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**Executive Board  
Second Regular Session**

**Rome, 16 - 18 May 2001**

## **COUNTRY PROGRAMMES**

**Agenda item 5**

***For approval***

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## **COUNTRY PROGRAMME— PAKISTAN (2001–2003)**

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# Note to the Executive Board



**This document is submitted for approval by the Executive Board.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal point indicated below, preferably well in advance of the Board's meeting.

Senior Liaison Officer, Middle East and North Africa Bureau (OMN):      Mr P. Turnbull      tel.: 066513-2800

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# Executive Summary

The Country Programme (CP) for Pakistan has been prepared in conformity with the guidance of the Executive Board when it considered the Country Strategy Outline (CSO) at its Third Regular Session in October 1999. In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focuses its development activities on five objectives. This CP principally addresses the first three of those objectives.

Pakistan is classified as a low-income, food-deficit country (LIFDC). It ranks 135<sup>th</sup> out of the 174 countries in the UNDP's Human Development Report for 2000. The population in 2001 is estimated at 140 million, with an annual growth rate of 2.6 percent.<sup>1</sup>

Every day, one in three persons does not consume enough food to lead a healthy and productive life, even though the country produces and imports sufficient food to meet the requirements of every citizen. The problem is economic and social access. The burden of hunger falls on the poor, who are disproportionately women and girls living in rural areas. For them, lack of consumption translates into an inability to take advantage of development opportunities when these exist.

This CP focuses exclusively on women and girls. It uses vulnerability assessment to identify the most food-insecure districts and, within them, the groups to be assisted. The CP has three operational components: primary education for girls, safe motherhood and creating assets for rural women. These are brought together in a mutually supportive way to address a range of fundamental problems that afflict targeted communities.

The CP's overall objective is to contribute to improving access to food in ways that enable women and girls to take advantage of development opportunities. What is new about the CP is its hunger analysis to sharpen targeting, its rigorous linking of food assistance with development opportunities, its emphasis on retention of benefits by the beneficiaries and its application of a programme approach, allowing mutual reinforcement of programme components in a cost-effective way. Other innovations include introducing minimum quality standards to reflect WFP's concern for the quality of education and health services and to better select participating schools and basic health units (BHUs), and movement towards a results-based approach to monitoring.

Solving the problem of access to food is not enough. Good health and nutrition involve other elements, such as water supply and sanitation and appropriate dietary practices. For example, this CP introduces a pilot nutrition intervention that, when coupled with reproductive health and nutrition messages, aims directly at improving the nutritional status of expectant and nursing mothers.

The CP is tightly knit with the Government of Pakistan's Poverty Reduction Programme (PRP). WFP has worked closely with the United Nations country team and with the Government in developing the PRP. Advocacy for policies and programmes that address the problems of hungry poor women and girls in Pakistan remains high on the agenda of the country office.

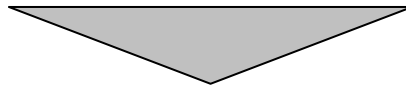
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<sup>1</sup> Fifth Population and Housing Census, Government of Pakistan, 1998.



The Executive Director of WFP recommends that the Executive Board approve the two-and-a-half-year Country Programme (2001–2003), for a total of US\$20.0 million, covering all basic direct operational costs, and for US\$6.4 million, covering the supplementary activity, provided that the necessary resources are available.<sup>2</sup>

## Draft Decision



The Board approves the Country Programme for Pakistan (2001–2003)  
(WFP/EB.2/2001/5/2).

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<sup>2</sup> One US\$ equals Pakistan Rupee 59.19; United Nations exchange rate March 2001.



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## STRATEGIC FOCUS

### Summary of the Executive Board's Discussion of the CSO

1. The Board recommended that the major points in the Country Strategy Outline for Pakistan document be taken into consideration in the preparation of the new Country Programme,<sup>3</sup> to be presented to the Board in May 2001. These include the application of vulnerability analysis and mapping (VAM) to improve targeting of food aid to the poorest; the establishment of partnerships with provincial governments, other United Nations agencies and non-governmental organizations (NGOs); continuation of the good work on harmonization within the United Nations Development Assistance Framework (UNDAF); an emphasis on gender approaches, taking into consideration cultural variables; incorporation of the basic lessons learned from the evaluation of the previous Country Programme;<sup>4</sup> and application of the policy guidelines emanating from the Enabling Development consultations (see Annex I for the CSO abstract).

### Strategic Focus of the WFP Country Programme

2. Every day, one in three persons in Pakistan does not consume enough food to lead a healthy and productive life, even though the country produces and imports enough food to meet the basic requirements of all its citizens.<sup>5</sup> For these people, the problem is economic and social access. The burden of hunger falls on the poor, who are disproportionately women and girls living in rural areas. For them, lack of adequate consumption translates into the inability to take advantage of development opportunities when these exist. Hunger and poverty help keep young girls out of primary school, and they deny expectant and nursing mothers the chance for basic mother and child health care.
3. The overall objective of this Country Programme is the social and economic empowerment of rural women in selected districts, by providing access to food, linked with the creation of human capital and physical assets, enabling women and girls to take advantage of development opportunities. Vulnerability analysis has been used to target geographically the most food insecure districts. An overlay of socio-economic indicators, focusing particularly on primary education and basic health, has been used to identify which groups would be assisted within those districts. Bringing together in a mutually supportive way the three operational components of the programme—primary education for girls, safe motherhood and creating assets for rural women—makes it possible for WFP to deal with a range of fundamental problems that afflict targeted communities. As in the past, the main emphasis in WFP-supported activities is dealing with access to food in ways that enable beneficiaries to take advantage of development opportunities. What is new

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<sup>3</sup> WFP/1999/EB.3/7.

<sup>4</sup> WFP/1999/EB.3/5.

<sup>5</sup> The number of people who consume less than 2,250 kcal per day. Economic Survey 1999–2000, Government of Pakistan.



in this CP is its hunger analysis to sharpen targeting, its rigorous linking of food assistance and development opportunities, its emphasis on the retention of benefits by beneficiaries and its application of the programme approach, which allows all programme components to mutually reinforce one another in a cost-effective way. For example, food for work (FFW), under creating assets for rural women (CARW), can be used to support the provision of toilets in girls' primary schools, the absence of which has been a practical constraint on girls' attendance. Similarly, the construction of small access roads through CARW would enable expectant and nursing mothers to more readily attend basic health units. In turn, CARW is designed to empower women to have a greater voice in community life, a prerequisite for ensuring community support for girls' education in a traditionally conservative society.

4. Identifying the hungry poor geographically and by community was a four-stage process:
  - i) A VAM exercise classified Pakistan into nine food economy zones.
  - ii) The food economy zone classification, combined with social and economic development indicators, produced a composite food security indicator to identify the 60 most food insecure districts. Availability of viable potential partners in these districts and operational constraints such as lack of security, cost-effectiveness, access and female staff mobility, were then taken into account. Applying these factors, 34 districts were then selected.
  - iii) Sub-districts with the highest levels of poverty were identified. Selected indicators were verified during field visits.
  - iv) Household surveys will confirm the food security situation and the need for food aid.
5. Through this four-stage process, WFP has moved from a general to a more specific approach for targeting the food insecure.
6. Solving the problem of access to food is not enough. Good health and adequate nutrition involve other things, such as water supply, sanitation and good dietary practices. Proper utilization of the right kinds of food is also important. This CP starts to address these issues. For example, it introduces a pilot nutrition intervention that, when coupled with reproductive health and nutrition messages, aims directly at improving the nutritional status and well-being of expectant and nursing mothers and their children. If successful, this new approach would result in a WFP-assisted activity that dealt simultaneously with the array of health and nutrition problems that are so pervasive in the poorest areas of rural Pakistan.
7. The development odds are against women and girls. Special efforts and understanding are required to deal with their situation. Women are poorer, less healthy and less educated relative to men than they were in 1975. They face barriers owing to limited educational opportunities and training, and also due to their limited mobility. According to the Pakistan Government's report to the World Conference on Women in Beijing, "it is increasingly evident that women and girls in poor households bear a disproportionately high share of the burden of poverty"



and suffer from “oppressive patriarchal structures, rigid orthodox norms and stifling socio-cultural customs and traditions”.<sup>6</sup> This CP focuses exclusively on women and girls, doing so in ways that address the first three of WFP’s Enabling Development priorities and its Commitments to Women.

