

**Food Legislation in South Asia and its Link with Food Security
(A case study of Pakistan)**

Prepared by: Shujaat Ali Khan
Project Associate, SDPI

**Submitted by:
Sustainable Development Policy Institute (SDPI),
Islamabad, Pakistan**

**to
South Asia Watch on Trade, Economics & Environment
(SAWTEE), Kathmandu, Nepal**

March 2013

Table of Contents

S#	Topic	Page#
1	Introduction	2
1.1	Definition of Food	2
1.2	Importance of Food for Human Life	2
1.3	What is Food Security	3
2	Food Legislation in Pakistan –Need and Importance	6
3	Analysis of Food Legislation in the Context of Pakistan	7
3.1	Legislation Related to Food Availability	8
3.1.1	The Foodstuff Control] Act, 1958	8
3.1.2	Agriculture Produce Market Act, 1939	9
3.1.3	Agriculture Pesticide Ordinance, 1971	11
3.1.4	Land Reforms in Pakistan and its Impact on Food Security	13
3.1.5	Agriculture Finance/Zari Taraqati Bank	15
3.1.6	Agriculture Cooperatives	15
3.1.7	Seed Related Legislation	16
3.1.7.1	Seed Act, 1976	16
3.2	Legislation Related to Food Stability	22
3.2.1	National Climate Change Policy, 2012	22
3.2.2	First National Report of Pakistan to the Convention on Biological Diversity	25
3.3	Legislation Related to Food Accessibility	26
3.3.1	Pakistan Bait-ul-Mal Act, 1991	26
3.3.2	Benazir Income Support Program(BISP)	29
3.4	Legislation Related to Food Utilization	29
3.4.1	National Zero Hunger Plan 2013	29
3.4.2	The Pure Food Ordinance, 1960	30
3.5	Legislation Related to Livelihood Generation	32
3.5.1	National Employment Policy and Action Plan	32
3.5.2	Decent Employment Raising Demand for Labor	33
3.5.3	Targeted Measures/Programs	35
3.6	Conclusion and Way Forward	38
3.7	References	40

1. Introduction:

1.1. Definition of Food:

The following are few of definitions of food:

1.1.1 According to Wikipedia, 'Food is any substance consumed to provide nutritional support for the body. It is usually of plant or animal origin, and contains essential nutrients, such as carbohydrates, fats, proteins, vitamins, or minerals. The substance is ingested by an organism and assimilated by the organism's cells in an effort to produce energy, maintain life, or stimulate growth.'¹

1.1.2. The freedictionary has defined food as, 'Material, usually of plant or animal origin, that contains or consists of essential body nutrients, such as carbohydrates, fats, proteins, vitamins, or minerals, and is ingested and assimilated by an organism to produce energy, stimulate growth, and maintain life.'²

1.1.3. According to the BusinessDictionary, 'Edible or potable substance (usually of animal or plant origin), consisting of nourishing and nutritive components such as carbohydrates, fats, proteins, essential mineral and vitamins, which (when ingested and assimilated through digestion) sustains life, generates energy, and provides growth, maintenance, and health of the body.'³

1.2. Importance of Food for Human Life

Food plays very vital role in maintaining proper health and also helps in prevention and cure of diseases. Good nutritive food makes health, but at the same time bad or unhealthy food give rise to several diseases. Our cells , tissues and all organs works properly only with nutritious food which we eat. All body functions metabolic, hormonal, mental, physical or chemical cannot be performed by the body without nutritive food. Food provides us with important nutrition which is

¹ <http://en.wikipedia.org/wiki/Food>

² <http://www.thefreedictionary.com/food>

³ <http://www.businessdictionary.com/definition/food.html>

important in cure of disease .Bad food is responsible for lowered immunity system of body

Human cells need 45 chemical components and other elements which are called essential nutrients and these all must be present in adequate healthy food, Oxygen and water are the two and other 43 are classified in 5 main category i.e. Proteins , fat ,carbohydrates , minerals and vitamins these all nutrients are vitally important for managing our body functions .

Many researchers claims that various diseases are caused by essential nutrients under supply, but they also claim these diseases can also be corrected when all the nutrients are supplied, in a proper way.

A well-balanced, nutritive and correct diet is thus of utmost importance for the maintenance of good health and the healing of diseases.

