



World Food Programme

A Report from the Office of Evaluation

*Thematic Evaluation of WFP's Commitments
to Women - 1996 – 2001*

(3 – 17 February 2002)

CASE STUDY - PAKISTAN

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with input from team members**

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As an independent Evaluation Team, the members take full responsibility for the analysis and conclusions of the country case study report.

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Acronyms

BCM	Beneficiary Contact Monitoring
BHU	Basic Health Unit
BPA	Beijing Platform for Action
CAR	Commission for Afghan Refugees
CARW	Creating Assets for Rural Women
CCA	Common Country Assessment
CD	Country Director
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CSO	Country Strategy Outline
CW	Commitments to Women
DCD	Deputy Country Director
DSC	Direct Support Cost
ERP	Environmental Rehabilitation Project
FAAD	Food Aid and Development
FAO	Food and Agricultural Organization
FFT	Food for Training
FHH	Female Head of Household
FFW	Food for Work
FWCW	Fourth World Conference on Women
GAF	Gender Action Fund
GAP	Gender Action Plan
GDP	Gross Domestic Product
GIS	Geographic Information System
GOP	Government of Pakistan
HCI	Household Coping Index
HQ	Headquarters
INGAD	Interagency Gender and Development Group
IP	Implementing Partner
IPRSP	Interim Poverty Reduction Strategy Paper
Kcal	Kilo Calories
LHV	Lady Health Visitor
LHW	Lady Health Worker
LOU	Letter of Understanding
MAP	Management and Appraisal of Performance
MCH	Mother and Child Health
MINFAL	Ministry of Food, Agriculture and Livestock
MOE	Ministry of Education
MOH	Ministry of Health
MOU	Memorandum of Understanding
MOWD	Ministry of Women's Development (abbreviation of MOWDSWSE)
MOWDSWSE	Ministry of Women Development, Social Welfare & Special Education
MSF	Médecins Sans Frontières
NCS	National Conservation Strategy

NEA	North East Area
NGO	Non-Governmental Organization
NPA	National Plan of Action
NRM	National Resources Management
NWFP	North West Frontier Province
OEDE	Office of Evaluation
PAR	Performance Appraisal Review
PEM	Protein Energy Malnutrition
PHC	Primary Health Care
PRO	Protracted Relief Operation
PSA	Programme Support and Administration
RGA	Regional Gender Adviser
RPA	Regional Programme Adviser
SAFRON	State & Frontier Regions
SAP	Social Action Programme
SNI	Shelter Now International
SPRF	Standard Project Reporting Form
SRP	Structural Reform Programme
SSA	Special Service Agreement
SNP	Safety Net Programme
TB	Tuberculosis
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VAM	Vulnerability Analysis and Mapping
WB	World Bank
WCRWC	Women's Commission for Refugee Women and Children
WFP	World Food Programme
WHO	World Health Organization
WO	Women's Organization
WSB	Wheat Soya Blend

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Executive Summary

1. The objective of the overall evaluation of WFP's Commitments to Women 1996-2001 is to assess their relevance, the extent to which they have been achieved, and their impact insofar as this is feasible. The scope of the evaluation includes all policies, activities, mechanisms and programme/project implementation undertaken by WFP during the period under review. This includes taking a closer look at how the implementation of the Commitments has affected operations, staff and beneficiaries in five selected countries.
2. Pakistan was selected as the first country case study to test the relevance of the key issues to be addressed, and to refine the evaluation methodology to be applied in the subsequent case studies, namely Colombia, Mali, Sri Lanka and Sudan.
3. In general, the Commitments to Women are relevant and compatible with the Government of Pakistan's development and poverty alleviation policies, as well as the National Plan of Action for women's development. However, WFP Headquarters (HQ) has overlooked the crucial reality that individual Commitments require different approaches and strategies, longer time spans for implementation, as well as flexibility to take account of diverse economic and socio-cultural country and local community contexts. Furthermore, some Commitments have unclear objectives and are couched in ambiguous language.
4. There are various positive achievements in respect of mainstreaming the Commitments in WFP assisted operations in Pakistan through various mechanisms, including the appointment of Gender Focal Points (GFPs), support of the Regional Gender Adviser (RGA), and the formulation of Gender Action Plans (GAPs).
5. Moreover, WFP is actively recruiting and promoting female programme and field staff. This has improved the ability to obtain the necessary feedback from female beneficiaries, further strengthened by the attempt to implement a participatory approach.
6. However, a mechanism like the Management and Appraisal of Performance (MAP) generally includes minimal if any reference to the Commitments or to gender mainstreaming; nor is it clear how accountability is defined and attributed.
7. Moreover, though various gender training courses have been implemented, it does not appear that such training for WFP and IP staff has been systematic. Furthermore, there is limited evidence in respect of upgrading gender analytical skills, including training in the relevance and importance of the Commitments to the process of gender mainstreaming.
8. Nonetheless, programme documents pertinent to emergency operations (EMOP) generally include reference either to the Commitments, or to women in general, though this is not systematic. In respect of the Country Programme (CP), there was already a discernible shift in respect of targeting women in non-traditional Natural Resource Management (NRM) activities in the former CP (1994-1998), though men continued to be the primary target groups. The current CP (2001-2003) focuses exclusively on women in asset creation activities, and continues the exclusive targeting of women and girls in

health and education activities. However, Plan of Operations (PlanOps) or Memoranda/Letters of Understanding (MOU/LOU) in use at the time of the Mission generally do not reflect this. Moreover, reference to accountability in the Commitments does not include accountability to beneficiaries.

9. Targeting has been strengthened through vulnerability analysis and mapping (VAM), including the attempt to gender sensitise the process, which has made an important contribution to the formulation of the current CP. However, the departure of the VAM Officer appears to have had serious implications for the loss of institutional memory. In addition, the paucity of gender disaggregated quantitative, as well as qualitative secondary data remain constraining factors. Moreover, efforts to identify vulnerable groups in the refugee camps have been ad hoc. There is no agreement between WFP, UNHCR and CAR on the definition of the term 'vulnerable', with implications for effectively targeting vulnerable women in the camps.
10. Overall the monitoring system is variable and not standardized. While progress is discernible in respect of gender sensitising the data collection system, these are not systematically collected. A conspicuous result is the ad hoc beneficiary contact monitoring (BCM), due also to human resource constraints.
11. Food aid functions primarily as an income transfer. There is limited evidence from available monitoring data that it is achieving the objective of effectively retaining girls in school (although dropout rates have been reduced), or encouraging expectant and nursing mothers to continue attending MCH or BHU services in areas where WFP assisted health projects have been phased out. The unsystematic and irregular BCM generally impedes reaching insights conducive to developing a more effective strategy for project implementation.
12. The exclusive focus on women and girls may be justified through the relatively wide gender gaps in respect of education and health indicators, as well as female access to resources, and as such supports the objectives of the Commitments to Women. However, neglecting the practical and strategic gender needs of poor men and boys will inadvertently cause resentment.
13. Given limitations in respect of baseline, monitoring and evaluation data, and the fact that relatively few impact studies appear to have been carried out, assessing the impact of WFP supported interventions is - by necessity - preliminary. Obviously, a longer time span is required following the phasing out of projects. Moreover, it is difficult to attribute change primarily to food aid. There are other influential variables that may be equally or more significant. For example, current GOP policies in support of women's participation in the development process.
14. Impacts that the Evaluation Team was able to assess include:
 - a) The Commitments have encouraged WFP staff to focus more effectively on women's issues, specifically in respect of attempting to address not only women's practical needs but to varying extents also their strategic gender needs. This has resulted in a perceptible attitudinal change among IP staff, specifically towards recruitment and support of female staff in non-traditional sectors (for example, forestry), and increasing their numbers in the traditional social sectors (education and health), as well as in EMOPs.
 - b) Where WFP assisted projects have made an effort to target, or at least include, women, anecdotal evidence suggests that there is increased respect for women's economic contribution within the community and household.

- c) However, the absence of reliable benchmark data has tended to encourage subjective interpretations of issues that overlook the reality that communities are not static, and that cultural boundaries are much more flexible than generally assumed.
15. The following recommendations are perceived by the Team to be crucial to translating lessons into effective strategies for implementing the Enhanced Commitments to Women 2003-2007:
- a) Clear guidance is required from WFP HQ on how to interpret and apply terms such as ‘control’, ‘lead role for women’, or ‘management of food distribution’; particularly in view of the difficulties encountered in translating these terms into the local language.
 - b) Such guidance needs to be reinforced by effective training strategies conducive to institutionalising the attitude that the Commitments are of concern to, and responsibility of, all WFP staff, with level of accountability adjusted to take into consideration job status and functions.
 - c) Serious investment is required in training and upgrading the gender analytical skills of WFP and IP staff. This includes training in mainstreaming gender and in implementing it as a crosscutting tool, rather than as an issue separate from management and programming.
 - d) The problem of loss of institutional memory needs to be seriously addressed at both WFP HQ and the CO level. While a ‘critical mass’ of gender trained staff is obviously crucial to addressing this problem, it also requires an appropriate human resources policy.
 - e) Clear terms of reference are required in respect of institutional mechanisms for mainstreaming gender, such as, for example the Gender Focal Point (GFP), or Management and Appraisal of Performance (MAP). This includes clear guidelines for incorporating Gender Action Plans (GAPs) into the Annual Work Plan of the WFP CO.
 - f) The Commitments need to be effectively disseminated and systematically included in Memoranda and Letters of Understanding (MOUs). All MOUs, even those with implementing partners (IPs) who may share the same vision as WFP in respect of gender equity as a means of achieving sustainable development, need to explicitly refer to the Commitments. Linked to this is the need to up-date PlanOps to reflect shifts in objectives and implementation strategies.
 - g) While gender concerns may not be easy to address effectively in EMOPS, given the time span and conditions of these operations, a clear distinction needs to be made between reason and justification. Specifically there is a need to avoid using the latter to explain the lack of effective action and innovation in gender sensitising EMOPS.
 - h) More investment is required in post-distribution monitoring at the household level, which should:
 - lead to a better understanding of the socio-cultural setting and gender issues;
 - be reinforced through more effective collaboration with partners;
 - be carried out at regular intervals and for a predetermined number of days;
 - be supported by reliable baseline data and regular informative reporting;
 - and be effectively linked with the VAM approach to gender sensitive social targeting.
 - i) Where cultural factors may constrain the availability or professional suitability of women candidates, WFP COs should consider a formal internship programme that encourages female graduates.
16. *To sum up, WFP’s Enhanced Commitments to Women 2003-2007 require:*
- a) Formulating unambiguous and realistic objectives that facilitate a better understanding of their meaning and purpose.

- b) An effective implementation strategy that takes account of regional and country specificities. Regional Offices have an important role to play in identifying factors that may facilitate or constrain the implementation of the ECW.
- c) A participatory and transparent approach conducive to motivating WFP and IP staff, as well as to supporting the sustainability of WFP-assisted interventions through the effective involvement of female and male beneficiaries.
- d) An effective gender training strategy for WFP and IP staff, with systematic upgrading of gender analytical skills.
- e) The formulation and development of an effective advocacy strategy that aims to seek and reinforce complementarity between the role of food aid and non-food interventions by other development agencies.
- f) Clear guidelines on how to mainstream gender in EMOPs.
- g) Clear guidelines in respect of accountability for implementing the Enhanced Commitments to Women.

1. INTRODUCTION

1.1 Background to the Evaluation of WFP Commitments to Women 1996-2001¹

WFP has an institutional obligation to evaluate the outcome of the Commitments to Women and provide an element of accountability to the Executive Board, its own staff and other stakeholders. This also provides the opportunity to identify lessons learnt, and improve on future policy formulation and programming.

The objectives of the overall evaluation of the Commitments to Women therefore include:

1. Assess the extent to which the Commitments have been achieved.
2. Assess the effectiveness, impact and sustainability of the Commitments.
3. Formulate recommendations to help shape WFP's Enhanced Commitments to Women 2003-2007.
4. Provide accountability to the Executive Board.

The overall scope of the evaluation includes all policies, activities, mechanisms and programme/project implementation undertaken by WFP during the period 1996-2001. More specifically, the evaluation takes a closer look at how the implementation of the Commitments to Women has affected WFP's operations, staff and beneficiaries in five countries. The country case studies in Colombia, Mali, Pakistan, Sri Lanka and Sudan were proposed during the WFP evaluation stakeholder workshop held in Rome in December 2001. Annex 2 presents evaluation key issues addressed by the country case studies.²

Pakistan was selected as the first country case study. The aim was to test the relevance of the key issues to be covered by the evaluation and the methodology, as well as to finalize the outline and structure of the case study reports for the following missions. To this end, all team leaders of the country case studies in Colombia, Mali, Sri Lanka and Sudan undertook the joint evaluation in Pakistan, in which the responsible OEDE Evaluation Officer and a national consultant also participated.

1.2 Country Case Study Methodology

The Evaluation Team prepared a Note sent to the WFP Country Office (CO) in advance of the Mission, with the request to ensure that preparations would be conducive to effectively managing the time available for the evaluation (see Annex 3).³

Apart from reviewing pertinent documentation, the Team had meetings with WFP programme and support staff both individually and during group discussions (see Annex 12). This was particularly important in view of the particular nature of the evaluation; i.e. the fact that while the Team was not evaluating the programme and its activities or the emergency operations *per se*, addressing the key questions through the entry point of the Commitments implied looking at the process and institutional mechanisms pertinent to programme and project implementation.

Meetings were also held with counterparts, stakeholders and selected donors to discuss with them their perception of the relevance and implications of implementing the Commitments. The Team divided into three groups for the purpose of field visits to Balochistan, North West Frontier Province (NWFP) and Kashmir (development activities), as well as to NWFP (emergency operations). Discussions were held with selected beneficiaries and target groups to assess the impact of WFP-assisted interventions.⁴

¹ See Annex 1.

² The pertinent WFP Country Offices agreed to the request to be among the five case country studies.

³ The Evaluation Team notes that it did not gain timely and comprehensive access to the required documentation in Pakistan, which regrettably hampered its work during the initial stages of the Mission.

⁴ See Annex 4 for the Mission's itinerary.

An important part of the country case study methodology, and as part of the objective of achieving a participatory and transparent evaluation process, are the de-briefing meetings organized at the end of the Mission for WFP staff, counterparts, implementing partners and selected agencies. The Strategy and Policy Division in WFP Headquarters took the opportunity to present the draft Enhanced Commitments to Women 2003-2007 to obtain feedback from counterparts and stakeholders as part of this participatory consultation process.