8. Of the estimated 8.2 million children not attending primary school, some 5.9 million are girls. Female education may well have the highest returns of any investment available to Pakistan.<sup>7</sup> WFP’s intervention has increased enrolment, attendance and retention rates.<sup>8</sup> The Programme’s better-focused support to girls’ primary education will serve as the core activity of this CP.
9. High rates of maternal malnutrition, maternal mortality and under-5 malnutrition are all reversible within the framework of a package of measures including reproductive health and nutrition messages and better access to and use of quality health services. The WFP-supported health activity has been fundamentally changed in line with Executive Board guidance and is in transition towards a nutrition-based intervention.
10. CARW is a new activity designed to improve the lives of poor, rural women through the creation of sustainable physical, economic and social assets. It builds on the strengths of the Natural Resource Management Programme, which will be discontinued. A key characteristic of all WFP-supported activities is that they rely on and encourage community participation. WFP will act as a catalyst for other interventions and advocate for increased government and donor assistance to these targeted districts.
11. This CP introduces the concept of minimum quality standards. UNESCO and the World Health Organization (WHO) have developed basic minimum standards to help address WFP’s concern for the quality of education and health services and to better select participating schools and BHUs.
12. This CP is tightly knit with the Government’s Poverty Reduction Programme. Since December 1999, the United Nations country team has worked closely with the new Government to develop the PRP’s six components: reducing caloric poverty, increasing primary school enrolment (focusing on girls), reducing young child mortality, reducing maternal mortality, reducing child malnutrition and improving rural water supply and sanitation. United Nations partners focused on the first five of these components. The Government team, led by the Minister for Education, Women Development and Social Welfare, engaged other senior ministers and officials. WFP participated in United Nations inter-agency groups to work with the Government on primary education, child malnutrition and young child mortality, and it chaired the caloric poverty group. The outcome is a government poverty-reduction strategy and programme that involved the United Nations system from the outset, and one that brings together and coordinates the support of the United Nations system, especially the UNDG.

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<sup>6</sup> Pakistan National Report, Fourth World Conference on Women, Beijing, September 1995.

<sup>7</sup> Improving Basic Education, World Bank.

<sup>8</sup> WFP Report, “Support to Social Action Programme Assessment—Promotion of Primary Education for Girls in Baluchistan and NWFP, WFP Pakistan, 1998.



13. Advocacy for policies and programmes that address the problems of hungry poor women and children in Pakistan remains high on the agenda of the country office. WFP will strive to forge partnerships with other agencies both within and outside the United Nations system. In addition, the Programme will continue to play its part as an active member of the United Nations country team through collaborative exercises such as the Common Country Assessment (CCA) and UNDAF. It will continue also to participate in the theme groups set up under the auspices of the Resident Coordinator—such as the Disaster Management Team and the Women and Development Group—using this forum to promote joint United Nations advocacy. Moreover, it will continue to seek out opportunities to work within the United Nations system and with the Government on major initiatives such as the PRP. Outreach activities with NGO partners and working with the media are also important components of advocacy. Though demanding of staff time, this work is a sound investment in building broad constituencies that are well informed, for example, about the link between hunger and primary education for girls. No other body is as well placed as WFP to do this.
14. WFP is moving towards a results-based approach to monitoring. Indicators have been developed to track the progress of the CP. WFP will also monitor the food security situation in targeted districts.

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## COUNTRY PROGRAMME ACTIVITIES

### Resources and Country Programme Preparation process

15. The current CP has been extended to June 2001. The CSO, based on WFP's Enabling Development policy and the results of the CP evaluation, was considered by the Board in October 1999. WFP participated with United Nations system partners in preparing a draft CCA in the first half of 1999. The United Nations country team, led by the United Nations Resident Coordinator, postponed finalizing the CCA and preparing the UNDAF for Pakistan because the new Government (October 1999) was putting in place a new development plan covering the period July 2000–June 2003. The United Nations Development Group (UNDG) agencies' next programme cycles within the UNDAF framework will be broadly realigned, commencing with the CCA exercise in 2001. Preparation for the UNDAF for Pakistan will start in 2002. The UNDAF will cover the period commencing January 2004. Therefore, this Country Programme is for the bridging period, July 2001 through December 2003.
16. Following endorsement by the Executive Board of the CSO in October 1999, the country office, in collaboration with WFP's federal counterpart ministry, the Ministry of Food, Agriculture and Livestock (MinFAL), began work on this CP. MinFAL arranged several consultations with concerned federal ministries throughout this process. WFP consulted extensively with other United Nations agencies (especially UNDP, UNESCO, UNICEF, UNFPA and WHO) and a range of potential NGO partners. Among the most constructive steps of this consultative process was a series of provincial meetings (in all four provinces and Jammu and Kashmir) with planning and development departments, and with line departments/implementing partners. WFP's Enabling Development policy and its





implications (especially with regard to targeting the most food insecure areas) were discussed. The provincial authorities welcomed this approach and agreement was reached on districts to be targeted.

17. The draft CP was shared with Islamabad diplomatic missions and then finalized with the Government.
18. The total value of this CP is US\$8 million per annum, which is consistent with the resource projections set out in the Strategic and Financial Plan (2000–2003). Activity 1 requires 9,272 tons of edible oil, at a value of US\$7.8 million over the 30-month CP. Activity 2 requires 5,750 tons of edible oil, at a value of US\$5 million; and Activity 3 requires 36,300 tons of wheat, at a value of US\$7.2 million. The CP's supplementary activity, linked to Activity 1, would require an additional 7,750 tons of edible oil, at a value of US\$6.4 million. In addition to these development activities, in 2001 WFP is providing emergency food rations to approximately 60,000 recently arrived Afghan refugees in Pakistan. Emergency operation (EMOP) 10043.0 (former WIS no. 6321.00) provides 12,400 tons of food assistance, at a value of US\$4.9 million. At the time of writing, there are clear signs of drought for the second consecutive year in parts of Baluchistan, Southern Punjab and Sindh. WFP stands ready to provide emergency drought assistance to the most vulnerable people in these areas, should it be required.

## Activity 1: Assistance to Girls' Primary Education

### ➤ *Strategic Focus*

19. The absence of social and educational opportunities is an intrinsic part of poverty.<sup>9</sup> "In Pakistan, sustained economic growth and reduction in poverty will depend increasingly on progress in human development ... the education of girls is the most deficient element of Pakistan's human development strategy".<sup>10</sup> The World Summit for Social Development reinforced the critical role of education in reducing poverty and sustaining development.
20. By concentrating on girls' education, WFP addresses a key development issue in Pakistan. Poverty, in its broader and perhaps truer sense, is a denial of opportunity. Today, roughly 30 percent of Pakistanis are income-poor, whereas nearly 50 percent are deprived of basic opportunities. The greater part of Pakistan's human poverty is found among rural women. Some 72 percent of women, compared with 47 percent of men, are deprived of education.<sup>11</sup> Poverty is the main reason for children not attending school or dropping out.<sup>12</sup> In poor households, there is a strong bias for educating sons, who are potential earners.
21. WFP will sharpen its current strategy to increase enrolment, improve attendance and reduce the drop-out rate for girls in the targeted primary schools. These same

<sup>9</sup> Human Development in South Asia Report, UNDP, 1998.

<sup>10</sup> Pakistan Poverty Assessment, The World Bank Development Report, 1995.

<sup>11</sup> A Profile of Poverty in Pakistan, Mabub ul Haq Centre for Human Development/UNDP, February 1999.

<sup>12</sup> An Overview of Basic Education under the Social Action Plan in Pakistan, Sustainable Development Policy Institute, 1999.



objectives are reflected in the new Government's PRP. The PRP aims to accelerate enrolment (focusing on girls) through a mix of strategies such as advocacy, social mobilization, improved teacher training and a reduction in household education costs. Food as an "enabler" has been identified as one of the main strategies to be used to attract girls to school.

