

## RESEARCH ARTICLES

### Implementation of the Country Strategic Plan (CSP) by the World Food Program (WFP) for Pakistan in 2018 – 2022: Management Approach-Based Analysis

Devinta Permata Anggraeni  
Faculty of Social and Political Sciences  
UPN "Veteran" Jawa Timur  
[devinthad@gmail.com](mailto:devinthad@gmail.com)

Resa Rasyidah  
Faculty of Social and Political Sciences  
UPN "Veteran" Jawa Timur  
[resa\\_rasyidah.hi@upnjatim.ac.id](mailto:resa_rasyidah.hi@upnjatim.ac.id)

#### Abstract

*This research aims to determine how the World Food Program (WFP) implements the realization of food security in Pakistan. The author used the management approach as an analytical reference that includes four approach methods related to the policy implementation process of the Country Strategic Plan (CSP) 2018 – 2022 implemented by WFP in Pakistan. These four methods include monitoring, stakeholder engagement, capacity building, and humanitarian assistance as a manifestation of the implemented CSP program. In this research, continuity was found in what WFP has done in Pakistan in mitigating the food crisis in the period 2018 – 2022. The monitoring that has been implemented comes from five methods of collecting information in the form of domestic, external, and internal reports from WFP Pakistan. Stakeholder engagement in the form of collaboration between IGOs and other NGOs. Capacity Building is manifested through strategic outcomes as the essence of the Country Strategic Plan (CSP) program.*

*Humanitarian Assistance that has been provided materially and immaterially.*

**Keywords:** Pakistan, WFP, Country Strategic Plan (CSP), Food Security

#### I. Introduction

Pakistan is a country in the South Asia region with an area of around 803,940 km<sup>2</sup> and a population of around 333,902 people, most of whom are Muslim. As a developing country, Pakistan faces threats to the political, economic, social, health, and other sectors. Pakistan's geographical position is one of the factors that worsens Pakistan's socio-political situation. Historically, this country's borders were not based on topographical or ethnic divisions but instead based on religious borders where Pakistan was dominated by Muslim society, while Hinduism dominated India. This division was because of colonialism caused by the British in these two countries. (Mulyana, 2022)

In a conflict situation, Pakistan will be relatively more vulnerable to being blockaded because Pakistan's territorial areas are vulnerable to being contested. Apart from that, Pakistan has to face other threats, namely extreme natural disasters. This country has quite a high vulnerability to extreme climate change, considering that Pakistan is the area that will be first affected when glaciers melt in the Karakorum and Himalayan mountains. As a country that is vulnerable to becoming a war zone and an area prone to climate change, this country has very high levels of poverty and malnutrition. Pakistan's national nutrition experts have also stated that around 36.9% of



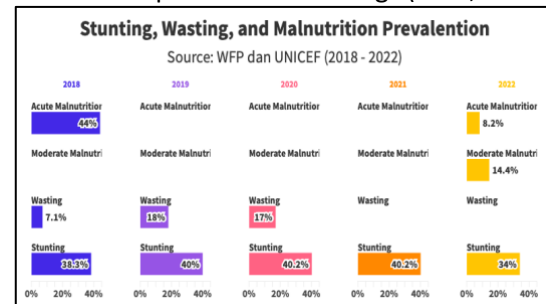
Pakistan's total population is food insecure. This condition is determined based on the accumulated quality and quantity of food the Pakistani people receive, which is still below appropriate standards.