2. COUNTRY CONTEXT

2.1 Food Aid Context

Pakistan has had an on-going structural reform programme (SRP) since 1997, which was to some extent interrupted by the political crisis in May 1998.⁵ While the economy nevertheless registered positive GDP growth and reduced deficits, these developments did not serve to mitigate the increasing incidence of poverty during the 1990s. As the Interim Poverty Reduction Strategy Paper (IPRSP) indicates, 'poverty has remained stagnant in the 1990s', reflected in the calorie-based as well as the basic needs-based poverty lines respectively.⁶

Poverty in Pakistan is to a large extent due to wide regional as well as income disparities. Population pressure, adverse use of natural resources, as well as the reality that Pakistan has large Afghan refugee populations, have further exacerbated the incidence and severity of poverty.⁷ A recent study by the Food and Agricultural Organization (FAO) reveals that in Pakistan some '42 million people lack the adequate income to purchase the amount of food they need for a healthy life',⁸ even though the country is believed to produce and import sufficient food to cover basic requirements.⁹ Among the poor, women and children have been identified as the most vulnerable group nutritionally. This is both in terms of protein energy malnutrition (PEM) as well as micronutrient deficiency.¹⁰

The Government of Pakistan's (GOP's) current development strategy focuses on poverty reduction, economic stabilization, decentralization and improvement of basic social services.¹¹ It is within this context that WFP's food aid to Pakistan over the past three decades needs to be viewed, and which is in line with the previous Development Plan (1994-1998) and current Pakistan 2010 Programme. This is also in line with WFP's Food Aid and Development (FAAD) policy,¹² as well as the recent policy on Enabling Development.¹³ Apart from World Bank support, Pakistan is assisted in its efforts to achieve food security and alleviate poverty by, for example, FAO and the United Nations Development Programme (UNDP), as well as various bilateral donors.¹⁴

2.2 Relevance of WFP's Commitments to Women to the Country Context

Upgrading the previous Women's Division to a full Ministry of Women's Development, Social Welfare and Special Education (MWDSWSE)¹⁵ in 1989 reflects the GOP's support to improving Pakistani women's socio-economic status. This is consonant with the 1973 Constitution of Pakistan that 'guarantees the equality of women and men'. Poverty eradication, improvement of health and education, as well as achieving the overall national goals of equality and justice, are among the issues highlighted in

⁵ The nuclear tests in May 1998, followed by sanctions and reduced foreign direct investment (FDI). See WB, 1999a; 1999b.

⁶ WB, 2001:2.

⁷ WFP, 1996c.

⁸ FAO, 2000. Pakistan's population in 1999 stood at 137.6 million, with an annual growth rate of 2.8%, and a total fertility rate (per woman) of 5.5. UNDP, 2001: 156.

⁹ WFP, 2001c

¹⁰ CIDA, 1999b.

¹¹ WB, 2002.

¹² WFP, 1999c.

¹³ WFP, 2000g.

¹⁴ Part of the Support to Policy and Programme Development (SPPD) facility. See FAO, 2000. See also UN, 2002.

¹⁵ Generally referred to as Ministry of Women's Development (MOWD).

Pakistan's National Report submitted to the 1995 Fourth World Conference on Women (FWCW). Pakistan is among the countries which adopted the 1995 Beijing Platform for Action (BPA) emanating from the FWCW, and which acceded in 1996 to the UN Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW).

The 1998 Pakistan National Plan of Action (NPA), as well as the National Review of Beijing Plus Five,¹⁶ reiterate these strategic objectives of the BPA, further stressing women's access to ownership, control and management of productive assets, as well as adopting affirmative action for the recruitment of women. The health and education needs of women and girls are perceived as developmental rights and key factors in contributing to social development. This is also reflected in the GOP's Poverty Reduction Programme (PRP) that stresses the reduction of caloric poverty, increasing primary school enrolment, reducing maternal and infant mortality and improving infrastructure.

In this respect, the objectives and content of WFP's Commitments to Women 1996-2001 are directly relevant to the national context of supporting women's development in Pakistan. WFP is one of the signatories to the UN Statement on Gender in Pakistan, which further underlines the relevance of the Commitments to the country context.¹⁷ However, further steps are required to gender sensitise poverty alleviation strategies and interventions.¹⁸

2.3 Gender-Related Inter-Agency Activities

WFP is directly involved in various mechanisms supporting coordination between United Nations agencies which have direct as well as indirect implications for poverty and gender, and are explicitly reflected in the draft UN Common Country Assessment (CCA).¹⁹ Apart from the Interagency Gender and Development Group (INGAD), WFP plays a lead role in the Thematic Group on Food Security and Rural Development, including in the Preparedness and Response to Emergencies sub-group. WFP is a member of the United Nations Fund for Population Activities (UNFPA) initiated Population and Reproductive Health Coordination Forum, in the Thematic Group on Geographic Information Systems (GIS), the Forestry Donor Coordination Group, as well as the Pakistan Social Action Programme (SAP) Multi-Donor Support Consultative Group. Furthermore, WFP is one of the lead agencies for humanitarian assistance, together with the United Nations High Commissioner for Refugees (UNHCR), and other bilateral agencies.

At the macro/country level, WFP holds consultations relevant to its mandate with, for example, the United Nations Children's Fund (UNICEF), the United Nations Education, Scientific and Cultural Organization (UNESCO), the United Nations High Commissioner for Refugees (UNHCR), and the World Health Organization (WHO). Furthermore, WFP Pakistan has benefited from Australian, Canadian, German, Italian and Netherlands donor support during the period under review.²⁰

3. OPERATIONALIZATION OF THE COMMITMENTS TO WOMEN IN PAKISTAN, 1996-2001

3.1 Brief Overview of WFP Assisted Operations²¹

WFP is the only international food aid agency operating in Pakistan. Its food aid interventions date back to 1968 with the signing of the Basic Agreement with the GOP. In respect of WFP-assisted Emergency

¹⁶ See UNDP, 2000b.

¹⁷ INGAD, no date.

¹⁸ It should be noted that the reality that increased efforts are required to gender sensitise poverty alleviation strategies - and by implication - food security interventions, is reflected in the recent gender analysis of the IPRS. Gender and women are treated separately under various social sub-sections of the IPRSP, thus inadvertently perpetuating 'the invisibility of women and children in agriculture, industry, labour, trade, banking, manufacture etc.'. INGAD, 2001b : 1.

¹⁹ Due to changes in the composition of the United Nations Country Team (UNCT), the United Nations Development Assistance Framework (UNDAF) for Pakistan has to date not been finalized.

²⁰ See INGAD, 2001a.

²¹ See Annex 5.

Operations (EMOPS), support was scaled down between 1991-1995 (see Annex 9). However, in 1995 WFP initiated the Social Safety Net Programme (SSNP) for vulnerable refugees (terminated in 2001), which included health, education and vocational training components, as well as FFW for environmental rehabilitation. The increased influx of Afghan refugees by 1996 revived WFP food aid distribution in 1997. The EMOP continued to be expanded until 2000, following which it has been incorporated into the regional EMOP (in 2001). WFP's collaborates closely with the United Nations High Commissioner for Refugees (UNHCR). At government level, the State & Frontier Regions (SAFRON) and the Commission for Afghan Refugees (CAR) are the main implementing partners (IPs), while among NGOs, Shelter Now International (SNI) is the most long-standing IP.²²

WFP assisted development projects have been mainly based in the North-West Frontier Province (NWFP), in the North-Eastern Area (NEA) and in Balochistan. One major focus has been on watershed management, soil protection, check-dam construction, raising water tables and restoring underground irrigation systems as part of natural resource management (NRM) and rural development. These activities complement the GOP's National Conservation Strategy (NCS). In fact, NRM related projects supported by WFP through food aid interventions date back to the early 1980s.²³ WFP is considered to be a pioneer in respect of targeting remote, resource-poor and food-deficit areas.²⁴

Another major focus of WFP assisted projects is education and health, which tallies with the GOP's Social Action Programme and poverty alleviation policies. As Annex 5 reveals, in both the former and current WFP Country Programmes (CPs) (1994-1998 and 2001-2003 respectively), women and girls have been, and remain, the exclusive target groups in education and health projects and activities.

WFP food aid is also provided indirectly through the food stamp system (NRM related project activities), and the provision of vegetable oil for the education and health components. Oil rations are not only a relatively important income transfer (believed to constitute an important portion of average beneficiary household incomes). They also incur lower transportation costs for the GOP, and less logistics problems for WFP, compared with the regular food basket with multiple rations.

WFP's main counterpart agency in respect of development interventions has been and remains the Ministry of Food, Agriculture and Livestock (MINFAL), which approves all Plan of Operations, and through which NRM project activities have been implemented. The same pertains to the education and health projects/activities, i.e. the channel of cooperation is through MINFAL. It is at the provincial and local levels that direct links between project implementation and the pertinent sectoral Departments (education, health, forestry etc.) are established. To date, WFP does not maintain direct contact/coordination with the MOWD (though it did contribute to funding support of the Ministry through the United Nations Development Group/UNDG).

3.2 Evolution of the Implementation of the Commitments to Women in Pakistan

Gender-related activities formulated and implemented by the Pakistan WFP Country Office pre-date 1996, i.e. the launching of the Commitments (see Annex 8). For example, by 1995, a gender study on women's role and participation in WFP-assisted projects and gender training for implementing partners (IPs) was carried out. Steps to more directly involve women as direct beneficiaries were undertaken. That same year, the first (female national officer) Gender Focal Point (GFP) was appointed from among the WFP programme staff.. Highlights during 1996 include the formulation of the first Gender Action Plan (GAP), recruitment of female staff in NRM projects, a project proposal for the food stamp system to include women, revising reporting formats to include gender disaggregated data, and co-organizing a workshop on gender mainstreaming in watershed management.

By 1997, efforts were underway to hire women staff in food distribution and to include female-headed households in the targeting process. In 1998, another GFP (female national programme officer) was appointed

²² See WFP, 1996-2001; 1996o; 1996p; 1997h; 1999l; 1999m; 2001b; 2001k.

²³ CIDA, 1994.

²⁴ WFP, 1997c.

from among WFP programme staff. The first CO bi-monthly Gender Report was launched in Pakistan and was quoted in various WFP Headquarters (HQ) briefs, but was discontinued in 2001. Activities in 1999 included participation in the production of the INGAD brochure (for which WFP activated funding from WFP HQ), and preparation of two funding proposals submitted to the Gender Action Fund (GAF). An important event that same year was the appointment of the Regional Gender Advisor (RGA) to cover the former Islamabad Cluster.

Gender related activities in 2000 include WFP's proposal to gender sensitise government counterparts (training funded by UNDP), preparation of the CO self-assessment of implementing the Commitments, and preparation of the new Country Programme (CP). That year, a CO female national officer received the International Women's Day Award. A new (male national officer) GFP was appointed in 2001 from among the programme staff who for a period of time chaired the INGAD group.

4. MAINSTREAMING THE COMMITMENTS TO WOMEN IN WFP ASSISTED OPERATIONS IN PAKISTAN

4.1 Institutional Mechanisms

a) Gender Focal Point

As indicated earlier, the Pakistan WFP Country Office (CO) appointed its first Gender Focal Point (GFP) in 1995, coinciding with the FWCW in Beijing. Up to 2001, there have been two other GFPs appointed from among existing CO programme staff. If anything, this has been conducive to ensuring a measure of continuity, with institutional memory reinforced by the relatively low turnover among national programme staff. The current GFP is a senior male national programme officer. Given the general trend in UN agencies where GFPs have more likely than not been junior female staff,²⁵ this development in the Pakistan WFP CO may be perceived as positive in terms of providing a role model conducive to discouraging the perception that gender expertise is a 'female profession'.²⁶

Similar to the trend elsewhere in UN agencies, assuming the role and functions of the GFP is perceived to be an added burden and therefore not necessarily a welcome opportunity to contribute to the effective mainstreaming of gender. The GFP continues to be responsible for her/his assigned tasks as spelt out in the Management and Appraisal of Performance (MAP), or in the Performance Appraisal Review (PAR), irrespective of the added workload related to the GFP role. The pertinent responsibilities are rarely alluded to in job descriptions. Moreover, there are no guidelines on how the GFPs can ensure and follow up the gender sensitive implementation of activities for which their colleagues are responsible. They have not received training in how to address and disseminate the objectives and content of the Commitments.

b) Regional Gender Adviser²⁷

The first (female) Regional Gender Adviser was appointed in 1999 covering the former Islamabad Cluster,²⁸ but departed in the aftermath of the 11 September 2001 crisis.²⁹ This has left a vacuum with adverse implications for institutional memory. In case, at the time her responsibilities included analysing the situation of women in the pertinent countries and ensuring that this would be reflected in WFP's programme.

Programmes were designed in ways that would ensure that activities would directly relate to women's needs and be of benefit to them. The RGA also advised on the process of incorporating Gender Action Plans (GAPs)

²⁵ See UN, no date/a.

²⁶ However, there is some indication that this is not necessarily perceived this way, reflecting the reality that gender roles continue to be relatively rigidly defined in Pakistani society.

²⁷ Information on this section is derived from an e-mail (dated 7 March 2002) sent by the RGA to the Team Leader. The Mission was unable to locate pertinent documentation in the Pakistan CO.

²⁸ The Cluster included Afghanistan, Iran, Pakistan and Tajikistan; later Armenia, Azerbaijan and Georgia were added to the RA's coverage of countries.

²⁹ At the time of finalizing the Mission Report, the position was still vacant.

in the CO Workplan. Furthermore, she worked closely with the UNGAD, and helped design and develop the gender training package for all UN staff in Pakistan.³⁰

c) Gender Action Plan

Available documentation indicates that the first Gender Action Plan (GAP) of the Pakistan WFP CO was formulated in 1996, covering emergency as well as development interventions. Following the guidelines provided by the Regional Bureau for the period 1996-1998, which specified priorities in respect of targeting, monitoring, gender analysis of projects, participatory approaches as well as identifying micronutrient deficiencies, the 1996 Pakistan GAP presented its country specific targets, indicators and expected achievements.³¹ In 1997, the Pakistan WFP CO presented a report on achievements of the 1996 GAP in respect of its development programme. The report also identified constraints affecting implementation, and proposed solutions for overcoming them.³² As far as the Team could ascertain, the 1996 GAP and its 1997 update continued to be used as the reference document up to 1998. No other GAP appears to have been formulated since that date. However, pertinent Gender Reports provide updates on NRM, health and education activities, as well as on the EMOP related Safety Net Programme (SNP).

The 1996 Pakistan WFP CO Management Plan specifically refers to the preparation of the GAP.³³ It remains unclear to the Team whether an Annual Workplan was produced in 1997. While the 1998 Annual Workplan does not include any reference to the GAP, the specified activities reveal the explicit targeting of women, though gender is not reflected in the sections under 'accountability' or 'advocacy'.³⁴ No Annual Workplan appears to have been formulated for 1999, 2000 or 2001.

The Team understands that this interruption was due to the relatively long process of evaluating the 1994-1998 Country Programme (CP), and the formulation of the 1999 Country Strategy Outline (CSO) and the 2001-2003 Country Programme respectively.³⁵ It remains unclear to the Team whether the absence of more recent GAPs is due to this interruption, or whether it was based on the decision to incorporate gender specific activities in these workplans and dispense with GAPs. The various available bi-monthly Gender Reports and Gender Updates do not shed light on this issue.³⁶ Whichever, currently there is no separate GAP for the Pakistan WFP CO, and pertinent activities are incorporated in the CP as is the expected trend within WFP.

d) Management and Appraisal of Performance

The review of Management and Appraisal of Performance (MAP)³⁷ forms for support staff in the Pakistan WFP CO reveals that there is no explicit or implicit reference to the Commitments. Be they involved in logistics or administrative and financial tasks, pertinent staff are seemingly not perceived to have any link with the implementation of the Commitments. This was more or less confirmed during discussion sessions organized by the Team (see Annex 12).

Neither do the MAPs of programme staff to which the Team had access make any explicit or implicit reference to the Commitments. This also applies to the MAP of the current GFP. Yet, and as pertinent discussions revealed, programme staff appear to be aware that they are expected to support the process of gender mainstreaming, even though it remains unclear if and to what extent they are actually held accountable for this. The Team did not gain access to the MAPs of senior management staff, though it was indicated by current senior managers that they are held accountable for achieving gender balance in recruitment and hiring.

³⁰ The methodology for the country case studies includes the participation of the RGA or Regional Programme Adviser. In the case of Pakistan, the RPA was unable to participate.