22. Food aid is effective in increasing enrolment and attendance.<sup>13</sup> The CP will concentrate on these objectives for girls who are disproportionately absent from Pakistan's schools. This will assist the Government in providing universal primary education by 2010.<sup>14</sup> Not all problems in the education sector can be solved through food aid. Federal and provincial authorities and other relevant actors must address deficiencies in management, curriculum and instructional materials.
23. The CP evaluation report acknowledged the success of food aid in getting girls to primary school but also pointed out that there was a need to ensure acceptable quality standards for education. To address this concern, the schools will be selected using the basic minimum criteria defined by UNESCO for Pakistan.
24. This activity addresses the second of WFP's development priorities, is fully in line with WFP's Commitments to Women<sup>15</sup> and focuses exclusively on girls.

### 📌 **Problem Analysis**

25. Women in Pakistan are vulnerable to economic, social and psychological poverty. Economic poverty results from lack of assets and low endowment of human capital. Social poverty is the inability of a society to accept women's equality and their economic, political and cultural rights. Psychological poverty stems from the subjugation of women to the dictates of customs and tradition, which deprives them of control over their own lives. A review of developments since the Nairobi Conference on Women<sup>16</sup> highlights areas of concern in reducing inequalities in women's access to education and training. The major problems identified in girls' primary education are poverty, lack of mobility of girls, high drop-out rates and teacher absenteeism.<sup>17</sup>

#### **Pakistan's literacy and enrolment rates are among the lowest in the world:**

- 76 percent of the female adult population is illiterate;
- 8.2 million children are out of school; 5.9 million of them are girls;
- 75 percent of rural girls drop out at the primary school level;
- only 3 percent of rural twelve-year-old girls continue in school, compared

<sup>13</sup> Operational Guidelines for WFP Assistance to Education (SCP/15/INF/3), World Food Programme, 23 October 1995.

<sup>14</sup> Pakistan 2010 Programme, Ministry of Planning and Development, Government of Pakistan 1998.

<sup>15</sup> WFP Policy Commitments to Women, 1995.

<sup>16</sup> Third World Conference on Women, Nairobi, 1985.

<sup>17</sup> Pakistan National Report—Fourth World Conference on Women, Beijing, September, 1995.



with 18 percent of boys that age;

- 57 percent of primary-age girls attend school, compared with 89 percent of boys; and
- girls' participation rates at all levels are lower than those of boys.

### 📌 **Objectives, Intended Outcomes and Outputs**

26. The long-term objective of the activity is to promote primary education for girls in food-insecure areas and increase girls' literacy rate overall. The target would be achieved by concentrating efforts in those areas that showed very low enrolment and retention rates.
27. By encouraging girls and their parents to view school attendance as normal and acceptable, this activity may contribute to social change by addressing the issue of female mobility in traditional and conservative communities. Mobility is a prerequisite for any intervention aimed at changing the socio-economic situation of women. Food aid would be used as an enabler to attract and retain girls in primary education—the first step on the development path. The intended outcome of this activity is to:
- increase enrolment, attendance and retention rates at selected girls' primary schools in targeted areas.
28. The expected outputs are:
- 44,000 girls already enrolled in the 1,800 selected schools in targeted areas will receive the monthly take-home ration of a 4-litre tin of edible oil over the 30-month period if they remain in school; and
  - an additional 100,000 girls will enrol in these schools and will receive the same take-home ration over the 30-month period.

### 📌 **Participants and Intended Benefits**

29. Affordability is the constraint often cited by families for not sending their children to school, followed by the need for the children to help out at home.<sup>18</sup> It is the girls of these families in the targeted districts who will be enabled to attend and remain in school. The activity is expected to reach 1,800 schools within these districts, bringing an additional 100,000 girl students to school over three years. WFP will help in retaining in school those girls who would otherwise drop out owing to poverty and social constraints.

### 📌 **Role and Modalities of Food Aid**

30. In Pakistan, about one third of the population, or 45 million people, do not have enough to eat. This is a chronic condition. These people neither can produce the food they need nor have the minimum income required to purchase it. On average, poor households spend more than they earn, incurring debts that further limit their

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<sup>18</sup> An Overview of Basic Education under the Social Action Plan in Pakistan, Sustainable Development Policy Institute, 1999.



ability to escape from the hunger trap. The per capita income of a poor household is 30 percent of a non-poor household.<sup>19</sup> The poor allocate less than 2 percent of their expenditure to education and health care. Owing to a bias in favour of educating males, there is almost nothing left for the girl child, even if the family wants to educate her.

31. The WFP monthly take-home ration, 4 litres of vegetable oil, is a basic food item in the diet of even the poorest of families in Pakistan. It has a local value of approximately US\$3.5, while the average monthly income of a poor family is only US\$33.<sup>20</sup> The economic value of the oil to the beneficiaries is considerable, and helps offset the cost of educating their girls. The oil will be fortified with vitamin A.

### 📌 *Implementation Strategy*

32. The activity will focus on girls' primary schools in food-insecure areas with enrolment rates below the national average. Edible oil will be used to enable the girls of poor families to attend these schools. Each month, during the nine-month school year, the girls will receive one 4-litre tin of oil each, provided they attend school for a minimum of 20 days each month. The provincial education departments will be the main implementing partners of this activity.
33. UNESCO has provided a checklist for "Minimum Requirements for Rural Primary Schools in Pakistan" in order to ensure that WFP is not attracting girls to sub-standard schools. The checklist covers items such as adequate buildings, qualified teachers and the availability of teaching materials, latrines and drinking-water.
34. Ninety percent of government primary schools lack water and sanitation facilities, and more than 50 percent have no shelter or are without boundary walls. Combined with the cultural constraints on girls' mobility, these conditions negatively affect girls' enrolment. WFP will advocate with federal and provincial authorities to ensure the availability of basic infrastructure as suggested and developed by UNESCO. It will use the CARW's FFW facility to work with partners to provide drinking-water, latrines and boundary walls.
35. Edible oil will be delivered in Karachi to MinFAL. Provincial education departments will collect the oil in Karachi and arrange for its transport to project areas for delivery to beneficiaries.

### 📌 *Support, Coordination, Monitoring and Evaluation Arrangements*

36. The activity will be based on three main components:
- providing food aid to increase enrolment, attendance and retention rates;
  - establishing links with the Government's Education Management Information System (EMIS) at the provincial level; and

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<sup>19</sup> A Profile of Poverty in Pakistan, Mabub ul Haq Centre for Human Development/UNDP, February 1999.

<sup>20</sup> Ibid.



- involving communities at the village level.
37. WFP will work with UNESCO, UNICEF, and SAP donors<sup>21</sup> to strengthen community involvement and promote better usage of EMIS, which will be necessary to record and analyse the drop-out and retention rates in WFP-assisted schools. Regular visits to the area by WFP monitors should promote cooperation with existing community-based organizations (CBOs) and parent-teacher associations, and encourage them to support primary education. Partnerships will be forged with UNICEF to promote complementary strategies to increase girls' primary school participation in districts that are common to both agencies' programmes.
  38. This activity requires 9,272 tons of edible oil over 30 months, with a cost of about US\$7.8 million. The government commitment would be about US\$13.0 million. This amount represents the cost of teachers' salaries, school building maintenance, school supplies, transport, etc.

### Supplementary Activity (SA)

39. The 2001–2003 Pakistan Country Programme aims to increase the number of girls in rural primary schools by 100,000 over three years. Additional resources, if available, could allow WFP to increase that number by another 84,000, contributing to the target set out in the Government's Poverty Reduction Programme, which the UNDG helped to develop. The PRP aims to accelerate enrolment, focusing on girls. Food as an "enabler" has been identified as one of the main strategies to be used to attract girls to school. The expected outputs of this SA would be:
  - an additional 36,000 girls already enrolled in the 1,500 selected schools in targeted areas will receive the monthly take-home ration of a 4-litre tin of edible oil over the 30-month period if they remain in school; and
  - an additional 84,000 girls will enrol in these same schools and will receive the same take-home ration over the 30-month period.
40. Implementation of supplementary activities will be subject to the availability of bilateral or additional directed multilateral funding. All WFP resources depend on voluntary donor contributions.
41. Reaching the additional 120,000 schoolgirls will require 7,750 tons of edible oil over 30 months, with a cost of about US\$6.4 million. The Government commitment would be about US\$10.0 million. This amount represents the cost of teachers' salaries, school buildings maintenance, school supplies, transport, etc.