This is in stark contrast to factual data regarding Pakistan's export commodities. Pakistan is prosperous in its export activities. (Ditjen PPI, 2021) Due to limited economic and technological capabilities, Deutsche Welle (2023) states that Pakistan still needs help managing its natural resources. Therefore, there is a need for both technical and financial assistance to the Pakistani government in improving the allocation and empowerment of existing foodstuffs. (Deutsche Welle, 2023)

The identification of key industries has been achieved by an analysis of the capacity and capability of Pakistan's various export sectors as well as trends in global demand. The general idea was to focus as much as possible on areas offering larger profits and more prospects for export, such as Iran, China, Afghanistan, and the European Union. In addition, thoughtful consideration was given to aligning the procedure with the government's broader policy aims in the areas of textiles, agriculture, engineering, automobiles, food processing, medicines, and services. (Ministry of Commerce Pakistan, 2022)

Since 1968, under the auspices of the Food and Agriculture Organization (FAO), WFP has played an essential role in Pakistan by providing policy program recommendations to help food security in Pakistan. In 2018, the CSP program was implemented considering high malnutrition data in children aged 6 -59

months. WFP noted that around 44% of children experience malnutrition and malnutrition. Meanwhile, in 2022, UNICEF noted that 14.4% of children experienced moderate malnutrition, 8.2% of children experienced acute malnutrition, and 34% of children experienced stunting (WFP, 2022).



**Fig. 1.** Stunting, Wasting, and Malnutrition Prevalence

**Source:** WFP (2022)

Previous studies focused on (i) the role of WFP in overcoming the food crisis in Haiti through the Sustainable Program (Damayanti, 2018); (ii) the role of WFP in food insecurity in Namibia which was analyzed using the role theory approach of international organizations (Putri & Hakiki, 2022); (iii) WFP's efforts to mitigate food security in Sierra Leone through the Protected Relief and Recovery Operation (PRRO) and Country Program (Yanugraha, 2015). Thus, from these three studies, the author found research limitations in discussing the implementation of the Country Strategic Plan (CSP) program in Pakistan to mitigate food security in 2018 - 2022.

This research will be analyzed using the managerial approach initiated by Jutta Joachim, Reinalda, and Verbeek (2008), which includes several approach methods: monitoring, capacity building, stakeholder engagement, and humanitarian assistance.



The management approach offers several methods that can be employed by an international organization to implement its policies and interests. This approach serves as a comprehensive solution for addressing issues such as food inadequacy. According to the FAO (2010) in "The State of Food Insecurity in the World: Addressing Food Insecurity in Protracted Crises," potential methods for addressing food inadequacy through this approach include monitoring, stakeholder engagement, capacity building, and humanitarian assistance. These strategies provide a multifaceted framework for effectively tackling the issue of food insecurity. (FAO, 2010)

Monitoring methods initiated by Jutta Joachin et al. (2008) can be done in several ways, including (i) providing domestic reports to the relevant international organizations, (ii) forming a supervisory committee for reports received, (iii) sending representations from the relevant international organizations, (iv) supervision from other actors and NGOs, and (v) transparency of reports from the public if there are violations of treaty commitments. (Joachim, Reinalda, & Verbeek, 2018)

Collaboration with other stakeholders can provide a more comprehensive perspective for an international organization in determining the effectiveness of policy program implementation. According to Gurganus et.al (2021), the involvement of other stakeholders in mitigating food security can be through partnerships with other international organizations working in the same focus, international and national NGOs, communities, and other individuals.

(Gurganus, Marfo, Schwartz, & Stowers, 2021) Regarding capacity building, it can be classified into two types according to its purpose: (i) technical capacity building and (ii) general capacity building. (Chima, 2022) Technical capacity building will focus more specifically on a problem, while general capacity building will focus on more complex and comprehensive problems so it will take more time.

Humanitarian assistance will be focused on in this research, namely food aid according to the classification by Mossueau (2005). The food aid provided by WFP is categorized as relief or emergency food aid because WFP will help a country experiencing a food crisis due to the climate crisis, war, or population displacement. (Mossueau, 2005) Emergency relief can be provided through material assistance and technical assistance. (Kusuma, 2021) Material assistance is material assistance in food, shelter, and medicine (Kusuma, 2021), while technical assistance is immaterial assistance in counselling, outreach, and protection of affected victims. (UNOCHA, 2022)

In this study, the author delineates the scope of the research to prevent overlap and ensure alignment with the defined research problem framework. Consequently, the study focuses exclusively on examining the World Food Programme (WFP)'s policy strategies for mitigating food inadequacy in Pakistan from 2018 to 2022. The year 2018 marks the inception of the CSP program by WFP, aimed at bolstering Pakistan's food security against hunger threats, while 2022 is chosen as the endpoint due to the conclusion of the CSP program's policy period within this timeframe.