³¹ WFP, 1996e; WFP, 1996d; 1996g.

³² WFP, 1996f.

³³ WFP, 1996a.

³⁴ WFP, 1998c.

³⁵ WFP, 2001f.

³⁶ WFP, 1999a; 1999b; 2000a; 2000b.

³⁷ The Team received 10 MAPs for 2001, of which the first part Phase I- Performance Planning was reviewed.

e) Training

Available/accessible documentation (see Annex 6) reveals that nearly all international and national programme staff, as well as general service staff, underwent gender training in 2000 (organized by UNDP).³⁸ No data are available indicating if or when staff participated in gender training during 1996-1999. From both the description of the training courses held in 2000, as well as their duration (averaging three days), it appears that support and programme staff generally received gender sensitization training. Few programme staff participated in gender analytical skill training. Some staff attended regional gender training workshops. There is limited evidence of CO guidance on disseminating the knowledge acquired during these training sessions to colleagues.

The Team was unable to obtain an accurate, up-to date overview of gender training activities targeting counterparts and stakeholders. However, one available/accessible workshop report on gender mainstreaming in watershed management reveals that the Pakistan WFP CO made some effort as early as 1996 to address gender issues in non-traditional sectors.³⁹ One may assume that this had some positive effect, reflected, for example, in the move towards social forestry and inclusion of women previously described.

4.2 Programming Process

a) Programme Documents

EMOP related programme documents during the period under review reveal that since 1997, some reference to the Commitments or to women was included under 'mode of implementation'.⁴⁰ Though special attention is paid to women and children, in general data on refugees is by sex and age, and there is reference to female-headed households (FHH). However, reference to 'women's issues' in EMOP documents tends to focus on the principle and mode of implementation, and less on accountability to implementing the CW.

As mentioned earlier, the review and comparison of the previous and current Country Programme documents (1994-1998 and 2001-2003 respectively), as well as the 1999 Country Strategy Outline (CSO) reveal a discernible shift in respect of targeting women through support of non-traditional activities and the attempt to address some strategic gender needs. Clearly there are discernible changes in respect of issues and recommendations raised in the 1994 CIDA evaluation of WFP operations in Pakistan.⁴¹

Originally WFP interventions in support of NRM were not aimed at women. Rather, the objective was to encourage village communities in poor areas to more effectively plan and manage local natural resources, and to ensure sustainability through low-cost technologies, training and extension.⁴² There has eventually been a slow but discernible evolution of a participatory approach, including the focus on social forestry that required some reformulation of project objectives. Significantly, it has encouraged other donors to focus their interventions on resource-poor areas.⁴³ However, as the 1997 evaluation of NRM projects indicated, it was difficult to gauge the extent to which women were direct or indirect beneficiaries since data were not gender disaggregated.⁴⁴ However, women were more directly targeted through the Environmental Rehabilitation Project (ERP) (1993-1998), jointly sponsored by WFP, the Netherlands and NWFP government. Specifically, with the move towards a people-centred approach, the ERP by 1995 began to actively target women through support of Women's Organizations (WOs).⁴⁵

Currently, all WFP-assisted NRM projects (many of which were joint projects with various bilateral and multilateral agencies),⁴⁶ have been, or are being, phased out. The current 2001-2003 CP is now focusing on

³⁸ UNDP, 2000a.

³⁹ WFP, 1996k.

⁴⁰ WFP 1996-2001 (various reports); WFP 1997h; 1997i.

⁴¹ CIDA, 1994.

⁴² CIDA, 1999b.

⁴³ WFP, 1997c.

⁴⁴ Op. cit.: 6.

⁴⁵ WFP, 1999j. See also WFP, 1999i.

⁴⁶ Mainly UNDP, and bilateral agencies representing Australia, Germany, Italy, the Netherlands and Sweden.

Creating Assets for Rural Women (CARW), which in fact tallies with the WFP Executive Director's Circular on 'Women's Access to Assets'.⁴⁷ CARW aims to 'improve the lives of poor, rural women through the creation of sustainable physical, economic and social assets for rural women and their families'.⁴⁸ Activities, to be selected on the basis of a participatory approach, are expected to provide female beneficiaries with opportunities to increase household income, improve household food security through participation in Food-for-Work (FFW) and other income generating activities, as well as Food-for-Training (FFT). The food stamp system is expected to generate funds for credit schemes, and to contribute to women's empowerment.⁴⁹ Available/accessible documentation on CARW indicates that pertinent activities have not yet been implemented in the selected target areas.⁵⁰

As indicated earlier, the current WFP-assisted education and health activities continue the trend of the past decades of exclusively targeting women and girls. The 2001-2003 CP lays special emphasis on quality improvement of education and health services. Use of basic criteria defined by UNESCO and WHO are used to support the process of achieving quality control.⁵¹ In fact, this has been the trend even before the 1994-1998 CP. These social sector interventions aim to use food aid as an incentive to increase the enrolment and retention rate of girls in primary schools, as well as increase the participation rate of expectant and nursing mothers in maternal and child health services.

b) Plan of Operations

The Plan of Operations (PlanOps) to which the Team had access date back quite some years, and had apparently not yet been up-dated. Partly this is due to the fact that existing projects and activities in education and health, and those related to natural resources management, have been repeatedly extended; i.e. the same PlanOps continued to be used, but also keeping in mind that the CP was signed in December 2001.⁵² Not surprisingly, given that some of the PlanOps date back to the late 1980s, early 1990s, there is no mention of women or gender; rather gender neutral/blind terms such as 'beneficiaries' or 'persons' tend to be used (see also Annex 5).⁵³ The Team noted during discussions with various IPs that the latter might not be familiar with PlanOps documents. The PlanOps for the current CARW is currently under preparation, and the Mission did not receive any pertinent draft documentation.

c) Memoranda/Letter of Understanding

In respect of MOUs in emergency operations, mention of gender is generally uneven, indicating that WFP is not following a systematic approach in this respect. For example, while the MOU concluded with UNHCR makes explicit reference to gender issues, the one with Medecins Sans Frontieres (MSF) does not. The LOU with Shelter Now International (SNI) in two NWFP refugee camps specifies gender disaggregated data, but this is not repeated in respect of a third camp in this province. Moreover, LOUs with government counterparts (for example, SAFRON) do not mention gender or the Commitments.

In respect of the Country Programme and pertinent development projects and activities, none of the Memoranda and Letter of Understanding (MOUs and LOUs) made available/accessible to the Mission make any explicit reference to gender in general, or to the Commitments in particular. Rather women's participation tends to be referred to in general terms. More recently, the GOP Project Concept (PC-1) form has been

⁴⁷ WFP, 2001i.

⁴⁸ WFP, 2001g: 1.

⁴⁹ This expectation is based on a 1999 WFP study assessing the impact of food stamps. See WFP, 1999i.

⁵⁰ It should be noted that the CARW documentation does not explicitly reflect a link between FFW activities and possible implications for further burdening women given their primary if not exclusive responsibility for social reproduction tasks, or the link between FFT and addressing women's strategic gender needs, or the link between creating community versus individual assets.

⁵¹ Though health activities are now named 'Promoting Safe Motherhood'.

⁵² Based on feedback from ODC, the Team understands that following the signing of the CP with the GOP in December 2001, new planning documents (referred to as Planning Commission Proforma-1/PC1) are being prepared.

⁵³ WFP, 1991b; 1992; 1995a.

including a reference to gender, though this follows the women & development approach; i.e. women and gender are dealt with in a separate paragraph, rather than being integrated in the project document.

d) Targeting

Capacity needs assessment and data requirements for implementing vulnerability analysis and mapping (VAM) in Pakistan were instigated in 1996.⁵⁴ By 1998, the WFP VAM Unit based in the Pakistan WFP CO (but part of the Regional Office) was involved as lead member in a number of Inter-Agency Groups.⁵⁵ The production of maps revealing food insecure areas in selected districts in Pakistan was identified as a priority in 1999. A composite index based on the nine food economy zones and socio-economic development indicators was developed and used to rank districts, following which the 60 most food insecure districts were identified. While it was recognized that household/social targeting was important, area targeting was opted for due to data and other limitations.⁵⁶ Subsequent discussions (for example in 2000) of household level targeting were generally couched in a gender blind language.⁵⁷

It appears that only in 2001 did the VAM Unit in Pakistan attempt to target the household as a unit (in collaboration with CARE International), specifically as part of a pilot research exercise on food aid impact monitoring in emergencies. Available indicators, for example to identify child nutrition and health, specify the mother and sex of the child. Similarly the construction of the Household Coping Index (HCI) reveals some gender sensitivity.⁵⁸

The VAM Unit has made an important contribution to the formulation of the 2001-2003 Country Programme (CP), identifying food insecure zones, providing district food security maps and specifying a target achievement index and project database.⁵⁹ There are discernible signs that gender concerns are being incorporated in the pertinent exercises, for example in the identification of UNESCO compliant schools and WHO compliant health centres, and in the incorporation of gender disaggregated education and health data. However, the process is hampered by data limitations, specifically the fact that quality improvement of secondary sources has so far been insufficiently addressed.

e) Monitoring & Evaluation

In respect of EMOPs, reporting requirements for implementing partners (IPs) differ, with monthly reports required from old refugee camps and weekly ones from new camps. Moreover, while the reporting format for old camps includes breakdown of beneficiaries by sex, and differentiates between male- and female-headed households, data for the new camps are consolidated by the WFP Sub-Office into one report of the overall refugee population. All implementing partners (IPs) in old and new camps fill in a monthly Standard Project Reporting Form (SPRF), which includes breakdown by sex and women's participation in project management in the narrative but not in the quantitative part.

There continues to be paucity in baseline studies, in spite of, for example, changes in the approach used by VAM through targeting of households, and pertinent specifications in the previously mentioned GAP. Where projects have been subject to numerous extensions, data collected during earlier phases are *de facto* used as benchmark, in some cases supplemented by specific studies. Impact studies carried out - for example, of NRM project activities, for which socio economic profiles were produced - are so far limited in number. Other available studies are generally assessments rather than impact studies *per se*.⁶⁰

⁵⁴ WFP, 1996m. The VAM International Officer departed in the aftermath of the 11 September 2001 crisis, leaving behind a vacuum with implications for loss of institutional memory. The Team Leader obtained additional information from her via e-mail.

⁵⁵ For example, the Technical Working Group on Data Sharing and Geographic Information System; and the Food Insecurity and Vulnerability Information and Mapping System Group. See WFP, 1998j.

⁵⁶ WFP, 1999f.

⁵⁷ WFP, 2000c.

⁵⁸ WFP, 2001n.

⁵⁹ WFP, 2000h.

⁶⁰ See WFP, 1998d; 1999g; 1999i; 1999j; 1999n.

Data reported by field offices are fairly substantial, as revealed by indicators made available to the Team. However, limited human resources capacity, specifically in respect of female field monitors, has implied that beneficiary contact monitoring (BCM) is not systematically carried out. While some qualitative information is collected during ad hoc BCM exercises, the opportunity appears to be missed to further probe into reasons for dropout of schoolgirls, or of mothers who cease attending health clinics once food aid is phased out.

Moreover, apart from the problem that there appears to be limited quality control of data produced by implementing partners (IPs); there is also the fact that not all relevant information is collated by the latter for the field offices and the CO. When/where this is the case, then it appears to be generally carried out in an ad hoc manner. Equally crucial, there is limited evidence that generated monitoring data are used for planning and evaluation. Partly this is also related to the capacity and skills of IPs.

4.3 Resources to Implement the Commitments to Women

Similar to various other WFP Country Offices (COs), WFP Pakistan has tapped into the Gender Action Fund (GAF) to support some of the gender-related activities (see Annex 11). Apart from the NRM impact study, GAF funding was used for gender training. Other gender training was supported through Direct Support Costs (DSC) and Programme Support and Administration (PSA) funds.

5. RELEVANCE, ACHIEVEMENTS AND IMPACT OF THE COMMITMENTS TO WOMEN: FACILITATING AND CONSTRAINING FACTORS ⁶¹

5.1 Commitment I: Provide Direct Access to Appropriate and Adequate Food

5.1.1 Relevance

The view of key informants among WFP staff and implementing partners is that Commitment I/A (CW/I/A) is not relevant since all refugees in Emergency Operations (EMOPs) by definition should have access to food. Moreover, these informants believe that no specific measures are necessary since women control food within the household (by virtue of their traditional responsibility for food preparation).

Commitment I/B is generally perceived to be relevant. However, key informants point out that the current supplementary feeding targeting vulnerable refugee women is excluding male refugees who may be equally vulnerable to micronutrient deficiencies. The food basket provided⁶² is generally compatible with local cooking and eating habits. Similarly, the oil ration distributed in WFP-assisted development activities is familiar to beneficiaries and provides the opportunity to vary their diet.

5.1.2 Achievements

In respect of CW/I/A, food distribution is targeting the household level, and - since 1998 - special measures have been taken to target female heads of households (FHH) in emergency operations. This has been facilitated through the hiring of female food monitors, though there is still no consistency between the old and new camps regarding IPs' approach to special measures to target female refugees.

While male as well as female beneficiaries are generally aware of their food entitlements, there continues to be a need to verify registration numbers to ensure that families are receiving adequate rations in relation to household size. However, targeting socially vulnerable groups is hampered by lack of agreement between WFP, CAR and UNHCR regarding the definition of 'vulnerable'.

⁶¹ See Annex 1 for details of the various Commitments. The analysis in this section is based on key informant interviews, group discussions with implementing partners and selected beneficiaries, as well as pertinent available/accessible documentation.

⁶² Includes wheat flour, pulses/split peas, vegetable and iodised salt, with beneficiaries of supplementary feeding also receiving sugar and wheat soya blend/WSB.

The Safety Net Programme (SNP) in 1995 in the PRO for vulnerable groups replaced the general food distribution (relevant to CW/I/B). Supplementary feeding of vulnerable groups has been introduced where problems have been identified. However, accessible documentation does not indicate the systematic review of available nutrition data during 1996-2001 (see Annex 10).

While the caloric value of the food basket is adequate ⁶³, it has not been adjusted to the additional caloric requirements in camp conditions during the cold winter months. In respect of development interventions, iron folate tablets were received from CIDA and distributed during 1999, though objectives do not explicitly include micronutrient deficiencies.

5.1.3 Assessment of Impact

No post-distribution surveys have been carried out to verify women's control over food aid, keeping in mind that there appears to be some confusion over the meaning of 'control' and interpretation of the percentage target of 80%. In spite of the effort to directly target FHH, refugee families are generally perceived and targeted as one entity that largely ignores the impact of intra-household variables (apart from gender, this includes age and life-cycle stage, education and skill level, work experience and individual coping strategies).

Available information (see Annex 10) reveals that in general male and female refugees have been receiving adequate food to avoid malnutrition. Sub-groups of vulnerable refugees such as expectant and nursing mothers, as well as malnourished boys and girls, have been identified through the basic health units (BHUs) and provided with supplementary feeding. While male refugees are generally excluded from the latter, both men and women tuberculosis (TB) patients are identified through the BHU and also provided with supplementary feeding.

In respect of development interventions, as mentioned earlier, objectives do not explicitly refer to micronutrient deficiencies, and oil rations are not expected to cover beneficiaries' requirements in this respect. However, the addition of vitamins in this ration is perceived to make some contribution in this respect. Where the food stamp system prevails, little information is available regarding the type of food purchased by households, or the potential link with malnutrition.

