the current request and decision making mechanisms led to questionable global-allocation patterns of GenCap resources because they do not necessarily reflect the severity and acuteness of emergencies. There are two main reasons for this skewed allocation of project resources:

- The GenCap Steering Committee decided in 2009 to prioritize countries with a red alert in the IASC Early Warning Early Action Report and new emergencies. In practice, that means that the Support Unit liaises with relevant humanitarian country teams to solicit requests. In 2011, seven out of 11 “red alert” countries had a GenCap adviser deployment. While this represents a step in the right direction, it is only one criterion. The level of existing capacity in country would be a second important criterion. For most deployments, however, the Steering Committee examines whether requests are plausible and within the mandate of the project, not whether they reflect global emergency priorities. Several members acknowledge the need for defining more objective criteria.

No clear criteria for prioritizing deployment requests

- This is mainly due to the low number of requests. While, for instance, the projects are often not able to fill requests for French-speaking advisers, they were able to accommodate most requests for GenCap. Low number of requests

Low number of requests

Pre-deployment briefings and de-briefings

105. Many advisers emphasized that the pre-deployment briefings in Geneva were very useful to them to better understand the background to their deployment. However, pre-deployment briefings are not arranged for all advisers, and not all relevant agencies participate actively in the briefings. ProCap officers also offer individual de-briefings after their return from assignments. Agencies, donors and ProCap officers appreciated these de-briefings because they provide an opportunity to reflect on deployments and provide headquarters staff with insights into developments and challenges on the ground. Since de-briefings are scheduled ad hoc and not linked to any relevant protection meetings, attendance at the de-briefings varies. Nevertheless, such debriefings could also potentially benefit GenCap advisers.

Briefings and debriefings are valuable but attendance varies.

GenCap M&E tool

106. Since its inception, the GenCap project tracks the effects, coherence and relevance of its activities with a tailor-made Monitoring and Evaluation (M&E) tool. The tool enjoys a mixed reputation. On the one hand, it fulfills an important role as it allows for a continuous evaluation of the project's strategic direction. All advisers recognize the importance of monitoring and evaluation. A small group of them appreciate the M&E tool as an opportunity to regularly reflect on their work in a structured way. Results derived from the M&E tool also allow the project management to demonstrate the results of the project as a whole, as opposed to the results of individual deployments. The Support Unit used the results to inform the strategic direction of the project. For example, it prolonged deployments after the M&E report found that the effects on programming and institutionalization of the tool are highest after seven to nine months of deployment.⁴²

M&E tool does not reflect diversity of GenCap activities.

Still, many advisers are reluctant to complete the M&E tool as required. This is not merely a result of their lack of time. Rather, it reflects their assessment that the current M&E tool does not allow them to report the diversity of tasks and effects they cover. The tool is based on the initial terms of reference of the GenCap project, which focus on working with clusters and using the IASC Gender Handbook. These terms of reference have become outdated and do not include, for example,

42 GenCap (2010). Status Report #3: Results from the GenCap Monitoring and Evaluation Project. Geneva: OCHA.

work with individual humanitarian agencies or national NGOs. A majority of roster members therefore expressed their preference for the narrative reports that are more flexible as a reporting instrument. Some of them rely on alternative tools to track their performance, such as repeated versions of the Gender Scan.

Host organizations

107. During their deployments, advisers are hosted by an agency. Over time, host organizations have diversified for both projects, though UNHCR remains the dominant host for ProCap officers, and UNFPA and UN OCHA most frequently act as hosts for GenCap advisers (see illustration 8). Many advisers appreciated the level of support they received from their host agencies, but many others found their effectiveness seriously hampered by the lack of it. In the survey, lack of support by the host organization was quoted as a major constraint in 24% of reviewed ProCap deployments and 17% of reviewed GenCap deployments. Among others, advisers reported the following problems:

Lack of support by host organization is a major constraint.

- Advisers – GenCap advisers in particular – often had no operational budgets for covering expenses such as supplies, meeting rooms or transportation. Host organizations, which are responsible for providing this support, often did not live up to their obligation.
- Advisers had difficulties arranging for transport or meeting facilities and sometimes even getting access to a functioning work station.
- Advisers were caught in the middle of political disputes between various factions within their host organization.
- Agencies did not know how to deal with inter-agency surge capacity deployments.
- Host and reporting arrangements were unclear. In the case of Zimbabwe, the GenCap adviser is now formally hosted by UNFPA and reports to UN OCHA. At the beginning of the deployment, these arrangements had not been clear.
- Since advisers are hosted by UN organizations, they have to comply with UN security rules. For several deployments, this severely restricted the mobility and level of access of the adviser and thereby limited the effectiveness of his or her activities.

108. According to advisers and other stakeholders, specific advantages and issues tended to occur in different host organizations:

- UNHCR was often seen as a good host organization for ProCap officers. However, several officers felt that UNHCR's understanding of protection was too limited, focusing on refugees and, in the second instance, on IDPs. In Iraq, for example, the strong focus of operations on refugees was highlighted as a problem.

Individual host organizations:
UNHCR
- For deployments to UNICEF, ProCap officers several times mentioned an issue relating to the reporting arrangements and highlighted that reporting to the head of protection instead of the agency representative or deputy representative limited the influence and scope for maneuver of the officer. UNICEF only hosted two GenCap deployments but was appreciated as a host. Since UNICEF usually leads a high number of clusters, the adviser had easy access to a large number of sectors.

UNICEF
- For GenCap, many advisers saw deployments to UNFPA critically because deployments had the tendency to focus on gender based violence rather than gender mainstreaming. Similarly, deployments to UN WOMEN are seen skeptically, as this can have a tendency to blur the issues of gender mainstreaming and women's empowerment. Moreover, several stakeholders noted that both organizations are seen as having a low capacity for implementation in the field and that this reputation limits the effectiveness of GenCap advisers deployed to them.

UNFPA and UN WOMEN
- By contrast, many considered UN OCHA as an appropriate host for advisers, especially when they pursue a mainstreaming mandate. As part of the UN Secretariat, however, UN OCHA faces special restrictions concerning the use of gratis personnel. The Support Unit therefore needs to ensure that all GenCap and ProCap deployments to UN OCHA conform to all process and reporting requirements for gratis personnel.

UN OCHA

3.3 Roster composition

109. The most important asset of any surge capacity mechanism is the people it can deploy. The GenCap and ProCap projects differ from many other surge capacity mechanisms in that they maintain very small, carefully selected rosters of comparatively high-level staff (P4 or P5 within the United Nations system). Currently, ProCap has 28 active members, of which 15 are available for deployment. Of the current roster members, 21 are women and seven are men. GenCap is slightly larger, with 41 active members: 36 women and five men. Thirty two roster members are available for deployment at the moment or in the near future.

Current roster composition

110. Overall, other stakeholders appreciate the seniority, experience, skills and capacities of roster members. They rate the technical capacities of ProCap and GenCap advisers highly. By contrast, they have in several instances identified shortcomings regarding soft skills.⁴³ A weakness is the lack of systematic or continuous training for roster members. Another is the lack of a systematic performance appraisal and follow-up system. In addition, the rosters lack diversity (especially ProCap), while the lack of predictability and employment has contributed to high turnover (in the case of GenCap) and a relatively large share of the roster members not being available for deployments (especially for ProCap).

Technical and soft skills

111. Both ProCap officers and GenCap advisers were generally praised for their broad experiences and technical skills. In the surveys, external stakeholders identified missing technical skills as a serious constraint in only three of 75 assessments of GenCap and five of 93 assessments of ProCap deployments. Similarly, GenCap advisers pointed to skill problems in only one case, ProCap officers in three cases. Many interviewees emphasized that the broad experiences of advisers in different country contexts and with different (UN and non-UN) organizations added much value to deployments. They allowed for cross-organizational learning and enabled advisers to create links between different organizational cultures. An independent NGO background, moreover, enabled advisers to address sensitive issues more openly. Those advisers who lacked prior experience in working for the UN often faced constraints in familiarizing themselves with UN work processes.

Advisers have strong technical skills and experience.

112. It also emerged in interviews that the technical requirements for ProCap officers vary widely between different deployments, depending for instance on whether the deployment focuses on child protection, IDP and return issues or the general protection response. Several stakeholders said that the technical skills of ProCap officers could be further specialized, including strengthened expertise on child protection. For GenCap, many interviewees suggested that greater experience in one or more sectors of humanitarian response would be necessary to better translate general gender knowledge to concrete changes in humanitarian practice.

113. For most deployments, soft skills such as communication, facilitation and interpersonal skills were described as at least equally important as technical skills. Interviewees raised several issues in this respect, though their assessment varies not only between individual advisers but sometimes also in their assessment of the same adviser:⁴⁴

In some cases, problems regarding soft skills were reported.

43 It should be noted that NRC has already changed the recruitment process to improve that. It now focuses on selected competencies to a much larger degree than earlier through tests and job simulations.