## II. Implementation of Country Strategic Plan (CSP) In Pakistan (2018 – 2022)

### *a. Monitoring Methods Resources*

#### Domestic Reports

Monitoring can be done by providing domestic reports from the state, in this case, Pakistan. (Joachim, Reinalda, & Verbeek, 2018) This indicates that other collaborators are responsible for analyzing the development of food and social conditions in Pakistan, namely the Ministry of Nutrition and Food and the Ministry of Poverty Empowerment and Social Security of Pakistan. Through these two ministries, WFP can obtain statistical data on developments in Pakistan.

WFP can elaborate on the evaluation results from the provision of domestic reports by the Ministry of Nutrition and Food of Pakistan through the results of their policy program, Pakistan Multi-Sectoral Strategy (PMNS) 2018 – 2025. PMNS includes food security interventions, improving the quality of education, gender equality, etc. (WFP, 2018) In addition, monitoring carried out by WFP can elaborate on the receipt of reports related to the Benazir Nashouma Program (BNP) policy program initiated by the Ministry of Poverty Empowerment and Social Security of Pakistan in 2017 – 2022. This program focuses on providing financial assistance to increase food security, prevent malnutrition, and improve the quality of health for the people of Pakistan. (WFP, 2018) Then, the results of the elaboration of the two programs will later be used as a reference for monitoring carried out

by WFP. The reference that the WFP uses as a monitoring step will later be elaborated upon with the formation of the Pakistan Country Reports, published annually, and the implementation that the WFP has carried out openly and transparently will be discussed. (WFP, 2018).

#### The WFP Pakistan Country Office (CO)

Meanwhile, the monitoring process is carried out by sending a committee and a team of experts representing WFP in the destination country to assess whether and how the government of that country fulfils its international commitments. The expert team will report on the progress of the destination country, which will later complement the report provided by the destination country's government. (Joachim, Reinalda, & Verbeek, 2018) So, WFP has sent a committee of experts from their team to Pakistan to monitor the country.

The monitoring process by the WFP on the implementation of Pakistan's international commitments was supported by establishing a WFP representative office in Pakistan in 1968. *Country Office (CO)* was established with a focus on normative interventions, coordination, and CO programs working with various partners to change the food security condition in Pakistan. At the operational level, CO focuses explicitly on five priority areas of intervention: providing humanitarian assistance, establishing food security policies, building facilities to support food security, facilitating natural disaster preparedness, and protecting affected groups. (WFP, 2022)



The expert team will report on Pakistan's progress. In addition, the expert committee monitoring can provide evaluations regarding the implementation of WFP in Pakistan, such as assisting with 1.1 million people with 8,615 million tons of food and US\$18 million in cash assistance to families affected by natural disasters in Balochistan, KP, Punjab, and Sindh provinces. (WFP, 2018)

#### Conference Between WFP - Senate of Pakistan and National Assembly of Pakistan

The Senate of Pakistan is the highest people's representative council of the Pakistani parliament, while the national assembly is below the Senate. These two parliaments then became supervisors of the harmony in which a political policy system in Pakistan was implemented. Therefore, both also serve as supervisory committees on implementing the CSP program. (Senate of Pakistan, 2021) This special committee will later determine the effectiveness of the CSP program carried out by WFP.



**Fig. 2.** Conference between WFP (Mr. Chris Kaye) and Senate of Pakistan (Mr. Hasnain Haider)

**Source:** Senate of Pakistan on X (2021)

The conference was intended to be a form of direct monitoring by WFP towards Pakistan, carried out by Chris Kaye as WFP representative and WFP principal director in

Pakistan. (Senate of Pakistan, 2021) This is intended to be a meeting to discuss results, evaluations, obstacles, and recommendations for policies implemented by WFP.