5.2 Commitment II: Take Measures to Ensure Women's Equal Access to and Full Participation in Power Structures and Decision-Making

5.2.1 Relevance

Ensuring a lead role for women in decision-making and management (CW/II/A) is relevant for EMOPs, PROs and development activities, and tallies with the GOP's policies and programmes supporting women's equal participation in the development process. However, key informants point out that relevance is constrained by the reality that decision-making is perceived to be a male prerogative, even in the case of FHH. Key informants perceive the objectives of CARW to run counter to the cultural reality on the ground. Moreover, no account is taken of the longer time frame required to achieve this Commitment. This is perceived to be particularly problematic in emergency situations.

There appears to be some controversy in respect of the relevance of reaching gender equity (CW/II/B). While this Commitment is perceived to be generally relevant in cultural settings characterized by the physical separation of the sexes, relatively rigid perceptions of gender roles and wide gender gaps, it is also pointed out that relevance needs to be linked to appropriate and gender equitable job descriptions and supportive institutional arrangements.

5.2.2 Achievements

To date, women refugees have not been involved in either food decision-making or management, though supplementary feeding is managed by female staff to permit access to women in more traditional locations. In

⁶³ For general feeding, the ration is 2,077 kcal energy; 65g protein; 47g fat, in addition to wheat flour. For supplementary feeding this includes 250g WSB; 28g vegetable oil; 28g sugar.

fact, up to April 2001, there was no refugee food distribution committees per se. Though this has since been introduced in the old camps, the process of including women is not being systematically addressed. Where male and/or female formal refugee committees have been established (by CAR or other agencies), there is no evidence that WFP was involved in this process.

In respect of WFP-assisted development interventions, there is a discernible change that, so key informants believe, would have been difficult to imagine some years back. The shift to group formation and support is particularly evident in NRM related projects. It should be noted that this process has been relatively slow, partly due to erratic support and some inexperience on the part of implementing staff.

Moreover, positive progress in the establishment and development of women's organizations (WOs) appears to be linked to the active support of village committees and similar groupings traditionally dominated by men. However, there is also the reality that WO's have limited authority whatever the project document may state. The expectation that they can have influence with the authorities and local community in respect of land title, usufruct and maintenance arrangements for assets created may run counter to the reality on the ground and can be expected to provoke some resistance.

In respect of the education programme component, key informants mentioned the more active participation of parents, including mothers. While this appears to be primarily due to interest in securing the oil ration, teaching staff indicate that they seize the opportunity to discuss with parents the educational progress of their daughters. However, it should be kept in mind that teachers tend to be young and are themselves still being trained in teaching methodologies and course contents.

As for the health programme component, there is little evidence to suggest that beneficiaries are involved in management or decision-making, though the cultural taboo impeding women from attending health centres has to a varying extent been breached. The involvement of health staff in distribution (for example, the Lady Health Workers/LHW) is more or less by default, i.e., given the GOP drive to employ female health workers to reach female target groups. In any case, the LHW and Lady Health Volunteers (LHV) may well perceive this as an additional burden for which they are not compensated (in contrast to teachers who receive the same oil rations as the schoolgirl beneficiaries). However, it is said that food aid has contributed to raising the status of LHWs and LHVs in the community through their ability to have something of value to offer.

In respect of CW/II/B, as Annex 7 reveals, the Pakistan WFP CO registered an increase in the hiring of female national professional staff (Table 1/Annex 7), though they currently still constitute around 30% of the total of this staff category (see Table 2/Annex 7). The percentage of female staff in the national General Services category, while also indicating a numerical increase during the period under review, nevertheless constitutes less than ten per cent of the total.⁶⁴ In any case, there is currently a more concerted effort to recruit female field monitors, facilitated by the GOP's strategy, and that of other agencies, of investing in female human resources capacity building. However, as Table 3/Annex 7 indicates, female consultants on short-term Special Service Agreement (SSA) contracts constitute less than 5% of the total, and 7.5% of the total of protracted SSAs.

CW/II/B has had implications for the recruitment and hiring of female IP staff. EMOPs employ female field monitors, which has facilitated access to female refugees. In an increasing number of cases, project specific staff have been incorporated into sectoral government departments and sections. For example, the introduction of social forestry with its attendant hiring of female staff have changed attitudes towards women being employed in the Forestry Department. The trend in respect of social sector interventions is less clear; i.e., while food aid may be an important incentive for female teachers, the GOP's policy in any case aims to increase the number of teaching (and health) staff as part of its drive to improve social services.

⁶⁴ CW/II/B has generally been interpreted to refer to international staff. It is only relatively recently that the Executive Director's Memorandum regarding gender balance of locally recruited staff has been issued. In this respect, it is commendable that the Pakistan WFP CO has already taken the initiative. See WFP, 2001m.

5.2.3 Assessment of Impact

The impact in respect of female beneficiaries in development interventions is difficult to gauge, due to limited post-distribution monitoring. While they are generally excluded from any food aid related management and decision-making, anecdotal evidence, and various BCM reports, appear to suggest that - by virtue of being associated with an economically valuable good, i.e. the oil ration and its income transfer value - wives and daughters may well be accorded an improved standing within the household. Though there is a downside to this, reflected in families' attempt to enrol their daughters in grade one even though they are under-aged or of nursery school (*kachi*) age, there is the upside in that the idea of sending girls to school is becoming more acceptable. WFP's decision to include the *kachi* class in the incentive system can be expected to further support this trend.

Either way, school enrolment and retention, and attendance in health centres cannot be disentangled from important factors such as the GOP's efforts to improve the quality of these services, or the impact of the poverty variable and related opportunity costs. In effect, it is not only 'culture' as such which has an impact on these trends. There are also poverty related factors and opportunity costs that may equally have a bearing on school enrolment and health centre attendance.

As regards CW/II/A, while the process of hiring female staff by IPs and counterparts is slow in sectors traditionally dominated by men, and female staff are rarely found in decision-making position at the provincial level, the trend towards increasing their professional visibility and positive contribution is discernible. Much appears to depend on the attitude of individual male managers. Either way, WFP in Pakistan works in a cultural and socio-economic context that may limit its capacity to instigate meaningful change in the short-term.

In respect of CW/II/B, the impact has been varied and controversial. Discussions with key informants, as well as the group discussions with WFP programme and support staff (see Annex 12) reveal that implementing this particular Commitment has led to misunderstanding, frustration and disappointment.⁶⁵ Partly this appears to be linked to a lack of transparency in the hiring and promotion of staff, which has inadvertently encouraged the perception that the sex of the applicant rather than professional merit is the deciding variable.

5.3 Commitment III: Take Positive Action to Facilitate Women's Equal Access to Resources, Employment, Markets and Trade

5.3.1 Relevance

This Commitment is of general relevance to the GOP's National Plan of Action and related post-Beijing strategies and programmes. However, a number of key informants did not deem this Commitment to be of immediate relevance to the cultural and socio-economic context of Pakistan. Given the pervasive poverty in many communities, focusing on women as individuals is deemed to be of lesser relevance, or of importance in some distant future when poverty has been effectively tackled. This view tallies with the pervasive attitude of perceiving women as part of the household and kinship network, rather than as separate individuals socially and economically. This reflects the gap between gender sensitive legislation and the everyday reality at the community level.

Relevance tends to be perceived in terms of the percentages fixed in the sub-components of this Commitment rather than the actual process itself. Moreover, the Commitment is perceived to be particularly relevant to asset creation project activities, such as the phased out NRM related projects and the current CARW to be implemented. However, similar to CW/I/A, there is some confusion over the meaning of 'assets created to be of direct benefit and controlled by women' (CW/III/C).

⁶⁵ It should be noted that this observation is based on the views of the majority of informants with whom the Mission discussed this Commitment. Moreover, as the *Desk Review: Programming* (prepared as part of the Overall Evaluation of the Commitments by Camillia Fawzi El-Solh [Team Leader] and the *Desk Review: Human Resources* (prepared by Ida Christensen, Consultant with input from Pierre Bessuges, Consultant) indicates, this finding is encountered in various other WFP COs as well as to some extent in WFP HQ.

CW/III/B is deemed to be directly relevant to the education component where the percentage benchmark has been exceeded (100% of the beneficiaries are girls). Relevance in respect of the health component is more ambiguous, unless 'programme resources to women and girls' where there are 'gender gaps' (CW/III/A) is interpreted to mean improved health status of female beneficiaries.

Relevance of CW/III/D tends to be taken to imply working with IPs, and raising funds from donors.

In respect of emergency operations, key informants were generally of the view that this Commitment is not relevant to refugee camp situations. It is deemed to be partially relevant to Protracted Relief Operations (PRO) through the Safety Net Programme (SNP).

5.3.2 *Achievements*

Women and girl refugees have been directly targeted through the SNP, specifically in health and education activities where they constituted 100% of beneficiaries. Both male and female refugees were targeted through the vocational education component, though this appears to be largely gender stereotypical, and men tend to constitute the majority.

No recent attention has been accorded to widen the incentive system to encourage retention of refugee girls beyond primary level. Where such (relatively limited) incentives have been introduced they were discontinued after 2000 due to limited resources. In any case, the link between post-primary girls' education, early and underage marriage and market relevant vocational skill training does not appear to have been accorded much attention.

In respect of CW/III/A, the 60% percentage target was not achieved in the NRM related project activities, since women were initially not the primary or direct beneficiaries. Where they have been incorporated (through the social forestry component and support of WOs, for example), male beneficiaries continued to remain the majority. This is reflected in the reality that men's organizations generally outnumber female groups by around 4:1.

While support of WOs has encouraged some female beneficiaries to become involved in trading (mediated by male kin), generally female beneficiaries are involved in traditional labour intensive income generating activities the products of which do not always have a high economic value.⁶⁶ Moreover, the effectiveness of some project activities, such as training and credit, may be hampered by limited human resources capacity and skills on the part of IP staff. WFP staff in the CO and field offices may not necessarily have such expertise either, given their programme related role and function. In effect, using the 'package' approach without full consideration of resources, skills and markets is a key constraint to effective implementation. This points to the absence of any situational analysis prior to project implementation, not to mention the relative lack of baseline surveys.

Discussions with selected female beneficiaries revealed that whether or not they were direct beneficiaries, they deem the access to food stamps and the concomitant income transfer to have been of direct benefit to them and their families. Control over the use of food stamps is perceived to be their prerogative by virtue of the fact they are responsible for food preparation as per their social reproduction role. Control thus appears to be understood in terms of control over the use of food, and not necessarily linked to generally increasing women's say in intra-household matters.

⁶⁶ For example, the profit from the sale of skull caps and hats worn by men, and the embroidered bodice sewn onto women's wear, is minimal if the actual labour input is calculated. Not to mention the fact that since the majority of women are involved in such home-based production, the market tends to be saturated by these goods reflected in their relatively low price (though they may still be beyond the means of the poor).

In any case, in the general absence of up-to-date post-distribution monitoring data, the Team found it difficult to gauge to what extent this perception is based on reality. Few informants were prepared to indicate that men might use food stamps for items other than food. Nor is it clear if and to what extent women control the profits they may make from their income-generating activities.

Either way, it may be maintained that it is through the CARW programme component that CW/III/A and CW/III/C are beginning to be addressed, though it remains to be seen to what extent this will include women's strategic gender needs. The specified benchmark will actually be exceeded, since women will constitute 100% of the beneficiaries. However, unless there is effective post-distribution monitoring, the control of female beneficiaries over assets created, and their presumed empowerment, can only be based on anecdotal evidence or unsubstantiated assumptions.⁶⁷

As for CW/III/B, as mentioned earlier, the target percentage has been exceeded by virtue of the fact that this programme component has for many years, i.e. long before the launching of the Commitments, exclusively targeted girls. However, it should be noted that this could not have been achieved without corresponding investment on the part of the GOP to establish and operate primary schools, and invest in the required human resources.

In respect of CW/III/D, leverage tends to be perceived in terms of contacts with partners at the macro level. There is generally less perception that leverage implies working with potential partners at the community level to ensure value added to their respective activities, and complement one another's interventions. In effect, contacts and networking at the macro CO level (for example through participation in sectoral and thematic agency groups) are not necessarily reflected or repeated at the community level where interventions tend to be geographically dispersed and may even duplicate one another.⁶⁸ Where field offices are understaffed, then the likelihood of using food aid as leverage is even more limited.

5.3.3 Assessment of Impact

As indicated elsewhere, the limited availability of systematic benchmark data, as well as up-to-date post-monitoring data, does not facilitate an impact assessment in respect of CW/III, though an increase in the number of girls enrolled in schools and women attending health centres has been noted. However, available information suggests that the momentum appears to some extent to be lost when activities are phased out. In effect, the function of food aid as an income transfer and as a catalyst for encouraging changes in attitudes and behaviour will tend not to be widespread unless complementary interventions are effective and sustainable.

In respect of NRM related project activities, interventions provided the rationale for establishment and/or further development of nascent WOs, which is another intended impact. In fact, the latter in some cases have invested in training from their own generated funds rather than seek external funding support. In turn this demonstration effect has encouraged women in other communities to seek support in establishing their own WOs.

An unintended but positive impact in this respect is the support of male dominated committees and organizations to the WOs. Men are becoming more sensitised to the economic potential of female kin, specifically where the latter are able to generate income without breaching cultural taboos (for example though home-based production). The introduction and application of a participatory approach, for example the assessment of women's needs and priorities, has served to further raise women's status in the eyes of the community. Anecdotal evidence suggests that for the women concerned this was the first time that they

⁶⁷ Moreover, as the discussion during the de-briefing meeting with WFP staff and stakeholders revealed, there appears to be some confusion regarding the reasons for the primary targeting of women as a means of addressing gender gaps, the exclusion of men as primary beneficiaries, and the need to solicit male support of interventions targeting women.

⁶⁸ For example, there does not appear to be any coordination with the planned school feeding programme for girls to be implemented by the MOWD. Neither the latter nor the WFP CO appear to be aware in which areas the other is targeting.

actively participated in such a process that can be expected to play a part - however small - in the process of empowering them.⁶⁹

5.4 Commitment IV:Generate and Disseminate Gender-Disaggregated Data and Information for Planning and Evaluation

5.4.1 Relevance

Key informants generally perceive this Commitment to be relevant to all WFP-assisted operations. Field workers appear to be particularly aware of the relevance of such data, including qualitative information, whereas managers appear to be largely focused on traditional quantitative reporting methodologies and indicators.⁷⁰

Key informants in emergency operations also believe that this Commitment is relevant in principle. However, there largely continues to be the attitude that time constraints due to the pressure of feeding hungry and destitute refugees as quickly as possible, as well as the fact that all household members receive a food ration, implies that this Commitment may be less relevant in emergency situations.

5.4.2 Achievements

In some emergency operations, quantitative reports compiled by IPs include gender disaggregated information, though this is collected in an ad hoc manner and appears to be due to individual efforts rather than in response to an institutional requirement. Moreover, here again the time constraint and specificities of emergency operations tend to be used as justification for not pursuing this more systematically and diligently.

In respect of WFP-assisted development interventions, specifically NRM related projects and activities, more recent reports may include some gender disaggregated data, and regular IP meetings may raise this issue. In fact, it is said that available gender disaggregated information - however limited in some cases, and whatever the quality - has served to 'convince' IP staff of the existence and even the severity of problems exacerbated by gender inequity and gaps. However, details in respect of the collection and discussions of gender specific data and information are not necessarily reflected in reporting documentation. In fact, gender disaggregated information tends to be lost during the collation process.