44 Reviewing the skills of individual advisers was beyond the scope of this evaluation. Despite their request, the evaluation team was also not granted access to individual performance reviews of employees, making a systematic assessment of skills and capacities impossible.

- Several interviewees criticized that deployed ProCap officers and GenCap advisers lacked a sufficient understanding of the local culture.
- Some GenCap advisers were repeatedly criticized for a finger-pointing “teacher” attitude, which focused on criticizing other organizations for their lack of gender sensitivity rather than constructively working with them to improve practices. Other observers also highlighted that GenCap advisers needed to be assertive to get their message across.
- Several observers also noted that still too many GenCap advisers were pursuing a feminist agenda that emphasizes women’s empowerment over gender mainstreaming, despite important efforts and advances made by the Steering Committee and Support Unit in this respect.
- GenCap advisers were also at times criticized for lacking facilitation skills, and for using very traditional, non-interactive training methods.
- For ProCap officers, several interviewees noted that the “status-oriented attitude” of some officers was counter-productive, especially when they served as cluster coordinators. When officers highlighted their relative seniority within the UN system, more junior staff members felt reluctant to approach them. They emphasized that being more humble and focusing more on building relationships with other cluster members and respecting the local coordination culture would make coordination more effective.

Selection process and performance appraisal

114. The assessment of the skills and capacities of roster members indicates that the mechanisms for ensuring the right people are sent to the right places work in most cases for technical skills but not always for soft skills. Mechanisms include:

- **Selection process for joining the roster.** All interviewees involved in selecting new roster members described the screening process as highly professional and rigorous. They had no suggestions for how to improve the current process. However, several stakeholders commented that the Steering Committees were not restrictive enough in using the results of the screening process. Especially in the case of GenCap, they emphasized that the quality of candidates needed higher priority over their quantity and the resulting size of the roster.⁴⁵

Selection process professional and rigorous

⁴⁵ This mirrors the findings of a comprehensive study on surge rosters, which concludes that “building an effective surge capacity is not just about augmenting staff numbers, but it’s about staff quality and the utilization of competency frameworks and staff development plans” Houghton, Rachel (2007). Surge capacity in the humanitarian relief and development sector - A review of surge capacity and surge capacity mechanisms within international NGOs. People in Aid, p. 73.

- **Performance appraisals.** Formally, the performance of ProCap officers and GenCap advisers is assessed by their host organizations in country. The appraisal is communicated to NRC, the formal employer of the advisers. While the evaluation team had no access to these appraisals, some host organizations commented that they were reluctant to provide feedback in writing, suggesting that appraisals were not always formally submitted or did not contain all substantial elements of the assessment. More importantly, there currently is no systematic process in place for following up on these appraisals.⁴⁶

No systematic follow up to performance appraisals

Staff development and training

115. Currently, the projects have no systematic staff development or training plans. New members of the GenCap roster – but not of the ProCap roster – typically receive a two-day introduction course. Beyond that, roster members can identify and attend training events on their own initiative, but they are usually not supported in this respect by the projects' management and administration. Both projects organize technical workshops for their roster members. These are highly appreciated as venues to exchange experiences with colleagues and strengthen contacts between roster members, but they are seen as not focused or specific enough to have a training effect. Similarly, the field practice summaries and good practice examples initially collected by GenCap advisers were highly appreciated.

No systematic staff development plans exist.

116. Roster members have identified the lack of training as the most significant shortcoming of the projects' management and administration. In the survey, 48% of GenCap advisers and one third of ProCap officers either found training "inadequate" or thought it "could be improved." In interviews, they argued that technical excellence and strong soft skills were the basis for their success and needed continuous updating or improvement. Research also suggests that skills development is essential for retaining qualified staff.⁴⁷

Roster members see this as a significant shortcoming.

117. Interviewees also saw training events as a major unused potential for synergies between the two projects. On the one hand, most interviewees considered it a necessity to train protection officers in gender issues and, vice-versa, gender advisers in protection. On the other hand, both projects aim to mainstream important issues into humanitarian response. Since both struggle with finding effective ways for mainstreaming, but GenCap advisers have significantly more practical experience doing so, there is an important potential for mutual learning.

Potential for synergies in training remains unused.

46 Yet, Houghton (2007: 65) supports that regular appraisals are an essential factor for good surge capacity management.

47 Cf. Houghton (2007: 34)

118. Next to the cost implications of a systematic approach to staff development and training, the evaluation team uncovered two dominant reasons why training has been neglected to date:

- First, roster members are selected for their technical excellence and strong skills. There is therefore an assumption that roster members already possess all necessary skills and capacities and need no additional training. Yet as one roster member put it: “Even if you buy a Mercedes Benz, it will need continuous maintenance. Otherwise it will break.”
- Second, adequate consideration for staff development and training issues requires a longer term perspective, but both projects have a short term orientation due to their original conceptualization as temporary gap-filling measures, and due to their dependence on year-to-year funding commitments.

Diversity and language skills

119. Different stakeholders have reported issues relating to the cultural background of ProCap officers and GenCap advisers. The projects have long faced difficulties filling requests for French- and Arabic speakers. In addition, stakeholders on the ground have in several cases criticized the lack of cultural understanding and context-specific knowledge of advisers. This criticism reflects the fact that both projects initially recruited mainly individuals with a European or North American background. Since the composition of the ProCap roster has changed little over time, this is still the case for ProCap, which currently has no non-Western member. Both projects have made major efforts to diversify their rosters, but only GenCap has been successful: Active GenCap roster members now include 20 Europeans, North Americans or Australians, eight Africans, three Asians and one Latin American. The project also made a concerted effort to include more male gender advisers, yet so far with limited success.

Diversity and language skills remain an issue for both rosters.

Availability, turnover and contractual modalities

120. Maintaining an active and high quality roster for deployments to emergency situations is a major challenge. Especially ProCap, but to a lesser degree also GenCap, has been rather successful in creating stable rosters. Over the seven years of its existence, ProCap has lost only five members and GenCap 13 members in five years. For ProCap, this stability contributes to the excellent reputation of the project as many stakeholders consider most ProCap officers as “known and trusted entities.” This clearly sets the ProCap project apart from other surge capacity mechanisms, which often face concerns over quality and trust. Three factors explain the difference between the two projects regarding turnover:

ProCap roster more stable than GenCap roster

- ProCap roster members tend to be older than GenCap advisers. They highly value the opportunity to work on protection issues at a high level without having to assume management responsibilities. Many also value the flexibility of the project, which enables them to spend part of their time on deployments and part on other activities at home.
- Most ProCap officers are content with the flexible contracts on which they have been put following the project's financial crisis in 2009. On the downside, many of them are not available for deployments during parts of the year.
- GenCap advisers are often at an earlier stage in their career. Compared to the ProCap project, few GenCap advisers are part of the "core team" and therefore on a continuous contract (currently only one). While they also value the flexibility of the arrangements, they voice much stronger concerns regarding their administrative implications. Some potential candidates for the roster emphasized that flexible contracts were not an acceptable option for them because they would not have any health insurance between deployments. Current roster members also expressed their desire for more career predictability beyond the next deployment in the survey.

3.4 Recommendations for leadership and management

121. Overall, most aspects of the projects' leadership, management and administration proved functional. The evaluation team's recommendations therefore mainly address details of these processes. More significant changes are suggested regarding the capacity of the Support Unit, the role of the Steering Committees, the decision making processes for deployments, the improvement of hosting arrangements in country, as well as enhanced quality control and staff development for roster members.

8. Maintain the current institutional setup for management and administration

- The current management and administration of the project should remain with NRC and OCHA. This arrangement allows for combining swift administrative structures based on decades of roster experience at NRC with a solid inter-agency basis through OCHA. To further improve general project management and linkages to other institutions, the evaluation recommends:
- Donors and the project's leadership should agree to increase the staff capacity of UN OCHA's Support Unit. The capacities of the Support Unit are already stretched. In other sections, this evaluation recommends adding to the responsibilities of the Support Unit by giving it more authority for

Maintain current institutional setup

Increase capacity and efficiency

individual deployment decisions. The Support Unit should therefore be equipped with additional staff capacity, for example an additional 50% mid-level position. At the same time, the Steering Committees, Support Unit and NRC should rediscuss their division of labor with the aim of identifying and remedying inefficiencies, for instance by streamlining communications to the field. This discussion could take place when the projects' leadership and management agree on a management response plan.

- Donors should shift to multiyear funding. The findings presented above suggest that the projects will remain relevant at least in the medium-term future. Donors could contribute to increased project stability and predictability by providing multiyear instead of single year funding commitments. A longer planning horizon would allow for arranging deployments in a more predictable way and investing in the career development and training of roster members. Some donors are already moving in that direction. GenCap, for instance, secured three-year funding from Sweden in 2011. Donors should also link their activities decisions more closely to the advisers' work, for example by taking Gender Marker scores into account when making funding decisions.