#### Partnership Reports

Monitoring carried out by WFP can also be sourced from third parties who collaborate with WFP. These third parties are local or international NGOs collaborating with WFP, such as EHSAAS, an international NGO providing humanitarian assistance in food, shelter, education, and employment. The focus of EHSAAS is to help victims affected by natural disasters that ultimately impact the lives of Pakistan's people.

Apart from that, the Pakistani government also has a national policy program, namely the EHSAAS Program 2019 – 2021, so this can be elaborated and become a form of a report on WFP's performance in Pakistan regarding food and community conditions in Pakistan (WFP, 2022).

#### Public Society

Monitoring it can also originate from what affected and vulnerable communities feel. WFP, as the authority responsible for handling food security and protecting victims, is open to complaints made by the Pakistani people. Complaints received are carried out transparently so that complaints can take the form of criticism if there is a violation of commitments or evaluations related to agreement commitments.

This is what Chris Kaye did when he visited a flood victim shelter in Sindh, Pakistan. (Kaye, 2021) Chris Kaye directly saw the



condition of the community and received all complaints and hopes from all victims because the floods in Sindh had claimed around 1600 people and displaced 33 million people, so through The National News (2022), Kaye hopes for more help from other world communities.

#### *b. Stakeholder Engagement*

With the central vision of "Delivering as one" of the United Nations, the UN will coordinate the allocation and integration of program assistance in Pakistan. This is relevant to the United Nations Sustainable Development Framework (UNSD) 2018-2022, which will continue WFP's transition from a humanitarian aid provider to a national development facilitator where five out of ten outputs will be the focus: food security, nutrition, resilience, education and social protection. (WFP, 2022)

Food and Agriculture Organization (FAO) is developing Pakistan's following country program framework. It has three priority areas: A National Zero Hunger Action Plan, Sustainable Agricultural Economic Growth, and Disaster Risk Management. (FAO, 2022) In addition, the International Fund for Agricultural Development (IFAD) supports Pakistan's government in expanding and improving poverty alleviation programs that aim to help people escape poverty and build sustainable food and nutritional security (WFP, 2022).

Then, stakeholder engagement was also carried out with the United Nations Children's Fund (UNICEF), which formed a draft policy program for 2018 – 2022 that focused on the survival of newborn babies and

children, nutrition for girls and boys (with a focus on specifically on the care of children experiencing acute malnutrition), education, as well as water, sanitation, and hygiene. The United Nations Development Program (UNDP) helps with crisis prevention and recovery, the environment, and climate change (WFP, 2022).

World Bank also supports Pakistan's efforts to reduce poverty and increase prosperity by improving the energy sector, private sector development, equity, improving services, and expanding Pakistan's influence in regional markets. In addition, The Asian Development Bank assists Pakistan in infrastructure development and institutional reforms, providing financial assistance in agriculture and rural development, water and other urban infrastructure and services, public sector management and finance (WFP, 2022).

Meanwhile, WFP also correlates with the Government of Pakistan, which is carried out by establishing several government policy programs which are related to nutrition, including Provincial Multi-Sector Nutrition Strategies (PMNS), The Protection of Breastfeeding and Child Nutrition Act, The Food Fortification Act, and the Early Marriage Restraint Act. Inter-agency coordination has been improved since Pakistan joined the SUN Secretariat and the Ministry of Planning, Development, and Reforms, which has a particular position in the SUN Secretariat.

Stakeholder engagement WFP collaborates with the Provincial Planning and Development Department to plan healthy and nutritious student programs. This matter was initiated to facilitate coordination at the