### Activity 2: Promoting Safe Motherhood

#### 📌 **Strategic Focus**

42. Poor health and malnutrition in women and children is a serious and widespread problem throughout Pakistan. This activity aims to address the special nutrition and

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<sup>21</sup> Key financial donors are the World Bank, the Asian Development Bank, the European Union, and the Governments of Canada, the Netherlands, Norway and the United Kingdom.



nutrition-related health needs of expectant and nursing mothers and their young children, and to make an investment in human capital by raising awareness of health issues among beneficiaries. The activity is being fundamentally improved, following recommendations made in the CP evaluation: targeting is sharper, the number of participating BHUs has been reduced and only those providing quality services will be selected, using basic minimum service availability criteria (as defined by WHO). Linkages have been established with other partners to strengthen and improve the health message package. The activity will continue to use edible oil because it is successful in encouraging poor expectant and nursing mothers to attend underutilized government BHUs for pre and postnatal services.

43. The tin of oil that enables women to attend BHUs, thereby dealing with one set of health-related nutrition problems, does not, however, adequately address other dimensions of malnutrition. Hence, an eighteen-month pilot nutrition intervention, using fortified blended food (FBF) will be undertaken. Initially this FBF will be wheat-soya blend (WSB). The pilot will run concurrently with the existing activity. Once proven effective, it will be extended to cover the entire activity, possibly requiring a budget revision, and replacing edible oil with a suitable FBF. Funds are being sought to provide technical and NGO support for this initiative. The activity is in support of the Government's PRP for reducing maternal mortality and young children's malnutrition.
44. This activity addresses priorities 1 and 2 of WFP's Enabling Development policy. Also, the activity is in line with WFP's Commitments to Women, exclusively targeting women and infants.

#### 📌 **Problem Analysis**

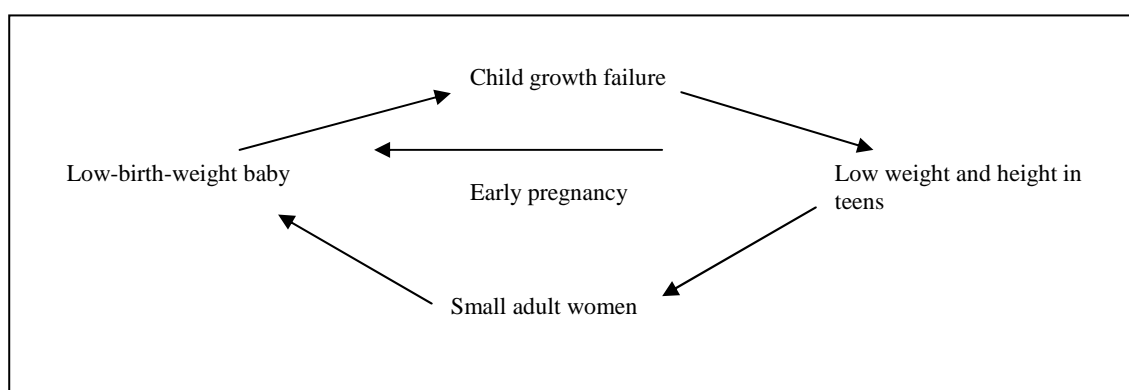
45. The last National Nutrition survey<sup>22</sup> found that 45 percent of expectant and nursing mothers were anaemic—10 percent of them severely. A more recent smaller-scale national health survey shows similar rates.<sup>23</sup> Moreover, 28 percent of expectant and 45 percent of nursing mothers consume less than 70 percent of their required caloric intake. Each year, in Pakistan, more than 5 million women become pregnant. Of these, 30,000 die owing to pregnancy- and childbirth-related causes, while another 600,000 suffer from life-long complications and disabilities. The maternal mortality rate of 340 per 100,000 live births (up to 760 in some of the poorest districts) is alarmingly high, as compared with the developed countries' average of 3 per 100,000.<sup>24</sup> Of the five main causes of maternal mortality, three are directly related to malnutrition. An important factor leading to maternal malnutrition is the effect of too many pregnancies too close together. The depletion of a woman's body resources increases the risk of her giving birth to an infant of low birth weight (LBW). This in turn leads to an intergenerational cycle of malnutrition and poor health, which has enormous costs for society in terms of reduced mental and physical capacity, loss of productivity and risks to the overall survival of households.

<sup>22</sup> Pakistan National Nutrition Survey, National Institute of Health, 1988.

<sup>23</sup> National Health Survey of Pakistan, Pakistan Medical Research Council, 1996.

<sup>24</sup> Women's Health in Pakistan, Pakistan National Forum on Women's Health, 1997.





46. Despite near self-sufficiency in food production, more than one in four infants are born with LBW (less than 2.5 kg), a figure that has remained unchanged since 1979.<sup>25</sup> This is primarily the result of maternal malnutrition and anaemia. More than 38 percent of the under-5 population is malnourished. The infant mortality rate is very high, at 105 per 1,000 births. Recent statistics show that more than 45 percent of under-5 mortality occurs during the first month of life. These deaths are primarily the result of poor maternal health and nutrition, inadequate immunization of expectant mothers against tetanus toxoid (only 58 percent),<sup>26</sup> and complications during delivery. Under-5 mortality is 70 percent higher among children born to women who did not receive prenatal and delivery care than among children whose mothers did.<sup>27</sup> Studies have shown that chronic malnutrition starts early in childhood and is related to poor feeding practices. Most maternal and infant deaths occur for reasons that are preventable through simple medical technology, prenatal care, awareness and better access to health services. Untrained traditional birth attendants, who deliver 80 percent of the babies born in Pakistan, cannot provide these services.
47. Use of food aid for promoting the use of mother and child health care services and raising awareness about family life and health represents the first step towards addressing the crucial human capital development needs of these most vulnerable groups in poor communities.

### 📌 **Objectives, Intended Outcomes and Outputs**

48. The overall objective for this activity is to improve the health of women and children in the targeted areas by promoting safe motherhood. The intended outcomes are:
- to increase the attendance of expectant mothers at government health centres, where they can obtain reproductive health care services;
  - to promote specific vaccinations for mothers and infants; and

<sup>25</sup> Situation Analysis of Women and Children in Pakistan, UNICEF, 1998.

<sup>26</sup> Federal EPI/CDD Cell, National Institute of Health, 1997.

<sup>27</sup> Pakistan Demographic Health Survey, 1992.



- to promote beneficial practices through health education, including in: mother's nutrition, the use of trained birth attendants, breastfeeding, family planning and good weaning practices.
49. The expected outputs are:
- Over the CP period 388,500 expectant and nursing mothers will attend health centres and each will receive a 4-litre tin of edible oil at four crucial pre- and postnatal stages; and
  - 4,000 expectant mothers will receive FBF rations.

#### ➤ **Role and Modalities of Food Aid**

50. The activity uses a high-value commodity, edible oil, fortified with vitamin A. It is estimated that the oil will make a contribution of approximately 200 kcal per day to the diet of expectant mothers. Its use in the home by nearly all (94 percent of) the beneficiaries<sup>28</sup> demonstrates its acceptability as a substitute for ghee, which is a regular market purchase in most (96 percent of) rural households.
51. Caloric deficiency is the major problem in the diet of expectant mothers in Pakistan.<sup>29</sup> Trials showed that with proper counselling poor expectant mothers *were* able to increase their caloric intake from the food available at home, but that in the intake of more than half the women studied, there remained a deficit of 700 calories. Though the tin of oil attracts mothers to the BHUs, it tackles the nutrition problem only indirectly. To make a more direct nutritional contribution, the oil could be replaced with a FBF, which may be less likely to be shared among all family members. Before a full-scale change of commodity can be effected, however, the pilot nutrition intervention will ascertain: (i) acceptability; (ii) the enabling value of the new commodity; and (iii) the impact of FBF on the nutritional status of women and their children.