Shift to multi-year funding
- The ProCap project should strengthen its linkages with the Global Protection Cluster. ProCap officers should continue to contribute their experience to Global Protection Cluster processes through short-term assignments, potentially including assignments to the envisaged helpdesk (pending the final results of the visioning process).⁴⁸ In addition, ProCap and the Global Protection Cluster should align their calendars, and time ProCap debriefings to coincide with important protection meetings in Geneva. Furthermore, ProCap should become a regular item on the meeting agenda of the Global Protection Cluster. ProCap could brief cluster members on the recommendations in ProCap end-of-mission reports and their follow up, and use the meetings to call for new requests for deployments. In addition, efforts by the ProCap project to strengthen its protection mainstreaming activities, as well as reflections concerning protection in the context of integrated missions should be closely coordinated with the ongoing efforts of the Global Protection Cluster in these areas.

Strengthen linkages between ProCap project and Global Protection Cluster.
- The Inter-Agency Standing Committee should convene global level discussions to further clarify institutional responsibilities for gender in humanitarian action between UN WOMEN, UNFPA, OCHA, GenCap and other IASC partners. In addition, the GenCap Steering Committee should hold discussions on how GenCap advisers should best cooperate with UNFPA and UN WOMEN at the country level.

Encourage clarification of institutional responsibilities for gender

48 At the time of completion of this report, the results from the Visioning Process in the Global Protection cluster were not yet finalized.

9. Give Steering Committees a more strategic role and broaden their membership

The GenCap and ProCap projects have matured. Both are now accepted as an inter-agency resource. The management and administration units have gained considerable experience with the projects. This enables the Steering Committees to assume a more strategic, less operational role. This involves the following changes:

Give Steering Committees a more strategic role.

- The Steering Committees should focus on defining the strategic directions and parameters for the projects and on exercising oversight. This would include using the Steering Committees to define strategic priorities for the projects and endorse their strategies and workplans, as well as to act as a forum for linking the projects actively to current developments in protection and gender practice and debate. In turn, Steering Committees should stop involvement in individual deployment decisions. These decisions should be taken largely autonomously by the Support Unit in consultation with NRC and a country level representative of the host organization. Both Steering Committees should define their roles and responsibilities in new terms of reference. The strategic reorientation of the Steering Committees' role would imply that meetings can be held less frequently, for instance on a quarterly basis. At the same time, the changed role needs to be reflected in adequate seniority of Steering Committee members.
- Steering Committee members should strengthen their practical support to the projects in areas where they are uniquely placed to provide this support. They should further increase their efforts to disseminate information about the projects and upcoming deployments to their country teams. This should include efforts to encourage requests from priority countries. Steering Committee members should also help to facilitate pre-deployment briefings for ProCap as well as GenCap and public as well as bilateral debriefings with all relevant agencies. In addition, upon request of advisers, Steering Committee members should help to address problems arising in individual deployments that relate to their agencies.
- For UN OCHA, this would mean ensuring that the projects are known and linked to Humanitarian Coordinators and other relevant units within UN OCHA, such as the Humanitarian Leadership Strengthening Unit. To achieve this, UN OCHA could organize a short training on protection and gender at the next Humanitarian Coordinators' retreat. Since previous attempts to include protection and gender in the agenda of the retreat, the Support Unit should request the support of Steering Committee members, including donors, for this effort. Steering Committee members should also ensure that the accountability framework currently being developed by the Inter-Agency Standing Committee includes the clear responsibility and accountability of Humanitarian Coordinators to ensure gender and protection issues are adequately reflected in humanitarian response.

Focus on strategy and oversight.

Increase practical support.

Strengthen links to Humanitarian Coordinators.

- Finally, Steering Committees should adapt their membership to reflect their new role, create stronger links with the overall protection and gender architecture and, in the case of ProCap, reflect the increased focus on protection mainstreaming. The ProCap Steering Committee should invite potential partners for protection mainstreaming such as WFP and FAO, as well as international NGOs involved in protection (for example IRC, Oxfam and Save the Children). The GenCap Steering Committee should invite a representative from the Gender-Based Violence Area of Responsibility in the Global Protection Cluster.

Expand Steering Committee membership.

10. Strengthen the request and decision making processes for deployments

The processes for requesting deployments and deciding on these requests should better reflect global priorities and become more transparent and leaner, yet also more inclusive of country-level representatives. Specifically, the following changes should be implemented:

Strengthen request and decision processes by:

- The Steering Committees should define sets of criteria for deployments on the basis of which the Support Unit will take decisions. These criteria could include the severity and acuteness of emergencies; the acuteness of the need for additional senior gender and protection capacity; the commitment of host agencies to provide logistical support and a small operational budget; buy-in from the Humanitarian Coordinator and the Humanitarian Country Team; terms of reference that are in line with the mandate; and a clear indication on how sustainability will be addressed. Since gender issues are relevant in every emergency, whereas the level of protection issues varies from emergency to emergency, the GenCap Steering Committee should in addition determine an annual priority list of around 10 to 15 countries for deployments based on the severity and acuteness of emergencies (following for example the IASC Early Warning, Early Action report). For these countries, the Support Unit in cooperation with the Steering Committee should proactively propose deployments to Humanitarian Coordinators and country teams. Both Steering Committees should also consider an automatic trigger for deployments to medium- or large-scale sudden-onset or rapidly intensifying crises (for example to emergencies that are classified as level 3 by the Inter-Agency Standing Committee or where the cluster system is activated). These deployments would be based on generic terms of reference and would require standing agreements with host organizations.
- The Support Unit should make individual deployment decisions. It should approve or reject deployment requests, negotiate terms of reference with the prospective host organization and Humanitarian Coordinator and, in consultation with NRC, propose individual candidates for deployments. The Support Unit should discuss the candidate's qualifications with a country-level representative of the host organization and consult with roster members

Define priorities and clear criteria for deployments.

Authorize the Support Unit to decide on individual deployments.

previously deployed to the requesting country regarding the relevance of the terms of reference and the context of the proposed deployment.

- The Support Unit should then transparently communicate the decision as well as the reasons for it to the Steering Committees and roster members. As part of their oversight function, Steering Committees should review deployment decisions on an annual basis and suggest amendments to the criteria used as the basis for decisions. Transparently communicate decisions.
- To increase the currently low number of requests, especially for ProCap, the Steering Committees and the Support Unit should communicate potential activities and new focus areas of ProCap officers and GenCap advisers to country teams. The Support Unit should increase its efforts to reach out to Humanitarian Coordinators, OCHA country offices and other humanitarian actors. To do so, it should place information about strategic priorities and potential activities on core humanitarian information websites, such as reliefweb, oneresponse, cluster websites, the websites of humanitarian country teams, as well as in key reference publications such as Forced Migration Review. The Global Protection Cluster should be encouraged to help identify country teams that require strategic advice on protection, potentially also through the planned helpdesk. The Support Unit should also consider sending out a standard information pack on GenCap and ProCap to all country teams every six to 12 months to ensure that country staff knows about the projects despite high staff turnover. Finally, the Support Unit should simplify request forms for ProCap by making it optional to provide background information about the operational and country context. Actively communicate new focus areas and potential activities.

11. Improve hosting arrangements

Since the lack of support by host agencies in country turned out to be one of the major constraints for the effectiveness of deployments, the evaluation team recommends the following steps to improve hosting arrangements:

- The projects' management should place more emphasis on ensuring that host organizations provide the necessary logistical and administrative support to deployments. It could request host agencies or country teams to set aside a small operational budget of around \$5,000 to \$10,000 (US) to cover expenses for training events or travel. Improve hosting arrangements by:
Ensure logistical, financial and administrative support.
- Host agencies should create clear reporting lines for the advisers. Advisers should report to the host agency's representative, deputy representative or the Humanitarian Coordinator. When possible, other arrangements involving advisers reporting to one agency but being hosted by another should be avoided. Enforcing clear reporting lines.