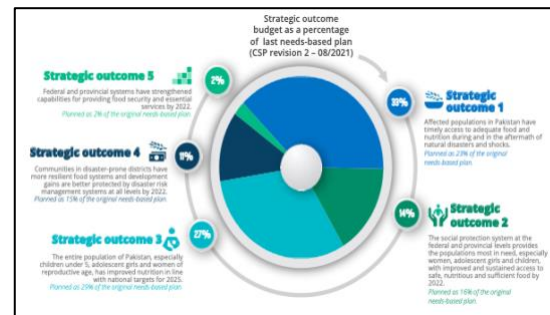
provincial level. National and provincial food fortification alliances have also been formed through Pakistan's Ministry of National Health Services, Regulations, and Coordination. These initiatives shift the focus from treating children experiencing acute malnutrition to preventing stunting, wasting, and micronutrient deficiencies through nutrition-specific and nutrition-sensitive interventions related to agriculture, health, education, gender equality, and water, sanitation, and hygiene. (WFP, 2022)

Collaboration was carried out between WFP and Pakistan's Ministry of National Food Security and Research in preparing a national food security policy that focuses on increasing agricultural production and food availability. Together with the Punjab Provincial Government, WFP is attracting other partnerships with parties in the public-private sector to manage grain reserves to reduce food inadequacy and price volatility (WFP, 2022).

### c. Capacity Building

#### Technical Capacity Building

WFP initiated capacity building through several strategic outcomes that explicitly focus on specific goals: strategic outcome 1, which focuses on providing humanitarian assistance; strategic outcome 2, policy formation and social protection for food security; strategic outcome 3, which focuses on gender equality; strategic outcome four which focuses on capacity building, and strategic outcome five which focuses on strengthening government capabilities in mitigating food security (WFP, 2022).



**Fig. 3.** Pakistan country strategic plan (2018–2022) strategic outcomes, budget, funding, and expenditures

**Source:** WFP Annual Country Report (2022)

Therefore, in the context of capacity building, WFP has issued strategic outcome four, which focuses on improving capacity and human resources in Pakistan. WFP as a legal mandate has assisted in two actions that help the government of Pakistan, namely Act 6: Support all levels of the government and communities in adopting and operationalizing an integrated climate risk management system and Act 7: Strengthen the government's and communities' capacity for disaster risk reduction.

In activity 6, the WFP states that achieving an innovative response requires integration between agencies and institutions, both national, provincial, district, and community. This integration is related to reducing and managing disaster risks, including disasters related to climate, environment, and food security, to mitigate negative impacts that may occur on the most exposed and needy communities. WFP supports the government of Pakistan in developing a comprehensive risk management approach that integrates various policy instruments to provide risk management interventions



tailored to conditions in target areas aimed at promoting rehabilitation in communities and reducing exposure to natural disasters and other emergencies. (WFP, 2022)

Then, activity 7 includes a review carried out by WFP regarding the capacity of disaster management authorities to equip tools for government and community emergency preparedness and response, such as a multidimensional early warning system to monitor natural hazards and shocks in rural and urban areas. In addition, WFP assists in strengthening supply chain networks in preparation for responding to natural disasters and other emergencies, including by providing other technical assistance for the construction of humanitarian response facilities and emergency assistance in helping the government of Pakistan to handle, store, and manage commodities that have been prepared in advance. Meanwhile, WFP is developing an inclusive model for community-based disaster risk management, including for schools, which can facilitate government efforts and support the training of local community members, government officials, and women health workers by the priority scale of the government of Pakistan. (WFP, 2022)

#### General Capacity Building

To achieve WFP's central vision, namely achieving Zero Hunger (SDG 2.0), WFP requires comprehensive efforts. Therefore, through the 2018 – 2022 CSP program, WFP is not only providing material assistance to Pakistan but also assisting in the form of comprehensive capacity building. This can be correlated with the implementation carried

out by WFP by the strategic outcome outlines because the majority of strategic outcomes are by the points of SDG 2.0, such as strategic outcome 2: by 2022, the federal and provincial social assistance systems will have enhanced and sustained access to adequate, safe, and nutritious food for the most vulnerable groups, including women, teenage girls, and children (SDG 2.1).