#### ➤ **Implementation Strategy**

52. WFP will continue to use edible oil to encourage expectant and nursing mothers to visit selected government BHUs. A tin of oil will be given for each of two prenatal and two postnatal visits. During the prenatal visits, tetanus vaccinations are provided, along with messages on safe motherhood and reproductive health. The same messages are given at the postnatal visits, along with tuberculosis (*Bacillus Calmette-Guerin-BCG*) and the first dose of polio and diphtheria-tetanus (DPT1) vaccinations for the infants. Women beneficiaries will also receive iron-folate tablets as part of a joint Canadian International Development Agency (CIDA)/WFP initiative to provide vulnerable women with essential micronutrients. A collaborative arrangement is in place with UNICEF, which is also receiving iron tablets from CIDA, and the Asia Foundation for training and impact assessment.

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<sup>28</sup> WFP Report, "Support to Social Action Programme Assessment-Assessment of Primary Health Care, WFP CO Pakistan, 1998.

<sup>29</sup> Taking Charge-What Families In Pakistan Can Do To Improve Health Of Mothers And Children, Mothercare/Manoff/ Asia Foundation, 1998.





The provincial health departments will be the main implementing partners for this activity.

53. The CP evaluation found two main weaknesses in this activity. First, there was a problem of insufficient, erratic oil supply and inadequate monitoring by both WFP and the Government. The other main issue was the weak health messages given by the Lady Health Visitor (LHV) and the poor quality of health services provided. To address the first issue, the number of participating districts is to be further reduced to a manageable level (from 80 districts in 1997 to 50 districts in 1999, and only 34 planned for 2001–2003), while increasing the number of participating BHUs within selected districts. To address the second concern, BHUs will be selected using the basic minimum service availability criteria as defined by WHO, based on the realities of rural Pakistan. To improve the quality of the health messages package, WFP is collaborating with UNFPA, which is planning a comprehensive Integrated Reproductive Health Services (IRHS) package with the Government in eight districts. The package includes training for LHVs in counselling skills and community-awareness campaigns and is reflected in the UNFPA project document.
54. For the pilot activity, the basic health activity will be modified in three aspects:
- **The commodity.** The edible oil will be replaced by an FBF (initially WSB), calculated to provide 1,200 kcal/day to expectant and nursing mothers and their infants.
  - **Delivery schedule.** The FBF ration will be distributed monthly at the BHU over 12 months, starting from the third month of a woman's pregnancy.
  - **Social marketing.** In addition to the health messages package, a strong beneficiary campaign will be carried out to teach beneficiaries about proper FBF usage, supply recipes and promote FBF as a supplement exclusively for expectant and nursing mothers, to minimize distribution of it among other family members.
55. The pilot would run for a minimum of 18 months. A decision on the most appropriate commodity for a future health activity will be taken after an evaluation.

### 📌 *Participants and Intended Benefits*

56. People who can afford to do so attend private clinics. It is the poor who attend government BHUs, and these are the people that this activity targets. All expectant mothers attending selected BHUs will be eligible for food aid. Further beneficiary selection is undesirable, as it would place an undue burden on the BHU staff and create conflict between them and the community. While expectant and nursing mothers are the prime beneficiaries, the direct and indirect benefits extend to their families. Positive changes in health care practices benefit the community as a whole. The benefits of breaking the intergenerational reach of hunger are well documented.<sup>30</sup> Poor health and nutrition reduce a woman's productive capacity, which is currently undervalued and poorly utilized. Improving the health and productive potential of women in Pakistan will play a vital role in all aspects of development, including the country's potential for economic growth.

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<sup>30</sup> Ending the Hunger Inheritance, WFP/UNU Seminar, Rome, 1997.



### 📌 **Support, Coordination, Monitoring and Evaluation Arrangements**

57. Technical training of LHVs will be carried out by the UNFPA, under its comprehensive IRHS package. The health education and programme implementation guidance materials, provided by WFP to the LHVs, will be redesigned to be made more effective. WFP and the UNFPA initially will work together in five districts. WFP is seeking to expand its collaboration with the Lady Health Worker outreach programme to deliver key health messages in WFP-selected districts.
58. The implementing partners remain the provincial health departments in coordination with the provincial planning and development departments. WFP will continue to work closely with other United Nations agencies, such as the UNFPA, UNICEF and the WHO, and will seek to strengthen collaboration with NGOs working effectively on similar objectives, such as the Asia Foundation. WFP staff and district health officers will routinely monitor the activity, with analytical support from the country office in Islamabad. Links will be established with the Health Management Information System (HMIS) at the provincial level, so that selected indicators, and attendance at WFP-assisted centres, can be monitored.
59. This activity requires 5,750 tons of edible oil over 30 months and 540 tons of WSB, with a total cost of about US\$5.0 million. The Government commitments would be about US\$14.1 million, covering the cost of salaries, health centre maintenance, health supplies, transport and storage.

### Activity 3: Creating Assets for Rural Women

#### 📌 **Strategic Focus**

60. Poverty is pervasive in rural Pakistan, adversely affecting the lives of most people, and particularly women and children. Rural women are forced to rely on an extremely fragile social and physical environment: They are caught in a never-ending struggle for survival, with little access to safe drinking-water, little or no education, and no voice in decision-making. Food insecurity, lack of basic physical infrastructure and the absence of development and economic opportunities mean that rural women remain deprived, having no personal assets and very little hope for a better life. In addition, they are often bypassed by mainstream development initiatives, which further accentuates their state of deprivation.
61. This activity focuses on the creation and preservation of sustainable physical, economic and social assets for rural women and their families in line with WFP's Commitments to Women and its Enabling Development policy. CARW creates opportunities for employment and income-generation through FFW, supports human resource development through food for training (FFT) and helps mitigate the effects of natural disasters in the targeted areas. It targets the practical and strategic needs of poor rural women to reduce their workload and enables them to access much-needed social services. The activity fits well with the Government's PRP and addresses priority 3 of WFP's Enabling Development policy.
62. WFP and other agencies have focused increasingly on community involvement and greater participation by women in development projects. This has helped establish CBOs that provide a culturally acceptable framework wherein rural



women can voice their needs and concerns. Women's organizations (WOs) that have recently evolved will serve as springboards for launching the CARW activity. Increased community participation should ensure long-term sustainability and help develop a sense of ownership among beneficiaries.

### 📌 *Problem Analysis*

63. The selected districts suffer from very low productivity, water scarcity, degraded natural resources and few or no employment opportunities. Infrastructure is poor to non-existent, and education and health services are often unavailable. Women's mobility is restricted by cultural and social traditions, which vary with the women's age and their family's socio-economic status. Women and girls in these areas are triply disadvantaged: they live under harsh natural conditions, suffer from social and cultural biases and carry the heavy burden of household management and production with little support. They and their families rely on scarce natural resources—fuelwood, water and fodder—whose collection in environmentally degraded settings often means long hours of walking.

### 📌 *Objectives, Intended Outcomes and Outputs*

64. The long-term objective is to improve the living standards of rural women and reduce their workload.
65. The activity would help women gain physical access to basic social services. It would also increase their accessibility to markets. Improving the availability and storage of water would relieve them of having to walk long hours in search of clean water—the availability of which has a direct link to family health and hygiene.
66. The activities under this project would provide opportunities for women to increase the family income and improve household food security by participating in FFW income-generating activities such as small-scale businesses, saving schemes and livestock and poultry farming. FFT would enable women to participate in adult literacy classes and other skills training opportunities. All these activities empower women.
67. The intended social development outcomes include the strengthening of existing or the creation of new women's organizations, better-skilled women and girls and the demonstration effect of women taking greater control of their lives. This would ultimately improve the social status of women in the target communities.
68. The intended outcomes are:
- to assist in building physical, economic and social assets for poor rural women and their families;
  - to provide and facilitate easy access for poor rural women to natural resources and needed social services; and
  - to strengthen the role of poor rural women in decision-making.
69. This activity would result in tangible physical outputs, such as the construction of water tanks or ponds, latrines and boundary walls (including at girls' primary schools), check dams/water channels, paths/link roads and woodlots. In terms of economic outputs, CARW would provide opportunities for various FFW



income-generating activities and credit schemes using food stamps. To generate funds for credit schemes, participating women will be given food stamps to purchase their household food requirements. Some of the money normally spent on food could then go into a credit scheme, managed by the women's group or an NGO.