In development interventions that exclusively target women and girls - i.e. education and health - data by default are not gender disaggregated. Monitoring data compiled by IPs are quantitative, with relatively limited up-to-date qualitative information due to the previously mentioned unsystematic implementation of BCM. In respect of education, data trend appears to be viewed as an end in itself - i.e., number of girls enrolled and retained in school. There appears to be little follow-up of data indicating that girls are particularly dropping out between grades two and three, and not as would be expected in grade five, i.e., when they have physically reached puberty and are more likely to be kept at home in preparation for early marriage. Moreover, the link with trends in boys' schooling and the implication for closing gender gaps are generally not referred to in reporting documents, even though anecdotal evidence appears to suggest that poverty is a crucial variable also affecting the enrolment of boys.

In respect of the CARW component, the monitoring and evaluation requirements mentioned in available/ accessible documentation reveals an increasing awareness of this issue. As mentioned earlier, since the

⁶⁹ Though keeping in mind that the term 'empowerment' tends to be referred to and used in ways which do not reveal a clear understanding that food aid as a catalyst can only contribute to the process of empowering women, which in any case is a longer term process requiring structural changes and effectively addressing women's strategic gender needs.

⁷⁰ In fact, it points to the need to distinguish between sex and gender disaggregated data respectively. The latter imply the collection of gender sensitive quantitative as well as qualitative indicators that serve to reflect the reality of, and to some extent reasons for, existing gender gaps. Gender disaggregated data also serve to highlight women's hitherto invisible economic role and contribution, thus moving away from the traditionally exclusive focus on women's social reproduction role.

pertinent PlanOps was not completed at the time of the Mission, it is not possible to gauge to what extent this has been translated into effective implementation strategies.

To some extent the above observations are linked to the fact that as far as the Mission could ascertain, WFP does not explicitly require the institutionalisation of gender sensitive reporting mechanisms and methodologies, even if this is explicitly mentioned in PlanOps etc. In addition, monitoring forms used by IPs are lengthy and often complex, and are historically focused on physical targets rather than on community-based outputs. Moreover, there does not appear to be any systematic follow-up of qualitative data gained through observed trends when these are available and accessible. In turn this appears to some extent to be linked to the existing capacity and skills of IP staff.

It remains unclear to the Team to what extent data generated are used for planning and evaluation. In effect, as in the case of the other Commitments under discussion here, there is a general lack of appreciation on the part of WFP HQ of the importance of providing guidance on developing effective tools for data collection, reporting, management and dissemination.

5.4.3 Assessment of Impact

Due to limited available/accessible systematic and up-to date quantitative data, as well as the general lack of qualitative information, the Team is unable to ascertain the impact of this Commitment. However, it may be noted that there is a clear link with the capacity and skill level of IP staff, as well as the fact that human resources constraints in the WFP CO has not facilitated regular and systematic BCM.

5.5 Commitment V: Improve Accountability on Actions Taken

5.5.1 Relevance

Key informants among WFP staff agree in principle that this Commitment is required to implement the Commitments.

However, there is lack of clarity in respect of to whom such accountability should be directed. WFP managers generally perceive this in terms of recruitment and hiring. WFP support staff perceive this as lying outside the realm of their responsibilities. WFP programme staff acknowledge that, in principle, the Commitments are relevant to programme formulation and implementation, though it remains unclear who ultimately carries the responsibility and how they are held accountable.

5.5.2 Achievements

As indicated earlier, the Commitments are not reflected in the Management and Appraisal of Performance (MAPs) of programme staff. In effect, while the discernible shift in respect of the current CP (2001-2003) is generally reflected in the formulation of corresponding tasks of programme staff, this does not include any explicit reference to accountability for fulfilling these responsibilities.

This has inadvertently served to further reinforce the apparent confusion over accountability for enforcement. Accountability in effect appears to be limited to recruitment and hiring, which are relatively easy to substantiate through pertinent quantitative data.

Recently hired WFP staff in field offices are generally not familiar with the Commitments. In fact, some indicated that they had not yet heard these mentioned in their daily work and interactions, nor have the Commitments been discussed with their supervisors. It appears that the Commitments are not introduced or referred during the induction phase for newly hired WFP staff.

Programme staff with a longer employment history in the WFP CO are generally aware of the Commitments, even though understandably they may not be able to recall them in detail. Some perceive that accountability has been taken into consideration through, for example, defining criteria of selection of schools and BHUs following the pertinent UNESCO and WHO guidelines. None of the programme staff appear to have received

guidance from WFP HQ via their supervisors on when and how to raise the visibility of the Commitments with counterparts and stakeholders.

Accountability is not systematically reflected in Memoranda of Understanding (MOUs) with IPs and counterparts. Few key informants among IP staff indicated to the Mission that they had heard of the Commitments. However, some pointed out that they had noted changes in the way the WFP CO and staff address gender issues (generally referred to as 'women's issues'). In retrospect, and after having been shown the Commitments by the Mission, some could perceive a link.

In general the attitude among counterparts appeared to be that all donors have their 'gender agenda', whether they be called Commitments or whatever, and that this is reflected in the 'concentration on women'. Partners may accept some conditionalities as a means of securing WFP support, but tend to translate this into achievable quantitative and physical targets rather than monitoring of the qualitative changes inherent in the Commitments.

Interestingly, some among the IP extension and other community development staff expressed the view that the community and beneficiaries increasingly hold them accountable. For example, beneficiaries are increasingly aware of their food ration entitlements and hold implementing staff accountable. It is within this context that some IPs expressed the frustration in respect of the phasing out of WFP-assisted activities in some areas. This reflects a missed opportunity to explain the Commitments to IPs and stakeholders and establish the link with the shift in the 2001-2003 CP.

5.5.3 Assessment of Impact

The fact that the Commitments have generally not been systematically addressed and implemented following a clear strategy and guidelines renders it difficult to assess any impact. Clearly this has not been helped by the fact that the PlanOps of various programme components were not updated with the extension of the time span of interventions. Nor has WFP effectively incorporated the tool of risk analysis in its food-assisted operations in ways that could be conducive to ensuring the effective implementation of the individual Commitments.

6. CONCLUSIONS

The preceding analyses of the process of implementing the Commitments to Women in Pakistan provide a number of important conclusions relevant to the WFP at the corporate level, and that are conducive to the further development of WFP's Enhanced Commitment to Women 2003-2007.

6.1 Relevance

- The Commitments to Women (CW) are relevant and compatible with the Government of Pakistan's development and poverty alleviation policies, as well as the National Plan of Action for women's development.
- However, WFP Headquarters (HQ) has overlooked the crucial reality that individual Commitments require different approaches and strategies. Furthermore, some Commitments - for example CW/II and CW/III, see Annex 1) require a longer time span for implementation, since structural changes and strategic gender needs must be addressed.
- Some Commitments have unclear objectives. Furthermore, they are couched in ambiguous language that may inadvertently result in misinterpretation (for example CW/IA, see Annex 1).
- Implementing partners (IPs) do not necessarily perceive percentage targets to be relevant to the local socio-economic and cultural context and specificities (for example, CW/I and CW/III, see Annex 1). On the other hand, in respect of the traditional social sectors targeting women and girls, percentage benchmarks have been exceeded without apparent problem.

6.2 Achievements

- There has been some positive shift in focus on women as economic agents in the current WFP Country Programme (CP) 2001-2003 relative to the 1994-1998 CP. In fact, the current Creating Assets for Rural Women (CARW) activity focuses exclusively on women. Women and girls remain the exclusive target groups in WFP assisted health and education activities, continuing the trend that pre-dates the launching of the Commitments in 1996.
- Limited account has been taken by WFP HQ of the need for flexibility in adapting the Commitments to the economic and socio-cultural country and local community context. Linked to this is the lack of guidance for the development of an effective implementation strategy that takes the objective of the individual Commitments into consideration.
- Constraining factors notwithstanding, there is some evidence of attempts to introduce a participatory approach in targeting and implementation - for example, through the involvement of Women's Organizations (WOs) - though these require further refinement.
- There is no reference to the Commitments in the Management and Appraisal of Performance (MAP) of pertinent WFP CO staff. It thus remains unclear how and to what extent staff are held accountable in respect of implementing the various Commitments. However, there are discernible efforts in respect of recruiting and promoting national female staff (CW/IIB, see Annex 1).
- Requirements from IPs remains variable. The Commitments, including the one on gender disaggregated data requirements, are not consistently included in Memoranda and Letters of Understanding (MOUs and LOUs) with partners, even though some of the latter have been targeted by gender training activities.
- Reference to accountability in the Commitments (CW/V, see Annex 1) does not include accountability to beneficiaries, which by definition should be an integral part of a participatory approach.
- WFP's advocacy role in respect of disseminating the objective and content of the Commitments is not sufficiently visible among relevant counterparts and stakeholders. The opportunity appears to be missed to establish effective networking links with the Ministry of Women's Development (MOWD).
- The apparent absence of an effective advocacy strategy has implications for systematically addressing the Commitments in development activities. WFP's resource limitations - keeping in mind that food aid essentially functions as a catalyst and cannot by itself achieve development objectives - require an effective advocacy strategy to ensure complementarity between, and sustainability of, development interventions.
- WFP is actively recruiting and promoting female programme and field staff. This has improved the ability to obtain the necessary feedback from female beneficiaries, further strengthened by the attempt to implement a participatory approach.
- Overall the monitoring system is variable and not standardized. While progress is discernible in respect of gender sensitising the data collection system, these are not systematically collected. A conspicuous result is the generally unsystematic and ad hoc beneficiary contact monitoring (BCM).
- Moreover, it remains unclear if, and to what extent, gender disaggregated data are disseminated and used in planning and evaluation. Linked to this is the general absence of situation analysis and baseline surveys that could serve as benchmarks for the monitoring process.
- Though various gender training courses have been implemented, it does not appear that such training for WFP and IP staff has been systematic. Furthermore, there is limited evidence in respect of upgrading gender analytical skills, including training in the relevance and importance of the Commitments to the process of gender mainstreaming.

- Efforts to identify vulnerable groups in the refugee camps have been ad hoc. There is no agreement between WFP, UNHCR and CAR on the definition of the term ‘vulnerable’, with implications for effectively targeting vulnerable women in the camps.
- Food aid functions primarily as an income transfer. There is limited evidence from available accessible monitoring data that it is achieving the objective of retaining girls in school (although dropout rates have been reduced), or encouraging expectant and nursing mothers to continue attending MCH or BHU services in areas where WFP assisted health projects have been phased out. The unsystematic and irregular BCM generally impedes reaching insights conducive to developing a more effective strategy for project implementation.
- The exclusive focus on women and girls may be justified through the relatively wide gender gaps in respect of education and health indicators, as well as female access to resources, and as such supports the objectives of the Commitments to Women. However, neglecting the practical and strategic gender needs of poor men and boys will inadvertently tend to cause resentment

6.3 Assessment of Impact

- Given the limitations in respect of baseline, monitoring and evaluation data, and the fact that relatively few impact studies appear to have been carried out, assessing the impact of WFP supported interventions is - by necessity - preliminary. Obviously, a longer time span is required following the phasing out of projects. Moreover, it is difficult to attribute change primarily to food aid. There are other influential variables that may be equally or more significant. For example, current GOP policies in support of women’s participation in the development process.
- The Commitments have encouraged WFP staff to focus more effectively on women’s issues, specifically in respect of attempting to address not only women’s practical but to varying extents also their strategic gender needs. This has resulted in broader awareness within the WFP CO, as well among some IPs, of female beneficiaries’ self-perceived needs and priorities.
- There is a perceptible attitudinal change among IP staff, specifically towards recruitment and support of female staff in non-traditional sectors (for example, forestry), and increasing their numbers in the traditional social sectors (education and health), as well as in EMOPs.
- Where WFP assisted projects have made an effort to target, or at least include, women, anecdotal evidence suggests that there is increased respect for women’s economic contribution within the community and household.
- However, a dependence mentality appears to have been inadvertently encouraged by unrealistic expectations in respect of FFW and FFT projects, and education and health incentives, with some less than optimal implications for encouraging self-help initiatives.
- The absence of reliable benchmark data has tended to encourage subjective interpretations of issues that overlook the reality that communities are not static, and that cultural boundaries are much more flexible than generally assumed.

7. RECOMMENDATIONS FOR WFP’S ENHANCED COMMITMENTS TO WOMEN 2003-2007

The following recommendations are perceived by the Team to be crucial to translating lessons into effective strategies for implementing the Enhanced Commitments to Women 2003-2007.

1. Clear guidance is required from WFP HQ on how to interpret and apply terms such as ‘control’, ‘lead role for women’, or ‘management of food distribution’; particularly in view of the difficulties

encountered in translating these terms into the local language.⁷¹ This includes clear guidance on how to develop a context specific and effective strategy to address the Commitments as an inter-linked package that nevertheless takes appropriate account of differing time spans and implementation impacts.

2. Such guidance needs to be reinforced by effective training strategies conducive to institutionalising the attitude that the Commitments are of concern to, and responsibility of, all WFP staff, with level of accountability adjusted to take into consideration job status and functions.
3. Serious investment is required in training and upgrading the gender analytical skills of WFP and IP staff. This includes training in mainstreaming gender and in implementing it as a crosscutting tool, rather than as an issue separate from management and programming. It is only when a 'critical mass' of gender trained staff are in place that the objectives of the Commitments can be effectively implemented on the ground.
4. The problem of loss of institutional memory needs to be seriously addressed at both WFP HQ and the CO level. While a 'critical mass' of gender trained staff is obviously crucial to addressing this problem, it also requires an appropriate human resources policy.
5. Clear terms of reference are required in respect of institutional mechanisms for mainstreaming gender, such as, for example the Gender Focal Point (GFP), or Management and Appraisal of Performance (MAP). This includes clear guidelines for incorporating Gender Action Plans (GAPs) into the Annual Work Plan of the WFP CO.
6. The Commitments need to be effectively disseminated and systematically included in Memoranda and Letters of Understanding (MOUs). WFP should take the opportunity to influence the content of project documents formulated by counterparts to ensure that gender is mainstreamed rather than dealt with through the (separate) WID approach. Linked to this is the need to up-date PlanOps to reflect shifts in objectives and implementation strategies.
7. All MOUs, even those with implementing partners (IPs) who may share the same vision as WFP in respect of gender equity as a means of achieving sustainable development, need to explicitly refer to the Commitments.
8. WFP should avoid supporting a wide range of development activities deemed relevant to the objectives of the Commitments, but for which it may not have the necessary human resources, or sustainable funding, nor can effectively monitor. Instead WFP should link up with other agencies that enjoy a comparative advantage in this respect, and where food aid can function effectively as a catalyst for addressing gender gaps as a means of fulfilling WFP's primary mandate to feed the hungry poor contribute to achieving development objectives.
9. While gender concerns may not be easy to address effectively in EMOPS, given the time span and conditions of these operations, a clear distinction needs to be made between reason and justification. Specifically there is a need to avoid using the latter to explain the lack of effective action and innovation in gender sensitising EMOPs.
10. More investment is required in post-distribution monitoring at the household level, which should:
 - lead to a better understanding of the socio-cultural setting and gender issues;
 - be reinforced through effective collaboration with partners with positive implications for value added;
 - be carried out at regular intervals and for a predetermined number of days;
 - be supported by reliable baseline data and regular informative reporting;
 - and be effectively linked with the VAM approach to gender sensitive social targeting.

⁷¹ Not to mention the continuing difficulty of translating the English language term 'gender' into other languages.

11. Where cultural factors may constrain the availability or professional suitability of women candidates, WFP COs should consider a formal internship programme that encourages female graduates. This would be particularly conducive to countering the misinterpretation of CW/IIB (see Annex 1), which at times has been perceived to imply increasing the number of female staff with little reference to merit, and which has resulted in some frustration and disappointment.