This strategy is implemented through two actions, including Activity 3 and Activity 4. Activity 3 is carried out in two stages, namely "Upstream" policymakers and government institutions update the social protection system so that at the federal level and in the provinces of Punjab and Khyber Pakhtunkhwa, the role of WFP here assists government efforts in expanding social protection for food security, meeting nutritional needs, and distributing aid to people experiencing poverty. In contrast, in the provinces of Sindh and Balochistan, WFP provides technical assistance in recommending appropriate policy designs for mitigating food and nutrition security. (WFP, 2022)

Next, in the "Downstream" stage, catalytic intervention, WFP intervenes through a sensitive intervention approach and graduation strategies aimed at assimilating Pakistan so that people can be free from poverty and access healthy, nutritious food. This intervention targets needs according to gender, which, of course, have different interests. At the same time, the graduation strategies are designed to strengthen the quality of life for urban, peri-urban, and rural groups in meeting their food needs. Therefore, strategic outcome two was formed based on





the trend of increasing urbanization occurring (rapid urbanization) in Pakistan. (WFP, 2022)

In activity 4, WFP places more emphasis on the contribution of provincial governments to be able to determine food quality that meets standards for students in Pakistan, so that WFP provides technical assistance in designing the school meals program policy program and establishes an education department at the provincial level aimed at monitoring and expanding the scale this program (WFP, 2022).

#### *d. Humanitarian Assistance* Material Assistance

By the WFP program strategy in strategic outcomes, where strategic outcome one is providing humanitarian assistance, WFP has assisted in food and money. In 2022, WFP assisted Pakistan with food and aid funds amounting to 63,000 mt, amounting to USD 47 million. The assistance provided covers at least 3.1 million victims of natural disasters. In addition, WFP also assisted in the construction of several facilities and residences for 1 million Pakistani civilians. The assistance provided has prioritized at least 30% of affected Pakistani women. (WFP, 2022)

#### Technical Assistance

The non-material assistance provided by WFP to Pakistan has been implemented by providing training, outreach, and counselling related to natural disaster preparedness and food security. In 2019, WFP through WFP Fittest provided at least 20 monthly technologies to Pakistan to develop a natural disaster preparedness system. (WFP, 2020) The collaboration carried out by Fittest with

WFP is carried out comprehensively because Fittest will provide specific data regarding possible natural disasters that will be faced and provide recommendations for assistance before, during, and after natural disasters. Therefore, this assistance has a significant impact on Pakistan because of the WFP Fittest, Pakistan will receive protection in the form of communication tools or what are called Telecommunications Security Standards (TESS), which function as a means of dealing with possible natural disasters that will occur. (WFP, 2020)

In the same year, WFP also built the 7th Humanitarian Response Facility to realize WFP's commitment to providing food, shelter, and medicine assistance to affected families. This was done by WFP, considering that Pakistan is a country that is very vulnerable to natural disasters, such as floods, earthquakes, and landslides, so WFP wants to further expand its facilities to all regions in Pakistan (WFP, 2020).

### III. Conclusion

Since 1968, WFP has been present in Pakistan. As an organization committed to creating food security in Pakistan, WFP seeks to implement policy programs that are appropriate to the conditions in Pakistan, one of which is the Country Strategic Program (CSP) for 2018 - 2022. The CSP program initiated by WFP is one of the realizations of its commitment to realizing food security and natural disaster preparedness for Pakistan.



WFP has implemented comprehensive monitoring mechanisms, including domestic, external, and internal reports from WFP Pakistan. Stakeholder engagement has been facilitated through collaborative efforts with intergovernmental organizations (IGOs) and other non-governmental organizations (NGOs). Capacity-building initiatives have been embedded within strategic outcomes, reflecting the core objectives of the Country Strategic Plan (CSP) program. Furthermore, humanitarian assistance has been provided both materially and immaterially.

Based on the research conducted by the author, recommendations for future studies include an examination of the effectiveness of the WFP's implementation of the CSP program. The current discussion by the author is limited to the strategic manifestations of the program; therefore, a comprehensive analysis of the effectiveness of these manifestations is necessary. Additionally, an evaluation of the overall success of the CSP program in Pakistan during the period from 2018 to 2022 is warranted. This deeper analysis will provide valuable insights into the impact and efficacy of the program's strategies and outcomes.

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