12. Strengthen the capacities of roster members

The continued success and relevance of the ProCap and GenCap projects stands or falls with the quality of their roster members. The project's leadership, management and administration should further increase their efforts to ensure that the right kind and mix of people are selected for the rosters, and that the capacities and skills of roster members are continuously monitored and strengthened. The following changes would support these efforts:

Further strengthen the capacities of advisers:

- The project's leadership and management should aim to consolidate the GenCap roster. The Steering Committee should prioritize quality over quantity and restrict the number of new roster members that it accepts. At the same time, current roster members should be given greater incentives to remain on the roster longer. Expanding the core team from one to around three or four roster members would be an important step in this direction. Core team members could among others, be on standby for deployments to sudden-onset emergencies and offer mentoring and backstopping to other roster members when not deployed. Others appreciated the flexibility, but emphasized that ongoing health insurance was an important incentive.
- The ProCap roster has long benefited from its stability. But it lacks diversity. NRC, the Support Unit and the Steering Committee should focus on increasing the diversity of the ProCap roster. To recruit more senior protection officers with a non-Western background, the project should among others reach out in a targeted personal way to potential roster members. It should also advertise open roster positions more actively through regional research institutions, universities offering executive education programs for humanitarian professionals from developing countries, as well as general channels such as the ALNAP network or the International Humanitarian Studies Association. This said, diversification should not lead to lower professional standards for ProCap members.
- The projects should also invest more in the continuous training of roster members, including soft skills and sector-specific knowledge. First, NRC should develop professional development plans with roster members and, if required, contribute to individual training costs. Second, collective training events should be strengthened. ProCap officers should be trained in gender and GenCap in protection. Moreover, annual retreats and technical workshops should include an explicit training element and cover fewer issues in greater depth. GenCap should for example use the upcoming GenCap retreat to focus on effective tools and techniques for building ownership and strengthening the sustainability of the Gender Marker. If these events were scheduled back to back, they would allow for a greater cross-fertilization between the two projects. Third, the projects should introduce a light mentoring system for new roster members in which new advisers are assigned to and supported by a more experienced peer during

Consolidate the GenCap roster with a core team.

Diversify the ProCap roster.

Invest in continuous training and sharing of lessons learned.

their first assignments. Fourth, both GenCap and ProCap should increase their focus on documenting and sharing good practice and interesting experiences. To that end, standard deployments should include time to draft field practice summaries.

- The projects should strengthen continuous quality monitoring and follow-up to results. To do so, the current system – which involves mid-term and end-of-mission reports by advisers, performance assessments by host agencies, and the M&E tool for GenCap advisers – should be maintained, but fine tuned. Also, end-of-mission reports require better follow up. The Support Unit could support this by collecting recommendations from these reports in a simple matrix, following up regularly on their implementation with Steering Committee members and other concerned actors, and communicating results with advisers. Written performance assessments should be complemented by other channels, such as phone conversations with NRC, as host organizations are often reluctant to provide negative feedback in writing. At the same time, the follow-up to these assessments needs to be more systematic and transparent. The projects' management should take advisers receiving consecutive negative assessments off the roster and communicate this openly, rather than simply no longer deploying the advisers. Finally, the M&E tool of the GenCap project should be adapted to the changing focus and context of deployments in such a way that data remain as compatible as possible with the results of previous years. This would ensure continuous, structured monitoring that is more relevant to the advisers' current activities.

Strengthen continuous quality monitoring.

D Conclusions and summary of recommendations

122. This evaluation concludes that the ProCap and GenCap projects should be continued at roughly their current levels, with broadly the same governance arrangements in the medium-term future. However, both projects should adapt the focus of their activities to more effectively address current and future priority needs and gaps in humanitarian response. This conclusion is in line with the findings of previous reviews⁴⁹ and is based on the following rationale:

Capacity for gender and protection is increasing.

Substantial needs for strategic protection and gender capacity persist

123. In the years since the creation of the two projects, humanitarian organizations have invested in strengthening their institutional capacities for both protection and gender. UNHCR, the designated lead agency for protection, has created a significant number of additional posts for protection officers and has started to increase its capacity for coordination. In addition, most UN agencies and major international NGOs have adopted gender policies and designated gender focal points in many of their operations.

But important needs remain and require continuous support.

124. Nevertheless, important needs and gaps remain in both areas and will continue to exist for the foreseeable future. Protection and gender are about recognizing vulnerabilities and resilience and taking them into account when responding. This places both issues at the core of humanitarian response and makes them areas that will require continuous improvement. Needs and gaps relating to protection and gender will change over time. Humanitarian organizations can usually only slowly adapt their capacities over time in reaction to such changes. Flexible and high-level inter-agency resources that can temporarily back up humanitarian organizations will therefore remain relevant for the foreseeable future.

But important needs remain and require continuous support.

The projects have proven effective in addressing some of these gaps

125. The evidence presented in this report shows that both projects have made important contributions to addressing important needs and gaps in the past.

Both projects have proven effective:

49 Binder, Andrea (2009). Real Time Evaluation of the GenCap Project. Final report. Berlin: GPPi; Darcy, James, O'Callaghan, S., Bonwick, A. (2007). External Evaluation of the Protection Standby Capacity Project (ProCap); GenCap (2010). Status Report #3: Results from the GenCap Monitoring and Evaluation Project. Geneva: OCHA; ProCap (2009). Findings and Recommendations from ProCap's Strategic Review, January-May 2009.

126. ProCap officers managed to strengthen protection coordination and supported the protection response by designing protection cluster strategies, action plans and forms for reporting protection incidents. They have also successfully supported governments in creating new policies and strategies with respect to the treatment of IDPs or to facilitating returns and reintegration. In some cases, the advocacy of ProCap officers was instrumental for achieving changes in government positions and increasing maneuvering room for organizations working on protection.

ProCap strengthened protection coordination, elaborated tools and supported governments.

127. In conjunction with other measures adopted by the IASC to strengthen gender in humanitarian action, GenCap advisers successfully contributed to raising awareness of gender issues in humanitarian response. Where GenCap advisers focused on promoting gender mainstreaming (as opposed to women's empowerment), they have contributed to a better understanding of what gender means in humanitarian action and to a greater acceptance of the topic. Moreover, by promoting and training humanitarian actors in the use of instruments like the Gender Marker, GenCap advisers have enabled a better reflection of gender concerns in humanitarian planning documents. They have in some cases temporarily improved coordination relating to gender, as well as gender-based violence.

GenCap raised understanding and acceptance of gender, improved planning documents and supported coordination.

The humanitarian landscape has changed

128. The humanitarian landscape has evolved, and – due in part to efforts by the two projects – the priority needs and gaps in protection and gender have shifted.

Priority needs have shifted.

129. When the ProCap project became functional, one of the most acute gaps was in protection coordination. This gap has started to narrow as UNHCR has strengthened its capacity and increasingly lived up to its responsibility for facilitating coordination. By contrast, there are still urgent needs related to the capacity of the in-country humanitarian leadership to analyze and address protection-related priorities and gaps in the response. Similarly, organizations without an explicit protection mandate often still lack the capacity for adequately including protection concerns in their activities. An increasing number of integrated missions have also raised complex new issues that regard protection response and coordination, issues that only respected senior protection officers with experience both inside and outside the UN system may be able to address.

Protection: strategic analysis, mainstreaming and complex protection situations

130. Concerning gender, the context conditions have changed since the creation of the GenCap project. During the early years of its existence, humanitarian actors often met the topic of gender with skepticism or open hostility. Today, at least the formal or rhetorical commitment of the humanitarian community to gender is much stronger thanks to a combination of GenCap activities, the application of IASC gender tools, an increased formal commitment made by agencies at headquarter level and strengthened donor support for gender. The most urgent gap today lies in translating this commitment into tangible improvements in the implementation of humanitarian activities.

Gender: translating commitment into tangible improvements on the ground

These developments require changes in the projects' focus

131. In this context, the ProCap and GenCap projects should not only optimize their current operations, but shift the main focus of their activities to address these priority needs and gaps and be ready to shift again according to need.

132. For ProCap, this implies gradually shifting away from coordination deployments to concentrate instead on deployments that strengthen protection mainstreaming, as well as deployments to emergencies with complex protection situations, namely countries in which protection issues are sensitive in relation to the government and situations that involve integrated mission. It also implies placing enhanced emphasis on the training elements of the ProCap project.

ProCap should focus more on mainstreaming, complex protection situations and training.

133. The GenCap project should tackle the next level in its support to gender mainstreaming and focus on effecting tangible change in the implementation of humanitarian projects and programs, based on raised awareness and a better understanding of gender. To do so, it should adopt a twin-track approach that focuses at once on the strategic level – by working directly with agency leadership and Humanitarian Coordinators in-country – and the operational level – providing concrete, hands-on advice and training for implementers and local actors.

GenCap should adopt a twin-track approach, focusing on the leadership and operational level.

134. Since the current priority needs and gaps and the identified tasks for the ProCap and GenCap projects are significant, the projects should be maintained at least for the medium-term future. Over the years, the humanitarian landscape – and with it protection and gender challenges – is expected to keep evolving. The projects should therefore continue to review their activities and foci regularly. In two years, an internal review should document progress on the implementation of the recommendations in this report that were accepted by the projects' leadership and management. In five years, an external evaluation should verify the continued effectiveness and relevance of the projects.

Maintain projects for medium-term future and review progress.