12. *To sum up, WFP's Enhanced Commitments to Women 2003-2007 require:*

- Formulation of unambiguous and realistic objectives which facilitate a better understanding of their meaning and purpose.
- An effective implementation strategy that takes account of regional and country specificities. Regional Offices have an important role to play in identifying factors that may facilitate or constrain the implementation of the ECW.
- A participatory and transparent approach conducive to motivating WFP and IP staff, as well as to supporting the sustainability of WFP- assisted interventions through the effective involvement of female and male beneficiaries.
- An effective gender training strategy for WFP and IP staff, with systematic upgrading of gender analytical skills.
- The formulation and development of an effective advocacy strategy that aims to seek and reinforce complementarity between the role of food aid and non-food interventions by other development agencies.
- Clear guidelines on how to mainstream gender in EMOPs.
- Clear guidelines in respect of accountability for implementing the Enhanced Commitments to Women.

Annexes

Annex 1: WFP's Commitments to Women 1996-2001

WFP commits itself to use its resources in interventions that seek to reduce gender-related inequalities through:

Commitment I: Provide direct access to appropriate and adequate food.

- A. Target relief food distributions to households, ensuring that women control the family entitlement in 80 percent of WFP handled and subcontracted operations.
- B. Address micronutrient deficiencies of certain vulnerable groups of women, children and adolescents; and consider local eating and cooking habits in all operations.

Commitment II: Take measures to ensure women's equal access to and full participation in power structures and decision-making.

- A. Ensure a lead role of women within all local decision-making committees on food management and in the management of the assets created by food-for-work projects.
- B. Contribute to the UN goal of reaching gender equity by the year 2001, particularly in higher management positions.

Commitment III: Take positive action to facilitate women's equal access to resources, employment, markets and trade.

- A. Target 60% of country programme resources to women and girls in those countries where gender statistics demonstrate a 25 percentage point disadvantage (gender gap) for women compared with men.
- B. Target 50 % of education resources within a country programme to girls.
- C. At least 25 % of project outputs/ assets created with FFW are to be of direct benefit to and controlled by women; and at least 25 % of generated funds are to be invested in activities aimed at the advancement of women.
- D. Use food aid as a leverage to obtain complementary national and international resources to improve the condition of women.

Commitment IV: Generate and disseminate gender-disaggregated data and information for planning and evaluation.

All WFP Monitoring and Reporting will specify:

- percentage share of resources received from food distribution by men/women;
- percentage share of benefits by category of activities by men/women; and
- percentage of positions held by women in the management of food distribution.

Commitment V: Improve accountability on actions taken. Define the implementation and monitoring requirements of the Commitments in the performance of WFP managers and contractual agreements with partners.

Annex 2: Evaluation Key Issues

The overall evaluation of WFP's Commitments to Women address the following key issues, which are also the basis for the country case study evaluations:

- *Are the Commitments to Women relevant?*
 - Were the Commitments relevant and realistic when they were introduced in 1996 in terms of:
 - WFP's operating environment; and
 - the overall framework of the UN's gender commitments?
 - To what degree are they compatible with national plans/policies resulting from Beijing+5?
 - To what degree does the implementation of the Commitments facilitate the pursual of WFP's mandate (feeding the hungry poor)?
 - To what degree is WFP's interpretation of the Commitments internally compatible and consistent?

- *To what extent have the Commitments to Women been achieved?*
 - What has hindered/promoted the implementation/obtainment of the Commitments? (address institutional, capacity, political, and socio-cultural factors.)
 - How effective have corporate guidance and guidelines been in facilitating the implementation of the CWs? Have additional resources been made available? Have these made a difference?
 - What has been the effectiveness of institutional support mechanisms for implementing the CW: e.g. the gender focal point system; the regional and corporate gender advisors? MAPs?
 - To what extent have the Gender Action Plans (GAP) been an effective tool for implementing the CWs? To what extent are the GAPs integrated/linked to other documentation prepared by the CO? (e.g. project-specific guidelines, training, performance plans – MAPs)?
 - What has been the role of gender advocacy when addressing the Commitments?
 - If a Commitment is not being achieved, why not?

- *What has been the impact on beneficiaries and WFP staff, both intended and unintended, as a result of implementing the Commitments?*
 - How effective have the Commitments been in terms of sustainable outcomes and contributing to people's empowerment in the area of gender?

- *To what degree has WFP mainstreamed measures for achieving the Commitments into the relevant policies, operational guidelines, and the mechanisms for implementing these?*
 - To what extent has gender been included effectively in institutional programming mechanisms such as assessment and targeting, vulnerability analysis, project appraisal and formulation, project documents, CSOs, CPs? Plans of Operations? Agreements with implementing partners (IPs)? Memoranda of Understanding with other UN agencies (UNHCR, UNICEF).
 - What type of training on gender has been provided to staff and how effective has it been? To what extent has gender been incorporated into standard corporate training events (e.g. Enabling Development, Management Training, Nutrition Training etc.)
 - Where relevant/appropriate, are the CWs reflected in the MAPs of WFP staff?

Annex 3: Country Case Study Methodology

Advance Preparations

WFP Country Offices (CO) in the five countries selected for the evaluation received a request for the following advance preparations:

- Tentative itinerary.
- Briefing notes on:
 - The WFP CO organizational chart.
 - Evolution of the Commitments in the CO.
 - Gender specific training activities.
 - Gender specific resources.
 - Human resources
- Documentation on programme activities, ongoing and phase out.
- Documentation on institutional mechanisms.
- Relevant documentation on implementing partners and other agencies.
- Selection of the national consultant.

Evaluation Process In-Country

- Document review.
- WFP CO:
 - Individual meetings with key WFP programme and support staff.
 - Group discussions with all programme and support staff.
- Meetings/Group Discussions:
 - Government counterparts.
 - Implementing partners.
 - NGOs
 - Donor and other development agencies.
- Fieldwork:
 - Visits to phased-out and ongoing WFP assisted projects and activities (in Balochistan, NWFP and Kashmir) (see Annex 4).
 - Meetings with pertinent stakeholders.
 - Interviews and discussions with selected former and current beneficiaries.

Lessons

- In retrospect, the distribution in advance of a short questionnaire to all WFP staff did not elicit the anticipated response; some staff did not respond, and in some cases the answers were inconclusive.
- Similarly, the aim of using the 2000 WFP Gender Survey/Pakistan WFP CO did not lead to the desired insights; i.e., while the Survey provided general information at the aggregate level, it was of limited relevance in the field since it did not provide context specific insights.
- The Mission used the fieldwork checklist included in the terms of reference (TOR) of the overall evaluation. It was modified to focus on the key issues of the TOR, i.e. relevance, achievements and impact assessment of the individual Commitments.
- Group discussions with programme and support staff elicited important insights and will be applied in the following case country studies (see Annex 12). However, it was agreed that attention would be paid to ensuring that the composition of the groups would be appropriate to the discussion.

Annex 4: Itinerary, List of People Met, Field Visits

Note: In addition to persons met during the Mission, information was obtained via e-mail from the following persons who had been based in Pakistan: V. Kremb, former RGA; J. Luma, former sub-regional VAM Officer; J. Taft-Dick, former DCD. Nancy Walters, RPA, ODC, also provided information via email.

Date	Activity	Person Met	Position
3 Feb.	Arrival of Mission Team in Islamabad		
4 Feb.	<ul style="list-style-type: none"> • Meeting with WFP • Meeting with WFP CD • Meeting with WFP programme staff • Meeting with WFP support staff • Mission Team meeting 	D. Fletcher D. Belgasmi	DCD CD
5 Feb.	<ul style="list-style-type: none"> • Meeting with WFP Programme staff • Workshop with WFP Programme staff • Workshop with WFP Support staff • Meeting INGAD • UN security Briefing • Mission Team meeting 		
6 Feb.	<ul style="list-style-type: none"> • Meeting with MOE • Meeting with MOWD • Meeting with SAFRON • Meeting with INGAD • Mission Team meeting 	H. E. Ms. Z. Jalal T. Farooq Senior Officers Ms. P. Q. Agha Ms. Suhela Asif Senior Officers S. M. Khalid Ms. F. Ali F. Rahman Representatives of CIDA, DFID, ILO, UNDP, UNESCO, UNICEF, Norwegian Embassy and others	Minister of Education Secretary Secretary, MOWD Joint Secretary, Refugees Deputy Secretary, Refugees Deputy Secretary, Refugees
7 Feb.	<ul style="list-style-type: none"> • Meeting with MOE • Five Team Members depart for field trip to Balochistan, NWFP and AJK • Sixth Team Member works in Islamabad 	T. Farooq H. Jatoi N. Mangrio	Secretary Educational Adviser Educational Adviser
	<u>Team in Balochistan</u> <ul style="list-style-type: none"> • Meeting with WFP • Team work 	Mr. M. Sagheer	Programme Officer, WFP Field Unit
	<u>Team in AJKashmir/NWFP</u> Meeting with Departments of Forestry Abbottahad <ul style="list-style-type: none"> • Meeting with Women's Organization • Team work 	A.Gohar Social Organizer Range Officer	Divisional Forest Officer

	<u>Team in NWFP/EMOP</u> <ul style="list-style-type: none"> Meeting with WFP Sub-Office staff Team work 		
8 Feb.	<u>Team in Balochistan</u> <ul style="list-style-type: none"> Security Briefing Meeting Directorate of Education Visit BHU/ MCH Unit, Gwalmandi Visit to BHU Mariabad Visit to UNICEF Provincial Office Meeting with WFP Team work 	Mr. T. Dyregaard Mr. M. Akbar Mr. M. Anwar Ms. A. Parveen Ms. B. Riffat Ms. Yasmeen Two former beneficiaries Dr. Y. Ali Ms. K. Raza One former beneficiary Mr. A. A. Khan Mr .M. Sagheer	UNHCR Security Officer Deputy Director Education Director of Education LHV (former, 1994-2001) LHV (current) LHW Medical Officer –in-Charge (since 1995) LHV (current) Chief, Provincial Office Programme Officer, WFP Field Unit
	<u>Team in AJKashmir/NWFP</u> <ul style="list-style-type: none"> Meeting with Department of Forestry, Mansehra/Unhar Meeting with Women’s Organization Village Development Committee Team work 	T. Akbar Social Organizers Range Officer Motivator	Divisional Forest Officer
	<u>Team in NWFP/EMOP</u> <ul style="list-style-type: none"> Visit to Shamshatoo Refugee Camp Visited primary school, food distribution centre, camp health unit, refugee bakery, 3 refugee households Meeting With UNHCR Team work 	Discussions with various staff and selected refugees (male and female) R. Herman Food & Nutrition Officer Social Animator	Head of UNHCR Sub-Office
9 Feb.	<u>Team in Balochistan</u> <ul style="list-style-type: none"> Meeting District Education Office, Noshki, accompanied by Deputy Director of Education Visit to Ghul Khan Naseer Primary School for Girls, Qader Abad, Chagai District Visit to Community Model Primary School for Girls, Qader Abad, Chagai District 	Ms. J. Nargis Mr. M. Aqbar Ms. H. Haider Ms. S. Khatoun Ms. Saida Discussion with 4 teachers Questions/Answers with girls of different age groups/classes Discussions with two mothers, tow fathers of beneficiaries Ms. Z. Mangal Question/Answers with girls different age groups/classes Discussion with 7 teachers Discussion with Teacher Trainers	Executive District Education Officer Headmistress Learning Coordinators Learning Coordinators Headmistress

	<ul style="list-style-type: none"> Primary School for Girls, Sardar Mengal, Chagai District Teamwork 	<p>Ms. N. Jan Discussion with 4 teachers Question/Answers with girls different age groups/classes Discussion with two mothers, two fathers, one grandfather of beneficiaries Discussion with elected Lady Counsellor</p>	Headmistress
	<p><u>Team in AJKashmir/NWFP</u></p> <ul style="list-style-type: none"> Meeting Department of Forestry, Mansehra/Kunhar Meeting with Village Development Committee Meeting with Department of Planning, AJK Meeting Forestry Department, AJK Meeting Health Department, AJK Team work 	<p>N. Ijazi Social Organizers Range Officers Social Extension Workers Forest Guards</p> <p>C. A. Afzal H. Bhatti S. Salahuddin M. Ul-Haq Research Officer M. Akram Ms. S. Waqar Technical Staff</p>	<p>Divisional Forest Officer</p> <p>Secretary, Planning & Dev.t Technical Adviser Secretary Chief Agriculture</p> <p>Director, General Health Chief Planning Officer</p>
	<p><u>Team in NWFP/EMOP</u></p> <ul style="list-style-type: none"> Meeting with NWFP CAR Meeting with SNI Team work 	<p>Various staff G. Gilmour B. Samsoun</p>	<p>Director Project Manager</p>
10 Feb.	<p><u>Team in Balochistan</u></p> <ul style="list-style-type: none"> Area Development Office, Forestry Department, Quetta Community No. 1 Killi Nohisar Community No. 2 Killi Nohisar Visit to 3 watershed management sites and earth dam in Karak Team work 	<p>Mr. T. Mohamad</p> <p>Discussion with male elders and women Discussion with women and some men in extended family</p>	<p>Deputy Conservator Firest, Ex-Director WFP Watershed Management Project (beneficiary community 30-40 houses/extended family system)</p>
	<p><u>Team in AJKashmir/NWFP</u></p> <ul style="list-style-type: none"> Meeting Integrated Land Management Meeting Project Roads Component Visit Women's Organizations in various areas Team work 	<p>Ms. G. Mustafa Extensionists Social Organizers Range Officers K. Hafeez Technical Staff</p>	<p>Social Organizer</p> <p>Executive Engineer</p>

	<u>Team in NWFP/EMOP</u> <ul style="list-style-type: none"> • Visit to Shalman (new) refugee camp • Meetings with IPs CAR, ICRC, UNHCR, HAFO, NCR) • Visit to arrival areas where transferred refugees (from Jalozai Camp) are registered, receive non-food items. • Visit to camp health centre • Visit to selected refugee households • Team work 	<p>Discussion with various staff</p> <p>Discussion with male/female refugees</p>	
11 Feb.	<u>Team in NWFP/EMOP</u> <ul style="list-style-type: none"> • De-briefing of WFP SO staff • Telephone Discussion with UNHCR Medical Officer • Teams return to Islamabad • Meeting with WFP Programme Officers • Mission Team meeting 	<p>Ms. K. Malik</p> <p>Ms. Rashida Amir</p> <p>S. M. Ali</p>	<p>National Programme Officers</p> <p>National Officer</p>
12 Feb.	<ul style="list-style-type: none"> • Meeting with FAO • Meeting with UNDP • Meeting with UNICEF • Meeting at Italian Embassy • Meeting with WFP staff • Mission Team meeting 	<p>F. Sabhi</p> <p>Ms. R. Sayed</p> <p>Ms. S. Hood</p> <p>Ms. S. Parveen</p>	<p>Chief, Gender & Governance Unit</p> <p>Chief, Programme and Communication</p> <p>JPO</p> <p>Monitoring Focal Point</p>
13 Feb.	<ul style="list-style-type: none"> • Meeting with MINFAL • Meeting with MOH • Meeting with CIDA 	<p>M. M. S. Khan</p> <p>K. Akbar</p> <p>S. M. Khan</p> <p>Ms. S. Masud</p> <p>F. A. Malik</p> <p>M. S. Afzal</p> <p>A. S. Malik</p> <p>Ms. A. Woodbridge</p> <p>Ms. R. Rashid</p>	<p>Joint Secretary</p> <p>Deputy, International Coordination</p> <p>Deputy, Planning.</p> <p>Project Director/Women's Health Project</p> <p>Deputy Director General Health/Women Health Project</p> <p>Deputy Project Manager</p> <p>Deputy Project Manager</p> <p>First Secretary, Development Manager, GAD</p>
14 Feb.	<ul style="list-style-type: none"> • De-Briefing of WFP Co Pakistan • Mission Team meeting 		
15 Feb.	<ul style="list-style-type: none"> • De-Briefing Workshop for Implementing Partners • Presentation of WFP's Draft Commitments to Gender Equality • Mission Team meeting 		
16 Feb.	<ul style="list-style-type: none"> • Mission Team Members finalize their inputs to the Mission Report • Final Mission Team meeting 		
17 Feb.	<ul style="list-style-type: none"> • Mission departs 		