70. An indicative list of expected outputs is provided in Annex III. However, the actual activities undertaken and their respective development outputs will be subject to the prioritization determined by the women's organizations.

#### ➤ *Role and Modalities of Food Aid*

71. Communities in the target districts are unable to meet their family's food requirements.<sup>31</sup> WFP, through FFW activities, would assist communities in meeting consumption needs and undertake physical infrastructure development activities as identified by rural women. It would contribute the daily wages in the shape of food stamps, which participants could use to procure basic food items in nearby participating shops. This would contribute to their overall household food resources during the implementation phase of these activities. Food stamps would be used also to support FFT activities.
72. In the past, food stamps were funded through the transfer of WFP wheat to MinFAL in Karachi. In turn, MinFAL provided WFP with the equivalent of the stamps' cargo, insurance and freight (CIF) value for the consignment. WFP proposes to use either this option or the sale of wheat by tender, or another appropriate commodity, such as vegetable oil in 200-litre drums. The market situation changes over time, hence the need for flexibility. However, for budgeting purposes, it has been assumed that wheat is the basis of the exchange for food stamps. In the past, the proceeds of the wheat transfer were used to buy food stamps from Pakistan Bait-ul-Mal (PBM), the agency that implements the Government's own food stamp system. WFP pays the face value of the stamps, while PBM receives from the government implementing partners a 4-percent service charge to cover its administrative costs. The food stamps are then delivered to the project authorities for distribution to beneficiaries. Beneficiaries use their stamps to make purchases at designated stores. Shopkeepers redeem the stamps at designated bank branches, in return for funds transferred to the branches by PBM. Wheat will be used where such facilities do not exist.
73. The food stamp system meets a number of key tests. It translates food commodities into food assistance by giving the beneficiary a coupon with which to purchase food, thus giving the beneficiary a wider choice of basic food commodities. Evaluations have shown that the food stamp system in Pakistan results in the consumption of the purchased food within the beneficiary household. It is also cost effective because it avoids internal transport and storage costs, and commodity distribution costs at the community level.

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<sup>31</sup> Impact Assessment of the WFP-assisted Natural Resource Management Projects in Northwest Frontier Province and Baluchistan, Enterprise and Development Consulting, May 2000.



### 📌 **Implementation Strategy**

74. The activity will be implemented in food-insecure areas, where partners for social organization and community mobilization are already available and where WFP's health and education activities are implemented. CARW is based on a participatory approach, and has the full involvement of women and communities in the planning and management of its activities. Interventions would be demand driven and based on the needs and priorities of poor rural women. Communities would share the costs and be encouraged to take responsibility for the operation and maintenance of the assets created at the local level. Participatory approaches, such as participatory rural appraisals (PRAs), would be used for the identification of needs and priorities.
75. The implementing partners will vary in different provinces, depending on variations in needs and the implementation capacity of the development partners. For example, the Local Government and Rural Development Department (LGRD) may be the main implementing partner in certain districts for technical assistance (physical infrastructure development), and would in turn be assisted by NGOs. However, LGRD is not fully equipped to mobilize rural women, especially in establishing women's organizations, so CARW will initially work in areas where NGOs and other development projects have already organized communities into groups.
76. Consultations with potential NGO partners in the selected districts have shown that a broad array of partners is willing to work with WFP. In Northwest Frontier Province, for example, Sungi and Sarhad Rural Support Corporation could support social mobilization, group formation and skills development training. In Sindh, NGOs such as Thardeep and the Participatory Village Development Programme are active in social mobilization, skills development and credit programmes. The country office has developed a matrix of potential partnerships covering all 34 targeted districts.

### 📌 **Participants and Intended Benefits**

77. CARW's beneficiaries will be poor rural women, who have limited resources that are spent mainly on food items. These women get the least priority in food, education and health care, and suffer from low self-esteem and low status in the community. They play very little part in decision-making in the household, and have no part in the social and public affairs of the community.
78. CARW activities target the social and economic needs of rural women and their families. Their families would gain directly from FFW employment and physical assets: e.g. safer and easier access and reduced walking time to a school or BHU as a result of a track being built under a FFW scheme; or enhanced skills because a woman has participated in a training scheme supported under FFT; or increased income because a woman has participated in a poultry farming scheme sponsored in partnership with an NGO.
79. The creation of physical assets under FFW raises a number of potential concerns relating to who really makes decisions, who will do the work and who will continue to benefit from the assets created. There is no template for ensuring that women are not unduly influenced by men in their selection of FFW activities. This must be judged on a case-by-case basis, based on the type of activity proposed and



who is likely to benefit from it. Still, giving women the capacity to choose which assets are to be created using the FFW modality widens the scope for them to play a greater role in the physical work. It will no longer be a case of fitting women workers to an activity selected by men. Further, with an increasing number of workers likely to be women, the wage payment in the form of food stamps will result in an increase in the consumption of food within the household. Finally, regarding the control and use of the benefits flowing from the assets created, by definition, activities freely chosen by women are much more likely to be controlled and used by them. However, each case would need to be reviewed to ensure that this was happening.

### 📌 **Support, Coordination and Monitoring and Evaluation Arrangements**

80. This is a new activity. It is important that the line departments and other potential partners, including NGOs, understand the purpose and operational modalities for implementing it. Various partners will be needed for its various components. It is proposed that a series of workshops, training events and exchange visits be conducted to ensure that there is a common understanding of what is to be done and what role each partner might play. (It is not possible to provide an exhaustive listing here of the kinds of activities that women's groups might choose and that could be supported using food aid in partnership with other development sponsors.)
81. Work plans prepared by women's organizations would provide a basis for participatory monitoring. Beneficiaries would also be encouraged to participate in the monitoring of CARW activities. Appropriate indicators would be developed based on the work plans. WFP staff, together with respective line agencies, would carry out regular monitoring. The country office would conduct impact studies to ensure that benefits were reaching the participating women.
82. This activity requires 36,300 tons of wheat over 30 months, at a value of US\$7.2 million. The Government commitment is estimated to be about US\$14 million.

### WFP Operations in EMOP, Protracted Relief and Recovery Operations (PRROs) and Special Operations Programme Categories

83. WFP has been assisting Afghan refugees in Pakistan in the form of an EMOP since 1997. In August 2000, WFP was providing food to 22,878 refugees under EMOP 5818.01, but as the fighting in northern Afghanistan intensified, compounded by the effects of drought, the numbers of people fleeing into Pakistan and requiring assistance rose sharply. By the end of November, WFP was providing assistance to 56,796 refugees, and EMOP 5818.01 stocks were depleted. The Government requested WFP assistance to provide food to 60,000 Afghan refugees newly arrived from Afghanistan. A new EMOP (10043.0 [former WIS no. 6321.00]) was approved at the end of December, to provide food assistance to 60,000 refugees for 12 months, at a total cost of US\$4.9 million, although these numbers are likely to increase. The refugees are housed in two camps some 60 km and 40 km, respectively, from Peshawar, Akora Khattak and New Shamshatoo. The condition of the most vulnerable arrivals is markedly worse than was observed in previous influxes. When questioned, the refugees spoke of extensive fighting in



the north of Afghanistan and of reprisals against the non-Pushtoon population. The situation is exacerbated by the impact of the worst drought in Afghanistan's recorded history. WFP Afghanistan estimates that some three to four million people are severely affected, and many may be forced to move, either to urban centres in Afghanistan or to neighbouring countries.