135. The table below provides a more detailed summary of the recommendations made in this report:

GENERAL FUTURE OF THE GENCAP AND PROCAP PROJECTS		
N°	Recommendation	Addressed to
1	Maintain the GenCap roster at roughly its current size	<ul style="list-style-type: none"> • Donors • GenCap Steering Committee
5	Maintain or slightly expand the ProCap roster	<ul style="list-style-type: none"> • Donors • ProCap Steering Committee
8	Maintain the current institutional set-up for management and administration	
	Increase staff capacity of UN OCHA Support Unit (+50% mid-level position). Discuss the division of labor between NRC, Support Unit and Steering Committees to identify and remedy inefficiencies	<ul style="list-style-type: none"> • Donors • UN OCHA • Support Unit • NRC
	Shift to multi-year funding of the projects	<ul style="list-style-type: none"> • Donors
	Strengthen linkages between ProCap project and Global Protection Cluster	<ul style="list-style-type: none"> • ProCap Steering Committee • Global Protection Cluster
	Encourage IASC to convene global level discussions to further clarify institutional responsibilities for gender in humanitarian action. Hold pragmatic discussions in Steering Committee on how GenCap advisers should best cooperate with all actors at country level	<ul style="list-style-type: none"> • IASC Sub-working group on gender • GenCap Steering Committee

GENCAP DEPLOYMENTS		
N°	Recommendation	Addressed to
2	Re-focus GenCap deployments on influencing humanitarian practice	
	Provide strategic support to Humanitarian Coordinators and leadership of organizations (context analysis, facilitating change in identified priority areas)	<ul style="list-style-type: none"> • GenCap advisers • GenCap Steering Committee • Support Unit • HCs • HCTs
	Increase support to project implementers (training events, hands-on advice, monitoring visits) and reflect the new project focus in the generic terms of reference	<ul style="list-style-type: none"> • GenCap advisers • GenCap Steering Committee • Support Unit • HCTs
	Spend less time on working with clusters and more time on working with humanitarian leadership and individual cluster members	<ul style="list-style-type: none"> • GenCap advisers • GenCap Steering Committee • Support Unit • HCTs
	Spend less time on implementing the Gender Marker, but rather use it as an entry point for other activities	<ul style="list-style-type: none"> • GenCap advisers • GenCap Steering Committee • Support Unit • HCTs • IASC Sub-working group on gender
	Extend standard length of GenCap deployment to one year and improve timing of deployments. Consider automatic deployments at the outset of larger sudden-onset emergencies/inclusion in UNDAC and IASC Rapid Response teams	<ul style="list-style-type: none"> • Support Unit • GenCap Steering Committee • Requesting agencies • Humanitarian country teams
	Define clearer global deployment priorities for GenCap advisers	<ul style="list-style-type: none"> • Support Unit • GenCap Steering Committee • Requesting agencies • HCTs

GENCAP DEPLOYMENTS		
N°	Recommendation	Addressed to
3	Increase efforts to strengthen the sustainability of GenCap deployments	
	Demand more substantive guarantees for institutional follow-up after the end of GenCap deployments	<ul style="list-style-type: none"> • Support Unit • GenCap Steering Committee
	Enhance the focus on training for trainers as well as training for national staff members of international agencies and national or local NGOs	<ul style="list-style-type: none"> • GenCap advisers • Host organizations • HCTs
	More systematically include existing gender capacity in country (e.g. for training for trainers or when advising agency leadership)	<ul style="list-style-type: none"> • GenCap advisers
4	Develop a joint vision for and understanding of the GenCap project's mandate	<ul style="list-style-type: none"> • Support Unit • GenCap Steering Committee • GenCap advisers

PROCAP DEPLOYMENTS AND TRAINING		
N°	Recommendation	Addressed to
6	Strengthen the focus of ProCap deployments on current priority gaps	
	Support Humanitarian Coordinators and humanitarian country teams to improve the analysis and understanding of protection concerns and how to address them	<ul style="list-style-type: none"> • ProCap officers • ProCap Steering Committee • Support Unit • Humanitarian coordinators • Humanitarian country teams
	Increasingly support all humanitarian organizations, including those without an explicit protection mandate, in addressing protection concerns in their programs. Conduct a joint workshop with GenCap advisers to facilitate knowledge transfer on mainstreaming	<ul style="list-style-type: none"> • ProCap officers • ProCap Steering Committee • Support Unit • Humanitarian country teams
	Assess single-agency mainstreaming deployments after completion. If they are successful or promising, amend project mandate to allow for such deployments	<ul style="list-style-type: none"> • ProCap Steering Committee • Support Unit

PROCAP DEPLOYMENTS AND TRAINING		
N°	Recommendation	Addressed to
	Prioritize ProCap deployments to protection situations marked by government sensitivities or involving integrated missions	<ul style="list-style-type: none"> • ProCap Steering Committee • Support Unit
	Gradually reduce the number of coordination deployments. If still required, deployments should not focus exclusively on coordination. Consider combined deployments with junior surge capacity	<ul style="list-style-type: none"> • ProCap Steering Committee • Support Unit • UNHCR • NRC
	Continue to support policy development assignments	<ul style="list-style-type: none"> • ProCap Steering Committee • Support Unit
	Continuously adjust strategic priorities of ProCap deployments following regular discussions in the Steering Committee on changes in the protection landscape	<ul style="list-style-type: none"> • ProCap Steering Committee
7	Reprioritize the training component of ProCap	
	Provide more training during ProCap deployments. Open ProCap training to all national and international humanitarian staff. Train ProCap officers as trainers	<ul style="list-style-type: none"> • ProCap officers • NRC
	Support a higher number of ProCap Standby Expert Training sessions at regional and country level	<ul style="list-style-type: none"> • NRC
	Periodically update training and maintain a central database of trainers and trainees	<ul style="list-style-type: none"> • Support Unit

LEADERSHIP, MANAGEMENT AND ADMINISTRATION		
N°	Recommendation	Addressed to
9	Give the Steering Committees a more strategic role and broaden their membership	
	Focus Steering Committee role on defining strategic directions and exercising oversight, stop its involvement in individual deployment decisions	<ul style="list-style-type: none"> • Steering Committees • Support Unit
	Increase practical support of Steering Committee members to deployments (encourage requests, share information, facilitate briefings, address problems during deployment)	<ul style="list-style-type: none"> • Steering Committees
	Link projects better to Humanitarian Coordinators and OCHA Humanitarian Leadership Strengthening Unit. Organize training at HC retreat	<ul style="list-style-type: none"> • UN OCHA • Support Unit
	Expand ProCap Steering Committee to reflect protection mainstreaming focus (e.g. WFP, FAO) and create better links with protection NGOs (e.g. IRC, Oxfam, Save the Children). Invite GBV Area of Responsibility to the GenCap Steering Committee	<ul style="list-style-type: none"> • Steering Committees
10	Strengthen the request and decision-making processes for deployments	
	Define a set of objective criteria for deployments and yearly global priorities. For GenCap, determine an annual priority list of around 10-15 countries. Both Steering Committees should consider an automatic deployment trigger for sudden-onset or intensifying crises	<ul style="list-style-type: none"> • Steering Committees
	Hand over responsibility for deciding on deployments and elaborating TOR to the OCHA Support Unit with oversight from Steering Committee. A country-level representative and advisers previously deployed to the country should be involved in the discussion	<ul style="list-style-type: none"> • Steering Committees
	Transparently communicate decisions to Steering Committees and roster members	<ul style="list-style-type: none"> • Support Unit

LEADERSHIP, MANAGEMENT AND ADMINISTRATION		
N°	Recommendation	Addressed to
	Actively communicate new focus areas of the project to country teams to solicit more requests. Encourage the Global Protection Cluster to identify country teams that require strategic input. Send out standard information package to country teams. Simplify the request form for ProCap	<ul style="list-style-type: none"> • Steering Committee members • Support Unit
11	Improve hosting arrangements	
	Ensure that advisers get appropriate host agency support and access to a small operational budget	<ul style="list-style-type: none"> • Requesting agencies • Humanitarian country teams
	Create clear reporting lines for advisers, ideally to the agency (deputy) representative or to the Humanitarian Coordinator. Enable access to Humanitarian Coordinator for all advisers	<ul style="list-style-type: none"> • Requesting agencies • Humanitarian country teams • HCs
12	Further strengthen the capacity of roster members and core team	<ul style="list-style-type: none"> • NRC • Support Unit
	Consolidate the GenCap roster with a core team	<ul style="list-style-type: none"> • NRC
	Increase the diversity of the ProCap roster	<ul style="list-style-type: none"> • NRC • Support Unit • ProCap Steering Committee
	Invest in continuous training of roster members (professional development plans, improve training events at annual retreats, introduce light mentoring system) and increase the projects' focus on documenting and sharing good practice	<ul style="list-style-type: none"> • NRC
	Strengthen continuous quality monitoring and follow-up to results (follow up to end of mission reports & performance assessments, adapt GenCap M&E tool)	<ul style="list-style-type: none"> • Steering Committees • NRC • Support Unit

Annex 1: Survey results

As part of the evaluation of the ProCap and GenCap projects, the evaluation team conducted two electronic surveys. One questionnaire was sent to 83 current and former roster members. Another questionnaire targeted humanitarian actors in countries that have experienced ProCap and / or GenCap deployments. To ensure a wide dissemination of the latter survey, it was directly sent to humanitarian actors whose contact details were available through OCHA-maintained databases on “who does what where” in the relevant countries. In addition, Steering Committee members were asked to disseminate the survey within their organizations and UN OCHA country offices were asked to send it to their humanitarian country teams. This annex provides an overview of selected results of the two surveys.