**Annex 5: Summary Overview of WFP Country Programme Activities
1996-2001 in Pakistan⁷²**

Ongoing

Activity	Duration	Total Commitment	Planned Beneficiaries
10091.0/Activity No. 1: Assistance to Girls' Primary Education	2 years & 6 months to June 2004	9,272 tonnes	540,000 persons (girls)
10091.0/Activity No. 2: Promoting Safe Motherhood	2 years & 6 months to June 2004	6,290 tonnes	388,500 persons (women)
10091.0/Activity No. 3: Creating Assets for Rural Women	2 years & 6 months to June 2004	36,300 tonnes	188,340 persons (women)
10091.0: Supplementary Activity: Assistance to Girl's Primary Education	2 years & 6 months to June 2004	7,750 tonnes	188,340 persons (girls)

Phased-Out

Project	Duration	Total Commitment	Planned Beneficiaries
4185.00 Assistance to Girls' Primary Education	6 years & 8 months to December 2000	6,759 tonnes	90,000 persons (girls)
2237.03 Assistance to Primary Health Care	9 years to December 2000	24,430 tonnes	220,000 women annually
2451.01 Assistance to Tarbela and Mangla Watersheds	8 years to June 2001	45,582 tonnes	301,800 persons
4003.00 Rural Development in the North East	7.5 years to December 2000	25,333 tonnes	125,700 persons

⁷² Source: http://www.wfp.org/country_brief/asia/pakistan/projects

**Annex 6: Overview of Gender Training 1996-2001 in the Pakistan
WFP Country Office**

Table on Gender Training (current WFP staff)

Name	Level	Fund (e.g. GAF)	Type of Training A. Sensitisation / Information B. Analysis and programming	Year	Duration (in days)
International Staff:					
1. Mr. Robert Muzwidzwa	P-3		Gender Sensitisation	2000	3 Days
2. Ms. Vera Kremb	P-4		“	“	“
3. Mr. M. A. Sackett	D-2		“	“	1 Day
4. Ms. Joyce Luma	P-4		“	“	“
5. Mr. Kim Ronning	P-3		“	“	“
6. Mr. J. Taft-Dick	P-5		“	“	“
7. Mr. Didier Frisch	P-4		“	“	“
8. Ms. Daniela Owen	P-4		“	“	“
9. Mr. Khaled Mansour	P-4		“	“	“

National Officers:					
1. Ms. Rashida Amir	NOC		Gender Sensitisation	2000	3 Days
2. Mr. Sahib Haq	NOA		“	“	“
3. Ms. Khalida Malik	NOC		“	“	“
4. Mr. Nadeem Bhatti	NOC		“	“	1 Day
5. Mr. Salim Akhtar	NOA		“	“	3 Days
6. Ms. Mona N. Shaikh	NOB		“	“	“
7. Mr. Zahid Majeed	NOC		“	“	“
8. Ms. Shahida Parveen	NOA		“	“	“
9. Mr. M. Saghir	NOB		“	“	“
10. Mr. Azim Khan	NOB		“	“	“
11. Mr. Aslam Khan	NOB		“	“	“
12. Mr. Ajmal Farooq	NOC		“	“	“
13. Ms. Nazila Sohail	NOA		“	“	“
14. Mr. Riaz Lodhi	NOA		“	“	“
15. Mr. Asif Niazi	NOB		“	“	“
16. Mr. M. Tariq	NOC		“	“	“

General Service:					
1. Mr. EhsanUllah Khan	G-6		Gender Sensitization	2000	1 Day
2. Mr. Irfan Malik	G-6		“	“	“
3. Mr. Wajid Mahmood	G-6		“	“	“
4. Ms. Nadia Abbas	G-4		“	“	“
5. Mr. Abid Rahman	G-6		“	“	“
6. Mr. Ismail Masih	G-1		“	“	“
7. Mr. Sultan Mehmood	G-6		“	“	“
8. Mr. S. Mukarram Ali	G-5		“	“	“
9. Ms. Mamoona Raja	G-5		“	“	“
10. Mr. Arshad Hossain	G-6		“	“	“
11. Mr. S. A. Tahir	G-6		“	“	“
12. M. Tausif Khan	G-6		“	“	“
13. Mr. M. Mahmood	G-5		“	“	“
14. Mr. M. Shaukat	G-4		“	“	“
15. Mr. Aslam Awan	G-5		“	“	“
16. Mr. Parvaiz Khan	G-2		“	“	“
17. Mr. Akhtar Nawaz	G-6		“	“	“
18. Mr. M. Anwar	G-3		“	“	“
19. Mr. Yaqoob Masih	G-1		“	“	“
20. Mr. Latif Akmal	G-6		“	“	“
21. Mr. Azizur Rahman	G-2		“	“	“
22. Mr. Iqbal Khawar	G-2		“	“	“
23. Mr. Akram Khan	G-2		“	“	“
24. Mr. Syed Kazim	G-2		“	“	“
25. Mr. Mujibur Rahman	G-2		“	“	“
26. Ms. Hina Hemmati	G-6		“	“	“
27. Mr. M. Munir	G-2		“	“	“
28. Mr. Nasir Khan	G-2		“	“	“
29. Mr. Eric Fazal	G-2		“	“	“
30. Mr. Sharafat Hussain	G-2		“	“	“

Annex 7: Development of Human Resources in the Pakistan WFP Country Office

Table 1: Evolution of the WFP CO staffing situation by year and sex

Year (as at Dec 31)	International Professional Officers		Jr. Prof. Officers, Int'l & National UN Volunteers		National Professional Officers		National General Service Staff	
	Male	Female	Male	Female	Male	Female	Male	Female
1995	3	-	-	-	11	2	15	-
1996	4	-	-	-	11	3	15	-
1997	6	-	-	1	11	3	132	10
1998	8	2	-	1	11	4	130	7
1999	10	3	-	1	11	4	134	6
2000	8	3	-	-	11	4	169	9
2001	11	3	-	-	14	06	216	22

Table 2: Current Levels of Male/Female National Staff as of January 2002

Level	Male			Female		
	Number	% of total at level	% of all male staff	Number	% of total at level	% of all female staff
NOC-Officer	3	21%	60%	2	33.3%	40%
NOB	8	57%	80%	2	33.3%	20%
NOA	3	22%	60%	2	33.4%	20%
Total No.	14	100%	70%	6	100%	30%
GS -7	1	0.2%	100%	0	0	0
GS - 5&6	17	3.8%	77%	5	16%	23%
GS - 3&4	6	1%	100%	0	0	0
GS - 1&2	9	2%	100%	0	0	0
SC	148	33%	92.5%	12	39%	7.5%
SSA	268	60%	95%	14	45%	5%
Total GS	449	100%	94%	31	100%	6%

Table 3: Current Contract Types of Male/Female National Staff as of January 2002

Contract type	Male		Female	
	Number	% of all male staff	Number	% of all female staff
National Officer	12	71%	5	29%
Appointment of limited duration (short-term professional contract < 4 yrs)	16	89%	2	11%
General Service	19	83%	4	17%
National UN Volunteers	-	-	-	-
Short-term (Special Service Agreement/SSA, Reimbursable Loan Agreement, Consultant when actually employed)	268	95%	14	5%
Service contracts (protracted SSAs with more benefits)	148	93%	12	7%

Annex 8: Timeline of Evolution of Implementation of WFP's Commitments to Women 1996-2001 in the Pakistan WFP Country Office

Programme	Year	Gender related activities to implement WFP's CW
CP 1993-1998	1995	<ul style="list-style-type: none"> • First Gender Focal Point (based in Field Office) • Gender study of WFP development projects 'Role and Participation of Women in WFP assisted Projects'⁷³ • Gender Assessment Study: WFP Development Projects by International Consultant. • Workshop on Gender and Development for Implementing partners/counterparts staff • Workshop on Participation of Women in Project Activities • Developed steps /process required to involve women in WFP assisted projects/activates • Initiatives/actions to provide access of women to WFP resources/food stamps (food for work, food for training activities). Prepared proposal to make women direct beneficiaries of food assistance/food stamps • Initiatives/actions to involve women beneficiaries in decision-making
	1996	<ul style="list-style-type: none"> • First Gender Action Plan prepared (1996-1998)⁷⁴ • Review of progress on GAP for HQ • INWID meetings (UN agencies) • Partnership with NGOs for GAD programme • Recruitment of female staff in NRM projects • Gender based monitoring checklist prepared • Prepared proposal for Food Stamps credit programme for women; designed and implemented the programme⁷⁵ • Gender -disaggregated revision of reporting formats • Workshop on Gender Mainstreaming in Watershed Management (collaboration with ADHR)
	1997 (Jan-July)	<ul style="list-style-type: none"> • World Rural Women's Day- celebrated with participation of women beneficiaries • WFP participation in INWID meetings (UN agencies) • International Women's day Award of WFP female staff.
PRRO 1996-1999	1996	<ul style="list-style-type: none"> • GFP appointed (1998-1999) • Review of the programme with focus on gender • Gender –disaggregating reporting • An Assessment of Role of WFP Assistance in Education of Afghan Refugees Girls –study conducted in 1999
EMOP 1997-1998	1997	<ul style="list-style-type: none"> • GFP 1998-March 2001 • Woman beneficiaries list preparation (female headed families/households) for appropriate access to food distribution • Hiring of women staff to facilitate women beneficiaries in food distribution • Coordination with social animators employed by UNHCR/CAR to work as social workers- represent concerns of beneficiaries

⁷³ See Annex 11.

⁷⁴ Gender Action Plan / WFP Pakistan: OMM Priorities for 1996-1998; Gender Action Plan: OMC Region – Pakistan. Achievements of the Gender Action Plan 1996. See Annex 11.

⁷⁵ See Annex 11.

	1998	<ul style="list-style-type: none"> • GFP 1998-March 2001 • Bi-Monthly Reports on Gender initiated and regularly maintained till March 2001.⁷⁶ Other countries in region directed by RM to produce similar reports. • UNDG (United Nations Development Group) Prepared the Gender Mission Statement. Inter-institutional group between UNICEF-UNFPA-UNDP-WFP⁷⁷
Gender Advisor was appointed for region. However WFP Pakistan maintained its work through GFP. Assessment food stamp programme	1999	<ul style="list-style-type: none"> • International Women’s Day- INGAD Brochure launched (WFP played an active role for INGAD brochure preparation and arranged funds from HQ for its printing. • WFP brochure –“ WFP Assistance to Women” was drafted and used as advocacy material for CP. • Prepared two proposals for GAF for NRM impact Study and UNDG initiatives for MWDSWSE. Both approved and funding received (\$55,000).⁷⁸ • GFP presented CSO in Rome. • GTF in HQ utilized Gender bi-monthly reports. Information quoted in various HQ briefs • International Women’s Day Award: GFP WFP prepared Proposal for National Pakistan Representative.
	2000	<ul style="list-style-type: none"> • INGAD International Women’s day- WFP proposal was accepted to provide one day gender sensitisation training to senior GoP staff. UNDP provided required funds. GoP representatives from all UN/bilateral/Bank funded projects participated in this session. • NRM impact study was conducted and documented. (\$45,000) • UNDG process for MoWD was facilitated (\$10,000) • One day Gender sensitisation training of CO support staff and three day Gender Analysis Training for NO organised by UNDP with WFP financial support (3.000 US\$)⁷⁹ • International Women’s Day Award: GFP WFP prepared Proposal for National Pakistan Representatives and won. Subject: “Promotion of Primary Education of Girls ” ⁸⁰ • Gave one day training to WFP Afghanistan staff on Gender perspective within WFP guidelines. • Presented WFP experience on women’s role in International Workshop held in Peshawar (supported by Dept. of Forestry) • Worked with Gender working group set up by the ADB forestry sector project. • Prepared the self-assessment for WFP’s Commitments to Women.⁸¹ • Quantitative data on WFP commitment to women were documented.⁸² • Preparation of CPD and in-house meetings to include CW
CP 2001-2003	2001	<ul style="list-style-type: none"> • Facilitated the process of sending GOP staff to HQ for Award. • Regional gender training • GFP appointed April 2001 • September-December: WFP GFP chaired INGAD. • Revision of INGAD Brochure. • International Women’s Day (March) activities. • EMOP hires female field officers. • Preparations for CARW project.

⁷⁶ Bi-monthly Gender Reports, Country Office Pakistan (Sep-Dec 1998; January 1999; Up-date Report Mai 1999; Jan-March 2000; Aug-Dec 2000). See Annex 11.

⁷⁷ Heads of UN Agencies in Pakistan: Statement of Gender in Pakistan. July 1998. See Annex 11.

⁷⁸ PSA Gender Action Fund of 1999: Impact Study NRM and UNDG Initiative for the implementation of the NPA, accepted proposals, Rome 29.9.2000. See Annex 11.

⁷⁹ See also Table on Gender Training of WFP Staff. Annex 6.

⁸⁰ International Women Day Award, Pakistan 2000.

⁸¹ OAC – Pakistan Self-Assessment, May 1999. See Annex 11.

⁸² Gender Survey Questionnaire for WFP Country Offices: Final Version October 13.2000. See Annex 11.