84. The Government, through CAR (Government Office of the Commissioner for Afghan Refugees), verifies the numbers of refugees requiring assistance and provides lists to the Office of the United Nations High Commissioner for Refugees (UNHCR) so that the refugees can be registered and moved to the New Shamshatoo refugee camp. CAR also supports WFP's monthly food distributions by cross-checking the eligibility of recipients and providing the necessary security in the camps during food distributions.
85. The international NGO Shelter Now International (SNI) is responsible for food distributions in the two camps and reports on a monthly basis to WFP.

### Support Activities

86. Resources are being sought for the VAM Unit to prepare a food security survey to determine:
  - the extent and nature of food insecurity in villages in targeted districts;
  - the extent to which food insecurity prevents women and girls from taking advantage of development activities; and
  - the extent to which women and girls might be enabled by food aid to attend schools and health centres, benefit from nutritional rehabilitation activities or participate in the creation of physical assets, which they themselves have identified.
87. While the Government's flood forecasting system is well developed, drought forecasting and monitoring systems are weak. Using VAM capacity, WFP would support the Government's drought early-warning system.
88. A project database is being set up for sub-district target areas. The database will cover food security indicators; programme monitoring indicators; and statistics on population, literacy, gender, age distribution and income sources. Food security survey data would be incorporated into the database. Information on administrative boundaries, roads and watercourses, together with the location of schools and health centres, would also be included.

### Key Issues, Assumptions and Risks

89. The federal and provincial authorities have welcomed WFP's strategy under this CP to target the poorest, most food insecure areas of Pakistan. The activities are interwoven with the Government's PRP, and government commitment to the successful implementation of the PRP is clear. The success of the CP, however, will depend on the extent to which the Government translates this commitment into practical measures to improve the socio-economic conditions of girls and women in Pakistan. Equally, it will depend on the extent to which WFP can deliver food to the country in a timely manner and provide the resources necessary for sustaining the CP. Other key issues and risks are:



- the availability of government staff, especially adequately trained female health staff and teachers;
- the availability of partners in the targeted areas;
- the ability to secure community participation;
- the quality of health and educational services in participating centres and schools;
- the ability to engage a wider circle of potential partners to work on project design and to provide technical inputs and support; and
- the degree of success in altering traditional attitudes towards participation by girls/women in all activities.

## PROGRAMME MANAGEMENT PROCESS

### Appraisal

90. An appraisal of each activity will be carried out before submission of the activity summary to the sub-regional office in Islamabad for review. Where appropriate, the country office will draw on technical support from the sub-regional office and from specialized UNDG partners and other United Nations agencies, such as UNESCO and the WHO. An appraisal will be undertaken of the pilot nutrition intervention.

### Programme Implementation

91. The basis for implementation will be “operational contracts” established through exchanges of letters between WFP and the Government at both the federal and provincial levels. Each contract will summarize the main points of an activity, including the criteria for targeting beneficiaries and for selecting activities and project areas. The contract will specify the respective implementation responsibilities of the Government, WFP and collaborating partners. Together with these contracts, documents known in Pakistan as “PC-1s” (Planning Commission—Form 1) will be approved for the CP period by the federal and/or provincial Planning and Development Departments. The approval of PC-1s formally commits the government to providing the staff and funds required to meet its obligations. The actual release of funds will be based on annual plans prepared by relevant line departments and approved by the provincial Planning and Development Departments.

### Programme Monitoring and Audit

92. Monitoring will be strengthened. The emphasis will shift from input monitoring to output and outcome monitoring. Efforts will be made to move to a results-based monitoring by developing systems with partners (the Government and NGOs) to track programme objectives, intended benefits, outcomes and roles assigned.
93. Vulnerability analysis will be used to monitor the food security situation in targeted areas. Food security indicators will be used to decide when to enter and





when to exit a district. Activity-specific indicators, such as enrolment rates for the education activity, will be used as activity exit strategies. For example, when enrolment rates for girls in primary schools in a particular area exceed 85 percent, support to that activity will end in that area.

94. Monitoring will be carried out through three primary mechanisms. First, programme monitors based in Islamabad and in WFP's field units will record standard information on checklists during routine visits to project areas. To date, these visits have focused primarily on input indicators, such as the amount of oil delivered/distributed or the number of food stamps issued/trees planted. Results of monitoring visits are discussed with local partners, with action taken whenever possible at the field level to respond to any problems identified. A summary of the main findings will be sent to the Islamabad office for review. Decisions are then taken regarding appropriate feedback or necessary action. The second mechanism for tracking programme activities is beneficiary contact monitoring (BCM), which compares actual results with expectations and with results officially reported by project authorities. Female staff carry out BCM, since almost all direct beneficiaries are women. The third monitoring mechanism involves periodic studies that look at activity results through an assessment of output and outcome indicators.
95. Annual reviews will be held to examine the progress of activities. A provincial Activity Review Committee will be led by the Planning and Development Department and will include WFP, implementing partners and staff from UNDG bodies and specialized agencies.

### Programme Adjustments and Supplementation of Activities

96. Significant alterations during implementation are not anticipated. The potential for major adjustments is limited by the fact that the Government must approve PC-1s to cover the costs of implementing agreed-upon activities. Once done, making significant changes in programme activities would be a complex and lengthy process. WFP can marginally adjust the CP, particularly where no additional government financing is required. For example, the Programme could add activities that other donors would support.
97. On completion of the pilot nutrition intervention, if successful, FBF will replace edible oil in the health activity. The feasibility of establishing a local factory that could supply 10,000 tons of FBF will be examined.
98. WFP Afghanistan has recently received funds under the Canadian Impact Grant for fortification of blended foods, micronutrient studies and a feasibility study on the milling and fortification capacities in Pakistan and Afghanistan. Depending on the outcome of that study, WFP Pakistan will consider a joint operation with WFP Afghanistan to produce FBF.

### Evaluation

99. Bearing in mind that this is a bridging two-and-a-half-year CP, a formal evaluation should be undertaken in late 2002, which would coincide with the UNDAF exercise. The evaluation results would inform both the preparation of the UNDAF and the follow-on WFP country programme (2004–2008). A mid-term review would therefore be inappropriate.



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## RECOMMENDATION

100. The Executive board is requested to approve the proposed Country Programme, subject to availability of resources, US\$20.0 million, representing all basic direct operational costs, and to endorse US\$6.4 million for supplementary resources.



## ANNEX I

### CSO EXECUTIVE SUMMARY

Pakistan is a low-income, food-deficit country with a per capita income of US\$460 a year. The country imports about 15 percent of its basic staple, wheat. Pakistan faces enormous political, economic and social challenges. The World Bank estimates that in 1998 some 30 million people, or 23 percent of the population, lived in “consumption poverty” (a measure of the minimum acceptable standard of private consumption). The poor in Pakistan are disproportionately rural and female. Some 52 percent of Pakistani women suffer from “poverty of opportunity” (an index combining health, education and income) compared with only 37 percent of Pakistani men.

Consumption poverty prevents the hungry poor from overcoming poverty of opportunity. WFP’s new Country Strategy in Pakistan will therefore concentrate on the needs of food-insecure women and their children in ways that enable them to take advantage of development opportunities.

WFP will reshape its programming in Pakistan to bring it in line with the Executive Board’s decisions on Food Aid and Development. The existing focus on women and girls remains central. The emphasis on the social sectors will therefore be retained. WFP’s support to girls’ education will be sharpened. Its support to health needs to be changed fundamentally, and will be re-formulated. And WFP’s present support to natural resources management will be replaced by a new set of activities, creating assets for rural women.

WFP must ensure that food aid reaches those most in need. It will use vulnerability analysis and mapping to strengthen geographic targeting and, within geographic areas, targeting to the most food insecure women and children. Partnerships are crucial to development. WFP will use participatory approaches to identify the special needs of beneficiaries, and it will work with the Government and other development partners to ensure that the food aid it provides enables those beneficiaries to take advantage of development opportunities. This approach will entail widening the present circle of partners to more actively engage local government authorities, NGOs and community-based organizations.

The proposed approach is in line with the strategic vision of the Government of Pakistan, and with its national policies and priorities. It also builds directly on WFP’s involvement in the Common Country Assessment. WFP will structure the Country Programme within the context of the United Nations Development Assistance Framework, which will be finalized over the next several months.