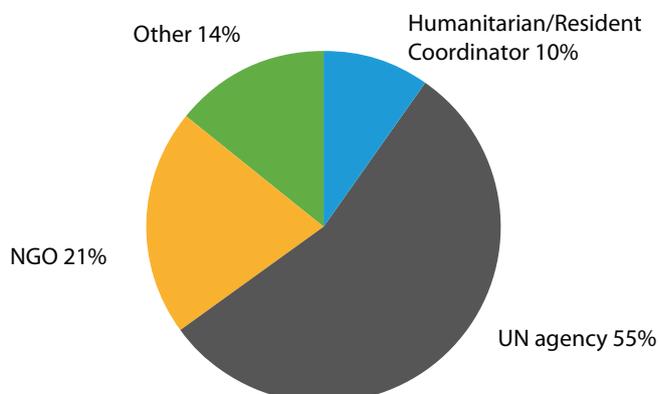
Results relating to GenCap

Respondents

Thirty-eight current and former GenCap roster members responded to the internal survey. Of these, 23 completed all questions. Together, they reviewed a total of 36 deployments.

The external survey was answered by a total of 340 individuals, of which 238 completed all questions and 167 had been exposed to either ProCap or GenCap deployments. For GenCap, the survey respondents provided 96 individual assessments of deployments. They cover three global deployments, as well as deployments to 22 different countries. The majority of survey respondents assessing GenCap deployments are staff members of UN agencies (see graph).

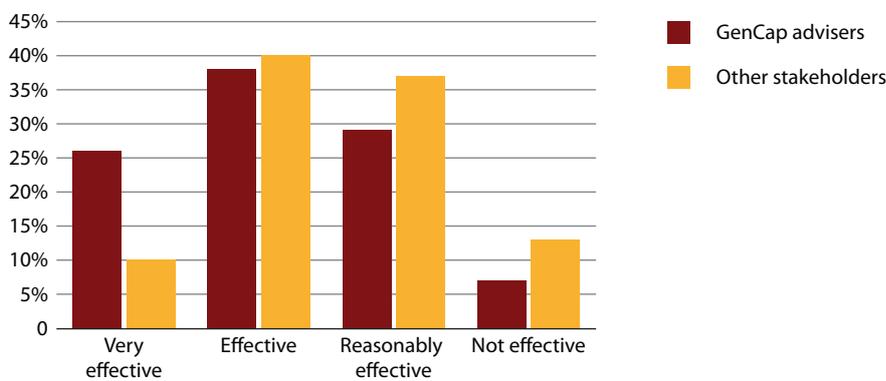
Respondents GenCap



Effectiveness GenCap

Survey respondents were asked to rate the effectiveness of different activities implemented by GenCap advisers. Overall, GenCap advisers rated their activities more positively than external observers (see graph). External observers see advocacy as the most effective activity, followed by the provision of technical expertise. GenCap advisers rank the provision of technical expertise most highly, followed by capacity building. Less effective activities identified by the two groups include coordination and supporting national and local authorities.

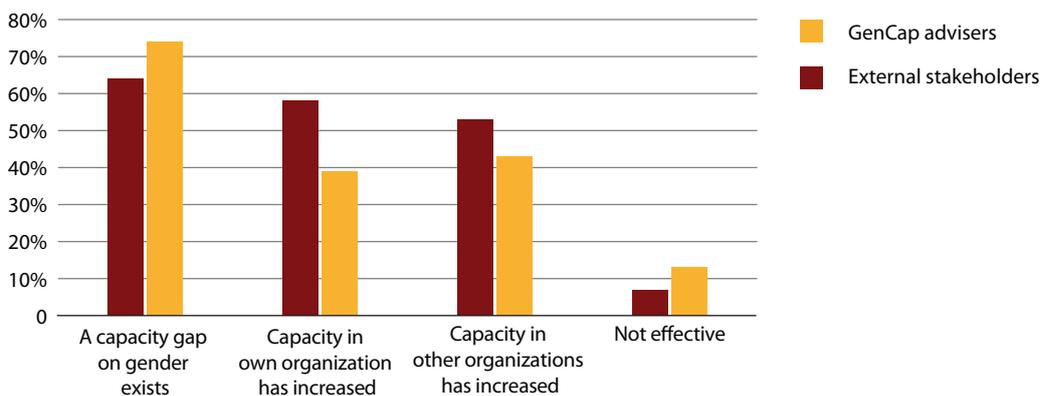
Effectiveness of GenCap activities



Relevance of the GenCap project

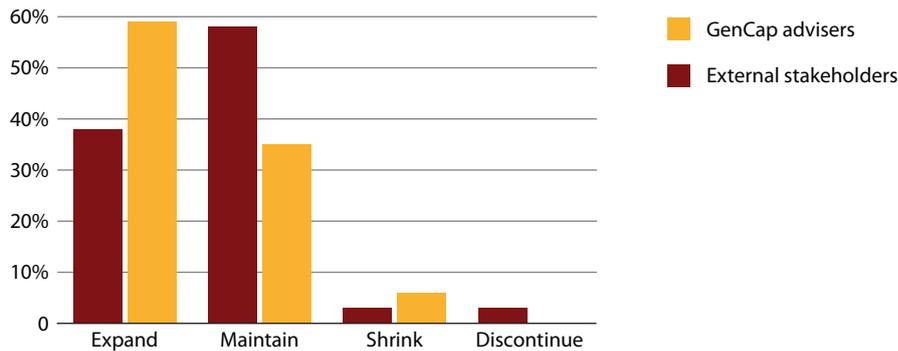
To assess whether or not the GenCap project had continued relevance, the evaluation team put two separate questions to survey participants. First, respondents were asked to indicate how they felt the humanitarian system’s gender capacity had developed over the last few years. Both external observers and GenCap advisers observe clear progress and agree that there nevertheless remains an important gap regarding the system’s gender capacity. External observers, however, are more positive about the progress made to date and consequently also perceive the remaining capacity gap as less urgent (see graph).

Views on the humanitarian system’s gender capacity



In a second question, respondents were asked to indicate directly whether they would recommend to discontinue, shrink, maintain or expand the GenCap project. While GenCap advisers voted more strongly in favor of expanding the project, both groups almost unanimously advocated for maintaining or expanding the project (see graph).

Recommendations on the future of GenCap



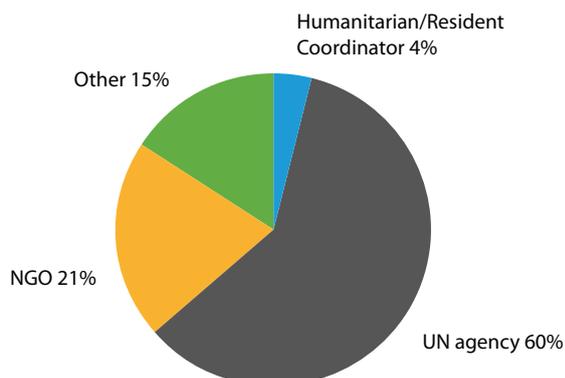
Results relating to ProCap

Respondents

Twenty-one current and former ProCap roster members responded to the internal survey. Of these, 16 completed all questions. Together, they reviewed a total of 51 deployments.

Through the external survey, humanitarian actors provided 78 assessments of deployments. They include two global deployments, as well as deployments to 24 different countries. As in the case of GenCap, the clear majority of survey respondents assessing ProCap deployments are staff members of UN agencies (see graph).

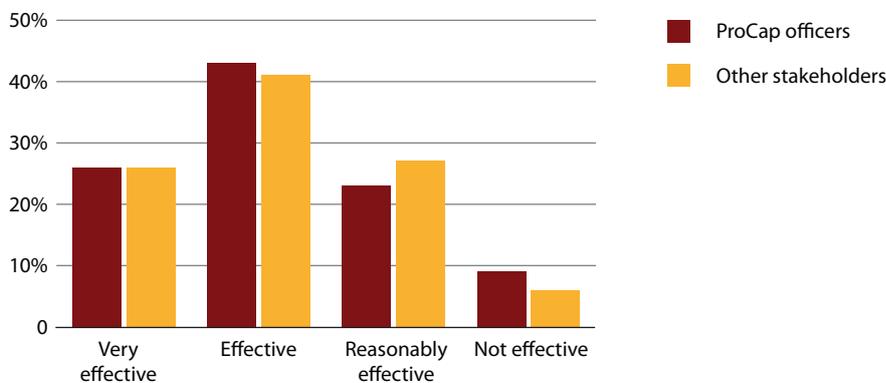
Respondents ProCap



Effectiveness ProCap

Survey respondents were again asked to rate the effectiveness of different activities implemented by ProCap officers. Overall, ProCap officers achieved higher ratings than GenCap advisers, especially among external observers (see graph). External observers and ProCap officers themselves arrive not only at a remarkably similar overall assessment regarding effectiveness, they also agree on what the most and what the least effective activities are. Thus, both groups see the provision of technical expertise as the most effective ProCap activity, and mainstreaming of protection expertise as the least effective activity.