Annex 9: Timeline of WFP Assistance to Afghan Refugees in Pakistan 1996-2001

Date	Event	By/For Whom
Sept 1995	<ul style="list-style-type: none"> • UNHCR/WFP terminated care & maintenance programme (food distr.) for all Afghan refugees 	WFP/HCR
1996	<ul style="list-style-type: none"> • Regional PRO 4256: Pakistan, Iran and Afghanistan Introduced Safety Net Programme for vulnerable: health, education, vocational training 	WFP/HCR/NGOs
May 1996	<ul style="list-style-type: none"> • Joint Food Assessment Mission for Afghan Refugees; no deterioration noted 	WFP/HCR/donor
1997	<ul style="list-style-type: none"> • Regional PRO 4256 (SNP) extended 	WFP/HCR
1997	<ul style="list-style-type: none"> • EMOP 5818; original focus on Akora Khattack; later covered Shamshatoo and Jalozai; extended to end 2000 	WFP
March 1997	<ul style="list-style-type: none"> • PRO 4256 SNP health component discontinued 	
Apr/May 1997	Joint Appraisal of Food requirements	HCR/WFP
May/June 1997	<ul style="list-style-type: none"> • Review Mission to Afghanistan and Pakistan; recommendation PRO activities suspended as not targeting vulnerable; though encouraging families to send girls to school 	WFP
September 1997	<ul style="list-style-type: none"> • Review of the SNP; no disaggregated data; recommendations for gender analysis, incentives for older female students, vocational training 	WFP
4 th quarter 1998	<ul style="list-style-type: none"> • HH Food economy Assessment of Afghan refugees in Pakistan (SNP); minority of families benefiting; irregular supply means contribution to food intake minimal 	WFP Consultant (Camilla Knox-Peebles) in collaboration with HCR
July 1999	<ul style="list-style-type: none"> • Assessment of the Role of WFP Assistance in Education of Afghan Refugee Girls; only around 14% of families send girls to school due to oil incentive; only 33% of those targeted poor 	WFP Consultant (Camilla Knox-Peebles)
May 2000	<ul style="list-style-type: none"> • Crop & food supply assessment mission; drought EMOP not signed by GOP 	WFP/FAO
May/June 2001	<ul style="list-style-type: none"> • Crop & food supply assessment mission; drought EMOP under review 	WFP/FAO
June 2001	<ul style="list-style-type: none"> • Education component of SNP ended 	
August 2001	<ul style="list-style-type: none"> • Verification of refugees in Akora Khattak; suspended due to refusal of refugees to be verified 	CAR/HCR/WFP
Jan-Dec 2001	<ul style="list-style-type: none"> • EMOP 6321 cater to old and new group in three camps; terminated 2000 	
Sept.2001 – June 2001	<ul style="list-style-type: none"> • EMOP10043.01; suspended; integrated into regional EMOP 	

Annex 10: Afghan Refugees Nutrition Surveys 1996-2001

Month/Year	Undertaken by	Population Coverage	Findings
October 1995	HCR	Refugees	N/a
April 1996	HCR	Refugees	Since 1995 survey, the global rate of malnutrition has declined
October 1996	UNHCR proposed introducing a nutritional surveillance system	Refugees	Not implemented due to lack of staff capacity
February 1997	UNHCR	New arrivals in NWFP	NWFP – 2.9%
April 1997	UNHCR	Refugee children 6 mos-5 yrs NWFP, Punjab, Balochistan	NWFP – 2.6% Punjab – 2.7 Balochistan – 3.8
October 2000	MSF	Rapid assessment in Jalozai and Shamshatoo camps.	Identified that many people had a food crisis.
February 2001	MSF	Jelozai	MUAC survey (not full nutr. survey). Shows higher level of acute malnutrition in Jelozai, that in Shamshatoo
July 2001	MSF	Refugee children at Jalozai	9.4% moderate acute malnutrition
2001	UNHCR/PDH	Afghan refugees (1.3 million covered by 90 BHUs)	Mortality within normal range. Growth monitoring indicators normal range.

**Annex 11: Budget Line for Gender-Related Activities to Implement the
Commitments in the Pakistan WFP Country Office**

Gender-Related Activity	Year	Source of Funding	Amount
Impact study NRM	1999	GAF	US\$ 45.000
UNDG gender training	1999	GAF	US\$ 10.000
International Women's Day Award	1999-2000	GAF	-
UNDP gender sensitisation training for all WFP staff	2000	PAK DSC	US\$ 1.992
		PAK PSA	US\$ 400
		REG PSA	US\$ 733

GAF = Gender Action Fund

DSC = Direct Support Costs

PSA = Programme Support and Administration

REG = Regular Budget

Annex 12: Outcome of Working Sessions with WFP Programme and Support Staff in Pakistan WFP Country Office

List of participants:

Name	Responsibility
Group I (support staff)	
Eric Fazal	Driver
Woyid Mahmood	Procurement
Syed Aale Tahi	Finance
Muhammad Tariq	Finance, Administration, HR officer
Ahide Rehman	Finance Assistant
Insan Ullah Khan	Administration Assistant
Mahwish Kazmi (f)	Assistant in information
Ambreen Sheikh	Procurement assistant
Syed Mukarram Ali	HR Assistant
Hina Hemmati (f)	Staff assistant + Senior Secretary
Group II (support staff)	
Yaoir Anwar	Procurement officer
Infan A. Malik	Administration Supervisor
Hossain Arshad	HR Assistant
Reza Sultan	Public Affair Officer
Dervez	Driver
Mahmood Tariq	Administration Assistant
Marmoona Raja (f)	Staff assistant (fin./admin.)
Group III (programme staff)	
Sahib Haq	Assistant programme officer
Mona Shaikh (f)	Programme Manager
Ofelia Bornay (f)	Programme Advisor (EMOP)
M. Asmal Farooq	Sr. Programme Officer
Missing staff:	
Rashida Amir (f)	Programme Manager AGPE
Khalida Malik (f)	Programme Manager CARW

Outcome of working sessions with WFP staff (Monday 4 February 2002)

Are the Commitments to Women relevant?	
<p>Group I (Support staff)</p> <p>2 – 3.30 pm</p>	<ul style="list-style-type: none"> • In our country it is very difficult to drive CW • C II: It is possible in decision making • C II A: Certainly women should have the decision making power but one should have not full control, decisions should be taken with mutual understanding • C II B: Due to cultural set up it is difficult to fulfil gender equality as female do not continue once they get married • C II B: Quite relevant and much more is needed to be done in order to have the gender equity in higher management positions • CIII: Qualification of sex is important • Why consider social status in women employees • In our country driving (?) is very difficult, to work in office because of culture
<p>Group II (support staff)</p> <p>3.30 – 5 pm</p>	<ul style="list-style-type: none"> • Commitments to Women are relevant but require close monitoring to access its success / achievements • C II B: Why higher management (decision?) why not from the grassroots level • C I A: no idea; C II: 70% being control WFP making ensure women are going power; C III: A= yes, B= make sure 100%, C=women make sure power, D=of course every thing should on ...(?) • C II B: relevant (!) • WFP commitments to women has completed 5 years and have not seen gender balance in any office or unit • C I A: Who only the women, why not old aged, sick men and children; C I B: % should be around 60 • C I A: In our society especially this male dominating society, direct access should be made for food distribution to male, B: Adequate appropriate distribution of food; C II: Yes, WFP should ensure womens role in power structures but not in decision making. Women in good decision making at times but not always; C III: Women should take part in daily routine matters to share the burden of the men. This way all the resources in male and other affairs can be utilised effectively; C IV: do not ...(?); C V: Best part is accountability, accountability always improve the action and measures taken. • C I A: no idea, B=should be but have no idea; C II A: it is important point and its is important in our section at least, B= this point is 80% implementing in WFP; C III B:(?)are good but no idea; B/C/D= for how long its implementing in our WFP projects; C IV: no idea; C V: fine • Yes, 100% • C I A: 80% of operations being controlled by women is not a fair distribution of power and does not account for enough of the male beneficiaries who are also vulnerable; C III: 50% would be better
<p>Group III (programme staff)</p> <p>3.30 – 5 pm</p>	<ul style="list-style-type: none"> • There are very operational targets and actions are clearly spelled out (positive) • Concept was difficult to differentiate between beneficiaries and WFP staff (e.g. C II B and C V refer to WFP staff?) • Right but what does it make difference • C I B: How does it possible in FFW and Development projects • It is difficult to differentiate conceptually between commitments (e.g. Access in both C I & III) • C II Very very long term goal, how is it possible. • C II: Complied by how to ensure (job?) security for male? • C I A: may not be desirable for all situations • C IV: What about utilization of food? (only distribution of food is not relevant)

Outcome of working session with WFP staff (Monday 4 February 2002)

				What has been achieved ?		
		Strengths	Weaknesses			
Group I (support staff)	3.30 – 5 pm	<ul style="list-style-type: none"> • Quick perception in health; projects prepare recommendations • C II B: so far a good number of female candidates have been recruited • C II B: Better participation in programmes activities and in particular in education of girls • C III: Considering two WFP Pakistan Programmes, WFP goal would have not been accomplished without female programme managers • C III B: Food for Education good incentive to improve literacy specially in girls 	<ul style="list-style-type: none"> • Women cannot decide anything alone, because having doubts. They cannot go/work to dangerous areas where WFP has EMOP • Due to social environment female cannot work late in the office • C II B: Senior managers do ignore male candidates in order to get the gender equity. • C II B: If we go for gender balance, we may loss good and qualified candidates • C III B: Limited implementation mayor population are not covered • Women cannot work late hours, women cannot come early in the morning • Women is not work hard and also women not work late hour and cannot work as a labour 	<ul style="list-style-type: none"> • When WFP having a women affair office ignoring a men office giving a full support to women (?) • Programme should be expanded to a largest scales to reaching a majority of illiterate portion of the society • C II B: The decision should be on merit irrespective of gender • C II B: One should always look for the qualified candidates rather than looking for male/female candidate 		
Group II (support staff)	3.30 – 5 pm	<p align="center">Fine, 80%</p> <ul style="list-style-type: none"> • Ok • The commitments are worked out to address all the general issues which can fit in any area, situation, country and region • Presently WFP is taking keen interest to the women in all units of our office and taking it to max level of balance • In many primary schools benefiting from WFP school feeding in the poor districts of the country, enrolment rates for girls. have doubled. Our health programme has achieved similar results for the attendance rates of expecting mothers 	<p align="center">Proper resources are not available</p> <ul style="list-style-type: none"> • Proper implementation of these • Work opportunities must primarily be based on merit • Commitments are not visible • Education should (??).... • Hostile attitude men to women and women to men • Women are not very much exited to work due to their family prioritisation and commitments are not encouraged at all by their community • This is alarming for men to loose their jobs, why women are always considered even they are not qualifying to the posts 	<ul style="list-style-type: none"> • What ever we have, need to implement it properly which is very important for any kind of commitment • Perhaps it would be better to let CVs speak for themselves and not consider the gender issue. • NGOs and other relevant agencies should coordinate with beneficiaries on merit basis • Selection should be made on the basis of merit • Equal respect • Improve on whole case (?), give the participants at whole ...(?).....(?) • Equality and merit clarity should be addressed on the above • Women should be made aware that they are employee while working will not be treated as women and have to be competitive and have to prove by working 		

<p>Group III (programme staff)</p> <p>3.30 – 5 pm</p>	<ul style="list-style-type: none"> • The new PAK CP design is according to WFP gender policy – gender not an additional or stand alone component – it is in built. • C III A: more than 60%; B=almost 50% to education (in new CP, not old), C=planned in new CP, D=it has been done for health and education, although at limited level. • C I A: Achieved over and above targets • C III: Ok, for within the organisation 	<ul style="list-style-type: none"> • C I B: How to address micro-nutrient deficiency? • C II: difficult to achieve. Food is the minor contribution factor in the status of social set up • Open to misinterpretation by WFP staff, without appropriate training of sensitisation. • C III: Difficult to influence gender-balance in trade and markets. • C IV: Difficult to obtain data from usual monitoring formats. Special studies may be required; difficult to implement in some cultural situations, e.g. women food distributors in Afghanistan refugee camps. 	<ul style="list-style-type: none"> • Type of food according to taste of preferences • Training specially for managers/advisors on the rationale behind the commitments – the purpose may not be served by following the tasks exactly cultural interpretation may be necessary • WFP should provide cash along with food to contribute to women and empowerment
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Outcome of working session with WFP staff (Monday 4 February 2002)

	What has changed?
Group I + II (support staff)	Voluntary session was cancelled.
Group III (programme staff)	<p>Beneficiaries: 100% changed in FFW – all resources have been diverted to women</p> <p>WFP staff: Situation changed almost 80 – 100%, women became managers of all 3 development programmes</p> <p>In the new CP written in 2000-2001, the natural resource / forestry projects were reformulated as “creating assets for rural women” (positive). Result of implementation to be seen.</p> <p>Management is making a conscious of female staff members (partially positive); good male candidates may be overlooked, level of female staff another issue)</p>

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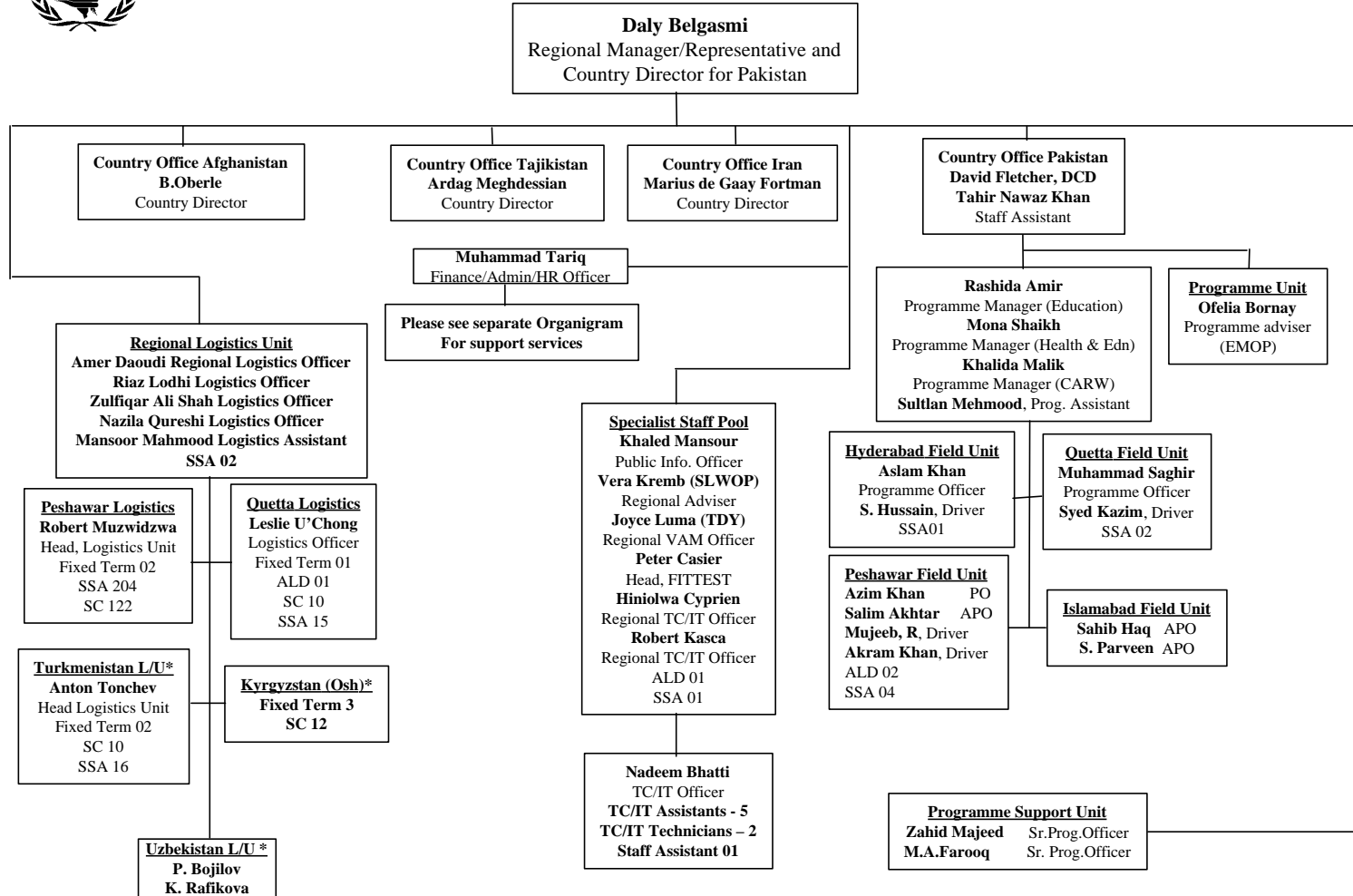
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ORGANIZATION CHART OF WORLD FOOD PROGRAMME SUB-REGIONAL/COUNTRY OFFICE



1 July, 2002

* Now administered by WFP Afghanistan since 01.01.02