## ANNEX II

BUDGET PLAN FOR PAKISTAN COUNTRY PROGRAMME (2001–2003) Basic Activities
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	Activity I	Activity II	Activity III	Total
Food commodities (mt)	9 272	6 290	36 300	<b>51 862</b>
Food commodities (value)	6 490 400	4 219 400	4 719 000	<b>15 428 800</b>
External transport	928 832	631 100	2 359 500	<b>3 973 432</b>
LTSH (total)	0	0	0	<b>0</b>
LTSH (cost per mt)	0	0	0	<b>0</b>
ODOC	304 450	160 000	135 000	<b>599 450</b>
<b>Total Direct Operational Costs</b>	<b>7 777 682</b>	<b>5 010 500</b>	<b>7 213 500</b>	<b>20 001 682</b>
DSC <sup>1</sup>				<b>1 198 500</b>
ISC <sup>2</sup>				<b>1 653 614</b>
<b>Total WFP costs</b>				<b>22 853 796</b>
<b>Government contribution</b>				<b>51 118 648</b>

<sup>1</sup> The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

<sup>2</sup> The ISC rate may be amended by the Executive Board during the period covered by the Country Programme.



<b>BUDGET PLAN FOR PAKISTAN COUNTRY PROGRAMME (2001–2003)</b> <b>Supplementary Activities</b>
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	Activity I	Total
Food commodities (mt)	7 750	<b>7 750</b>
Food commodities (value)	5 425 000	<b>5 425 000</b>
External transport	821 500	<b>821 500</b>
LTSH (total)	0	<b>0</b>
LTSH (cost per mt)	0	<b>0</b>
ODOC	190 000	<b>190 000</b>
<b>Total Direct Operational Costs</b>	6 436 500	<b>6 436 500</b>
DSC <sup>1</sup>		<b>385 500</b>
ISC <sup>2</sup>		<b>532 116</b>
<b>Total WFP costs</b>		<b>7 354 116</b>
<b>Government contribution</b>		

<sup>1</sup> The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

<sup>2</sup> The ISC rate may be amended by the Executive Board during the period covered by the Country Programme.



**ANNEX III**
**ACTIVITY 3—CREATING ASSETS FOR RURAL WOMEN  
TOTAL EXPECTED OUTPUTS**
**Development output**


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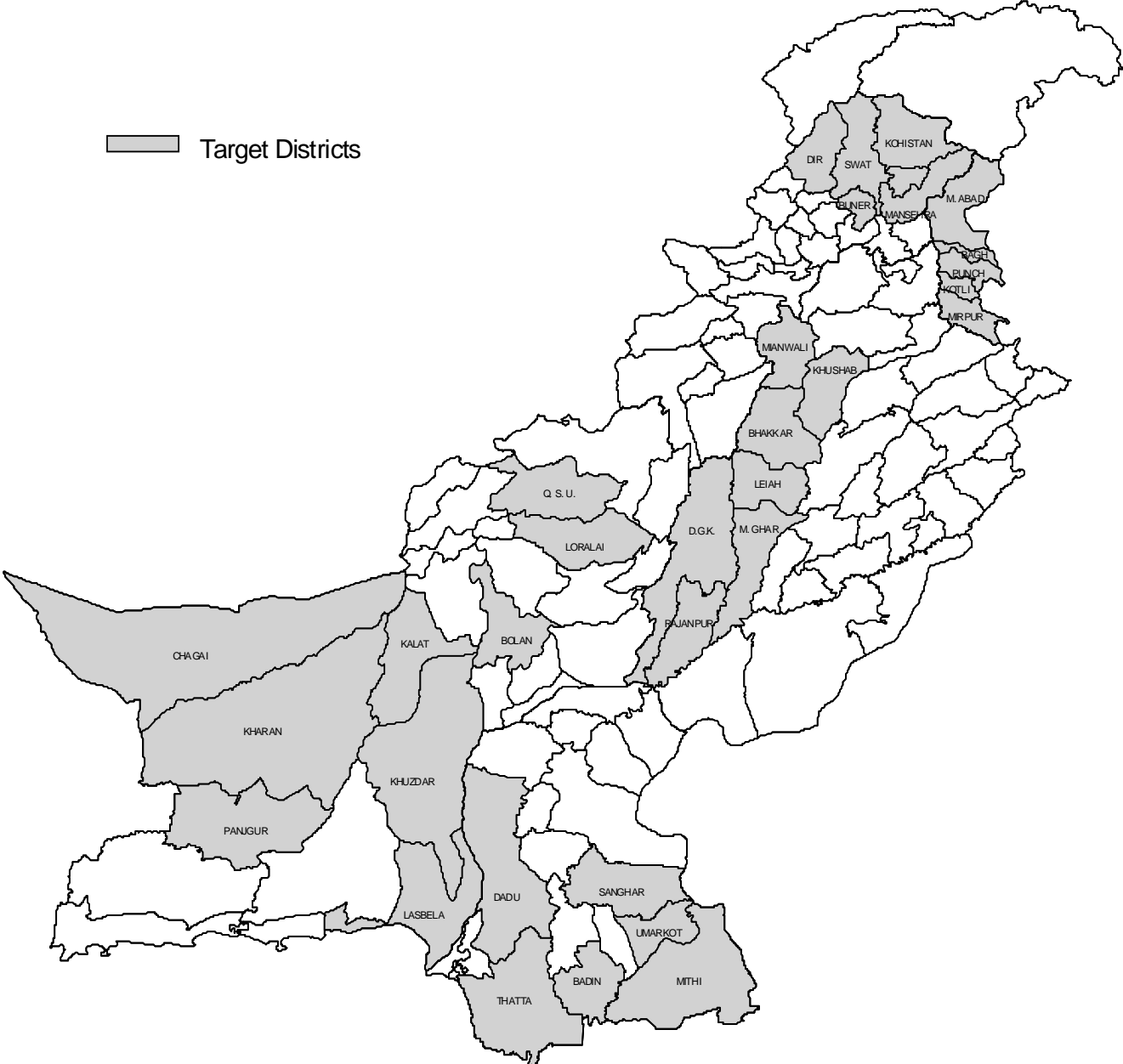
Women on FFW committees	6 000
Men on FFW committees	600
Training courses	1 200
Women trained	20 500
Roads constructed (km)	300
Roads rehabilitated/ maintained (km)	500
Land reforested (ha)	10 000
Irrigated farmland rehabilitated	2 000
Irrigation systems rehabilitated/maintained	100
Dams/ ponds constructed	300
Dams/ ponds maintained	500
Land cultivated (ha)	5 000
Land improved (ha)	8 000

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**ANNEX IV**

**Pakistan Country Programme  
2001-2003**



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



## LIST OF ACRONYMS USED IN THE DOCUMENT

BCG	<i>Bacillus Calmette-Guerin</i> vaccine
BCM	Beneficiary contact monitoring
BHUs	Basic health units
CAR	Government Office of the Commissioner for Afghan Refugees
CARW	Creating Assets for Rural Women
CBOs	Community-based organizations
CCA	Common Country Assessment
CIDA	Canadian International Development Agency
CIF	Cost, insurance, freight
CP	Country Programme
CSO	Country Strategy Outline
DPT1	Polio and diphtheria-tetanus vaccine
EMIS	Educational Management Information System
EMOP	Emergency operation
FBF	Fortified blended food
FFT	Food for training
FFW	Food for work
HMIS	Health Management Information System
IRHS	Integrated Reproductive Health Services
LBW	Low birth weight
LGRDD	Local Government and Rural Development Department
LHV	Lady Health Visitor
LIFDC	Low-income, food-deficit country
MinFAL	Ministry of Food, Agriculture and Livestock
NGO	Non-governmental organization
PBM	Pakistan Bait-ul-Mal
PRA	Participatory rural appraisal
PRRO	Protracted relief and recovery operation
PRP	Poverty-reduction Programme
PTA	Parent-teacher association
SA	Supplementary activity
SAP	Social Action Programme
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for





	Refugees
UNICEF	United Nations Children's Fund
VAM	Vulnerability analysis & mapping
WHO	World Health Organization