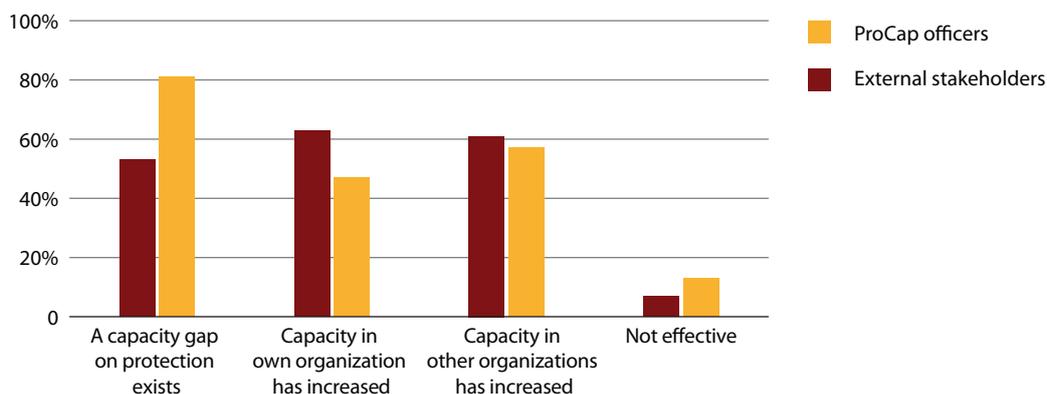
Effectiveness of ProCap activities



Relevance of the ProCap project

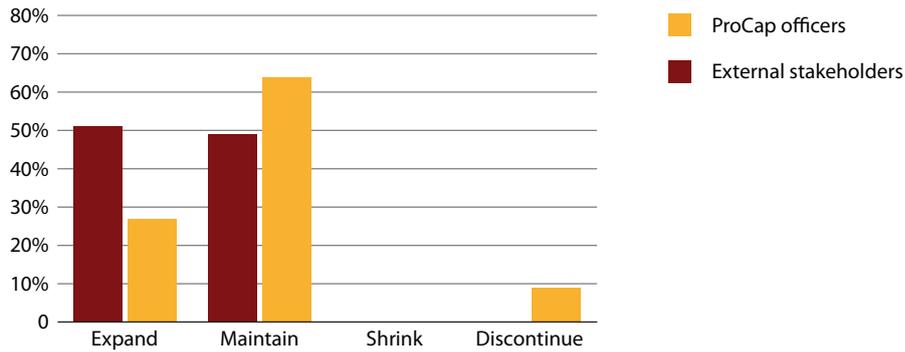
The survey respondent's views regarding the humanitarian system's capacity to address protection issues are very similar to those regarding gender. Again, the majority of both internal and external observers agree that progress has been made in building protection capacity, but that at the same time a significant capacity gap remains. Also like in the case of GenCap, ProCap officers see the progress made by other agencies more critically and therefore the remaining gap as more urgent than these agencies themselves.

Views on the humanitarian system's protection capacity



Oddly, however, ProCap officers are more cautious in the recommendations regarding the future of the ProCap project than external observers. While external observers are almost evenly split between those who advocate that the project should be maintained in its current size and those who would prefer an expansion, a clear majority of ProCap officers would prefer maintaining the project at its current level (see graph).

Recommendations on the future of PropCap



Annex 2: List of documents consulted for the final report

Binder, Andrea and J. M. Witte (2008). *Project Report: The Gender Standby Capacity Project (GenCap) One Year Ahead*. Berlin: GPPi.

Binder, Andrea (2008). *Interim Report: Revising and Implementing the GenCap M&E Framework*. Berlin: GPPi.

Binder, Andrea (2009). *Real Time Evaluation of the GenCap Project. Final report*. Berlin: GPPi.

Binder, Andrea, Véronique de Geoffroy, Bonaventure Sokpoh (2010). *Case Study Democratic Republic of Congo, IASC Cluster Approach Evaluation, 2nd phase*. Berlin/Plaisians: GPPi/URD.

Breidlid, Ingrid Marie and Jon Harald Sande Lie (2011). *Challenges to Protection of Civilians in South Sudan. A Warning from Jonglei State. Security in Practice 8*. Oslo: NUPI.

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Darcy, James, O'Callaghan, S., Bonwick, A. (2007). *External Evaluation of the Protection Standby Capacity Project (ProCap)*.

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Mazurana, D. et al. (2011). *Sex and Age Matter: Improving Humanitarian Response in Emergencies*. Boston: Feinstein International Center, Tufts University.

NRC/Support Unit/Steering committees (2011). *Responsibility Matrix, updated March 2011*.

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UNHCR (2007). *UNHCR Accountability Framework for Age, Gender and Diversity Mainstreaming*. Geneva: UNHCR.

ProCap (2009). *PROCAP Protection Stand-by Capacity Trainers' Manual*. Geneva: OCHA.

ProCap (2009). *Review of ProCap end of mission reports for 2008–9*.

ProCap (2009). *Findings and Recommendations from ProCap's Strategic Review, January-May 2009*.

ProCap (2010). *Impact Assessment – Work of ProCap Senior Protection Officers (SPOs), August 2008-August 2010*. Geneva: ProCap.

ProCap (2011). *ProCap Leaflet 2011*. Accessed from http://onerresponse.info/GlobalClusters/Protection/ProCap/publicdocuments/ProCap%20leaflet_15.02.11.doc.

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Zicherman, Nora et al. (2011). *Applying conflict sensitivity in emergency response: Current practice and ways forward*. London: ODI.

Annex 3: List of interviewees

Project management and administration, humanitarian agencies (headquarters)

- Anne Hoseth, GenCap Project Manager, NRC
- Belinda Holdsworth, Former ProCap Support Unit Manager, OCHA
- Benedicte Giaever, Head of NRC Emergency Response Branch, NRC
- Brodal Inger, NRC
- Edward O'Dwyer, ProCap Steering Committee Member, UNHCR
- Galit Wolfensohn, GenCap Steering Committee Member, UNICEF
- Giuseppe Calandrucchio, ProCap Steering Committee Member, OHCHR
- Janey Lawry-White, GBV AoR Coordinator, UNICEF
- Jennifer Nyberg GenCap Steering Committee Member, FAO
- Karen Gulick, ProCap Steering Committee Member, UNHCR
- Kate Burns, GenCap Steering Committee Representative, OCHA
- Knudsen Christine, Chief, Inter- Agency and Humanitarian Partnership Office of Emergency Programmes, UNICEF
- Laila Baker, GenCap Steering Committee Member, UNFPA
- Leonard Zulu, ProCap Steering Committee Member, UNHCR
- Luisa Cremonese GenCap Steering Committee Member, UNHCR
- Manga Mialaret, Surge Capacity Section, OCHA
- Manisha Thomas, ProCap Steering Committee Member , ICVA
- Merethe Nedrebo, ProCap Project Manager, NRC
- Mirjam Sorli, GenCap ProCap Support Unit Manager, OCHA
- Natalia Zakarova, GenCap Steering Committee Member, UNWOMEN
- Niels Scott, Head of Humanitarian Coordination and Support Section, OCHA
- Pamela Cramer, GenCap ProCap Support Unit, Humanitarian Affairs Officer, OCHA
- Pernille Ironside, ProCap Steering Committee Member, UNICEF
- Rachel Dore-Weeks, GenCap Steering Committee Member, UNWOMEN
- Simon Bagshaw, ProCap Steering Committee Member, OCHA
- Smita Kerkare, GenCap ProCap Support Unit, Administrative Assistant, OCHA

ProCap officers and GenCap advisers

- Alexina M. Rusere, GenCap adviser
- Andrew Timpson, ProCap officer
- Ann Kristin Brunborg, ProCap officer

- April Pham, GenCap adviser
- Bilquis Tahira, GenCap adviser
- Caroline Ort, ProCap officer
- Caroline Blay, GenCap adviser
- Christine Watkins, ProCap officer
- Deborah Clifton, GenCap adviser
- Delphine Brun, GenCap adviser
- Elizabeth Pender, GenCap adviser
- Isabelle Rivolet, ProCap officer
- Jessica Gorham, GenCap adviser
- Laurie Wiseberg, ProCap officer
- Linda Pennells, GenCap adviser
- Merrin Waterhouse, GenCap adviser
- Michelle Lee Berg, ProCap officer
- Patricia Colbert, GenCap adviser
- Paul White, ProCap officer
- Peter Ekayu, GenCap adviser
- Simon Russell, ProCap officer
- Simon Peter Opolot, GenCap adviser
- Siobhán Foran, GenCap adviser
- Susanne Pedersen, ProCap officer

Donors

- Claire James, Permanent Mission of Australia, Geneva, Acting Counsellor (Development)
- Haakon Gram-Johannessen, Permanent Mission of Norway, Geneva, Counsellor
- Leonie Oates-Mercier, Permanent Mission of Australia, Geneva, Humanitarian Policy Officer
- Martin Gallagher, Irish Department of Foreign Affairs and Trade (Donor Representative Advisory Group)
- Pascal Desbiens, Permanent Mission of Canada, Geneva, Counsellor

Other surge capacity rosters

- Arthur Hendrick, Higher Executive Officer, Irish Aid, Department of Foreign Affairs and Trade
- Dan Kelly, Humanitarian and Emergency Affairs Department, Vice President (Humanitarian and Emergency Affairs), Partnership leader, World Vision International (WVI)
- Hege Mørk, NORDEM Programme Director, Norwegian Centre for Human Rights (NCHR) at University of Oslo
- Jahal de Meritens, CWGER Coordinator, UNDP

- Justine Tordoff, HR Director, RedR UK
- Mikkel Trolle, former Head of Desk, Stand-by Roster, Danish Refugee Council (DRC)
- Nina Hjellegjerde, Standby Rosters, Head of Section, NRC
- Susanne R. Brokmose, Head of Desk, Stand-by Roster, Danish Refugee Council (DRC)

Country-level interviewees Pakistan

- Aine Fay, Country Director, CONCERN
- Alice H. Shackelford, Country Programme Director, UNWOMEN
- Ann Kristin Brunborg, ProCap Officer
- Annette Hearn, Head - Field Coordination Unit, UNOCHA
- Asiya Chaudhry, Water Environment & Sanitation Specialist, UNICEF
- Asma Ansari, Child Protection and Education Cluster Programme Assistant, UNICEF
- Aziz Khan, DRR Coordinator, World Vision
- Bilquis Tahira, GenCap advisor, UNWOMEN /Shirakat
- Deborah Clifton, GenCap Adviser
- Dorothy Blane, Assistant Country Director, CONCERN
- Dr. Farhat Sheikh, Gender Adviser, Earthquake Reconstruction & Rehabilitation Authority (ERRA)
- Elizabeth Cossor, Child Protection Specialist, UNICEF
- Fahmida Iqbal Khan, Programme Officer, UN WOMEN
- Fareeha Ummer, Gender Equality Advisor to the Humanitarian Community, UNOCHA
- Hannele Kankuri, Networking and Coordination Officer, Church World Service
- Isabelle Rivolet, ProCap Officer
- Jamal Janjua, Programme Officer - Planning & Coordination/Protection, National Disaster Management Authority (NDMA)
- Jessica Skinner, Protection Thematic Working Group Co-Lead, IRC
- Laurie Wiseberg, ProCap Officer
- Lynn Hastings, Head of Office, UNOCHA
- Maria Ahmad, Mass Communications, IOM
- Masooma Butt, Gender Specialist, WHO
- Michelle Berg, ProCap Officer
- Nyghat Siddique, Gender and Child Cell, National Disaster Management Authority (NDMA)
- Rabia Wasid, Coordinator, Church World Service
- Rizwana Waraich, Gender Adviser, UNWOMEN
- Rubina Massey Executive Director, Integrated Community Development Initiative (ICDI)
- Saadia Yaqoob, Plan Pakistan
- Saba Hanif, Project Associate, UN Habitat

- Salman Asif, Gender Adviser, UN Office of the RC
- Siobhan Foran, GenCap Adviser
- Sujata Tuladhar, GBV Programme Analyst, UNFPA
- Usman Qazi Early Recovery Advisor, National Disaster Management Authority (NDMA)
- Yasmine Rockenfeller, Deputy HoO, UNOCHA
- Yukiko Koyama, Protection Officer, UNHCR
- Zahid Khattak, Provincial Manager KPK & FATA, UN Habitat

Country-level interviewees South Sudan

- Aye Aye Tun, Save the Children, Child Protection Advisor
- Bertha Jackson, UNICEF, Nutrition Specialist
- Betty Babirye Ddungu, UNOPS, Environmentalist/Social Specialist
- Claudia Niederer, UNICEF, Child Protection Sub-Cluster Coordinator
- Courtney Blake, IRC / UNFPA (former)
- Douglas Graham, UNICEF, WASH Cluster Coordinator
- Gerry Waite, IOM, Head of Office
- Giovanni Bosco, UN OCHA, Head of Office
- Gregory Norton, NRC, Protection Cluster Coordinator
- Gudrun Fridriksdottir, UN WOMEN, Reporting and Communications Consultant
- Jeffrey Mc Murdo, UNOPS, Head of Programme
- Jess Shaver, Save the Children, Education Cluster Coordinator
- Jessica Gorham, GenCap Adviser
- Kate Farnsworth, USAID/OFDA, Team Leader
- Kondwani Mwangulube, UNFPA, Officer in-Charge
- Lise Grande, DSRSG/RC/HC/UNDP Representative
- Marian Hodgkin, UNICEF, Education Cluster Coordinator
- Marion Orchison, UN OCHA, Emergency Preparedness and Response Officer
- Mary Hunt, DFID South Sudan, Humanitarian Advisor
- Mary Lupai, UNFPA, GBV Specialist
- Merrin Waterhouse, GenCap Adviser
- Michelle Iseminger, WFP, Deputy
- Miki Takahashi, IOM, NFI Cluster Coordinator
- Mireille Girard, UNHCR Representative
- Miriam Jato, UNFPA, Senior Gender Advisor
- Monica Davis, US Embassy State department
- Nathalie M. Ndongo-Seh, UNMISS, Chief Conduct and Discipline Team
- Nick Helton, NGO Secretariat NCoordinator (interim)
- Ruth Kibiti, UNMISS, Head of UNMISS Gender
- Sanja Vukotic, USAID Democracy & Governance

Country-level interviewees Sudan

- Abdelrouf Ahmed, Child Protection Officer Kassala, UNICEF
- Abdulaziz Hummada, Assistant Country Director, Health Alliance International
- Amel Taha, Hussien, Mutawinat
- Aziza Rabih Omer, Project Manager, New Era Women
- Chol Ajiang, President, Friends of Children Union's Service (FOCUS)
- Claire Bolt, Return Sector Coordinator, IOM
- Daoudi Bikaba, WASH Officer Darfur, UNICEF
- Donald McPhee, Country Director, Plan Sudan
- Dr. Christina Jones-Pauly, Sr. Gender & Justice Advisor, Ministry of Welfare and Justice
- Dr. Hara Prasad Vaddiparthi, WASH Sector Coordinator, UNICEF
- Dr. Nageeb Hammid, Health Cluster Focal Point, WHO
- Dr. Wisal Mustafa Hassan, Country Director, FAR
- Friedrich W. Affolter, Education Specialist and Sector Lead, UNICEF
- Gada Awad M., Shawgi Women, Peace & Security Advisor, UNWOMEN
- Hanan I. El Abbas, National Gender Officer, WFP
- Jennifer Chase, GBV Sub-Sector Lead, UNFPA
- Juliette Prodhan, Humanitarian Adviser, DFID
- Madeleine Tchabi, Gender Focal Point, UNHCR
- Margot, Eelman, Head, RCSO
- Marie-Helene Kyprianou, Programme Advisor, Food Security and Livelihoods Sector co-lead, WFP
- Mark Cutts, Head of Office, UN OCHA Sudan
- Mark Simmons (via email), FAR Sudan & South Sudan Country Director
- Matthew, Mpitapita, Humanitarian Affairs Officer Darfur, OCHA
- Michele Servadei, Child Protection Sub-Sector Coordinator, UNICEF
- Namia Mohamed, Project and Programme Coordinator, Human Security Initiative MAMAN
- Nils Arne Kastberg, Representative, UNICEF, acting Humanitarian Coordinator
- Pamela Delargy, Acting Representative, UNFPA
- Raga Makawi, Gender Focal Point, OCHA
- Randa Merghani, Health Sector Support Officer, WHO
- Samia El Hashmi, Founder, Mutawinat
- Shigeyuki, Sato, Senior Protection Officer, Darfur Protection Cluster Coordinator, UNHCR
- Suhair Mahdi, Program Manager, Human Security Initiative MAMAN
- Susan Lillicrap, Nutrition Manager / Nutrition Sector Coordinator, UNICEF
- Tage Zeineldin, Needs Assessment Adviser, MSB
- Trond Jensen, Deputy Head of Office / Head Humanitarian Field Coordination, OCHA
- Vicki Aken, Country Director, GOAL Sudan

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