Such a diet obviously should be made up of foods, which in combination would supply all the essential nutrients.⁴

1.3. What is Food Security?

Food security is a flexible concept as reflected in the many attempts at definition in research and policy usage. Even a decade ago, there were about 200 definitions in published writings .whenever the concept is introduced in the title of a study or its objectives, it is necessary to look closely to establish the explicit or implied definition.

The continuing evolution of food security as an operational concept in public policy has reflected the wider recognition of the complexities of the technical and policy issues involved. The most recent careful redefinition of food security is that negotiated in the process of international consultation leading to the World Food Summit (WFS) in November 1996. The contrasting definitions of food security adopted in 1974 and 1996, along with those in official FAO and World Bank documents of the mid-1980s, are set out below with each substantive change in definition underlined. A comparison of these definitions highlights the considerable reconstruction of official thinking on food security that has occurred over 25 years. These statements also provide signposts to the policy analyses, which have re-shaped our understanding of food security as a problem of international and national responsibility.

⁴ <http://suven.hubpages.com/hub/Importance-of-Food>

Food security as a concept originated only in the mid-1970s, in the discussions of international food problems at a time of global food crisis. The initial focus of attention was primarily on food supply problems - of assuring the availability and to some degree the price stability of basic foodstuffs at the international and national level. That supply-side, international and institutional set of concerns reflected the changing organization of the global food economy that had precipitated the crisis. A process of international negotiation followed, leading to the World Food Conference of 1974, and a new set of institutional arrangements covering information, resources for promoting food security and forums for dialogue on policy issues.

The issues of famine, hunger and food crisis were also being extensively examined, following the events of the mid 1970s. The outcome was a redefinition of food security, which recognized that the behaviour of potentially vulnerable and affected people was a critical aspect.

A third, perhaps crucially important, factor in modifying views of food security was the evidence that the technical successes of the Green Revolution did not automatically and rapidly lead to dramatic reductions in poverty and levels of malnutrition. These problems were recognized as the result of lack of effective demand.

The initial focus, reflecting the global concerns of 1974, was on the volume and stability of food supplies. Food security was defined in the 1974 World Food Summit as:

“Availability at all times of adequate world food supplies of basic foodstuffs to sustain a steady expansion of food consumption and to offset fluctuations in production and prices”.

In 1983, FAO expanded its concept to include securing access by vulnerable people to available supplies, implying that attention should be balanced between the demand and supply side of the food security equation:

“Ensuring that all people at all times have both physical and economic access to the basic food that they need”.

In 1986, the highly influential World Bank report “Poverty and Hunger” focused on the temporal dynamics of food insecurity. It introduced the widely accepted distinction between chronic food insecurity, associated with problems of continuing or structural poverty

and low incomes, and transitory food insecurity, which involved periods of intensified pressure caused by natural disasters, economic collapse or conflict. This concept of food security is further elaborated in terms of:

“Access of all people at all times to enough food for an active, healthy life”.

By the mid-1990s food security was recognized as a significant concern, spanning a spectrum from the individual to the global level. However, access now involved sufficient food, indicating continuing concern with protein-energy malnutrition. But the definition was broadened to incorporate food safety and also nutritional balance, reflecting concerns about food composition and minor nutrient requirements for an active and healthy life. Food preferences, socially or culturally determined, now became a consideration. The potentially high degree of context specificity implies that the concept had both lost its simplicity and was not itself a goal, but an intermediating set of actions that contribute to an active and healthy life.

The 1994 UNDP Human Development Report promoted the construct of human security, including a number of component aspects, of which food security was only one. This concept is closely related to the human rights perspective on development that has, in turn, influenced discussions about food security. (The WIDER investigation into the role of public action into combating hunger and deprivation, found no separate place for food security as an organizing framework for action. Instead, it focused on a wider construct of social security which has many distinct components including, of course, health and nutrition.

The 1996 World Food Summit adopted a still more complex definition:

“Food security, at the individual, household, national, regional and global levels [is achieved] when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life”.

This definition is again refined in The State of Food Insecurity 2001:

“Food security [is] a situation that exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life.

This new emphasis on consumption, the demand side and the issues of access by vulnerable people to food, is most closely identified with the seminal study by Amartya Sen. Eschewing the use of the concept of food security, he focuses on the entitlements of individuals and households.

The international community has accepted these increasingly broad statements of common goals and implied responsibilities. But its practical response has been to focus on narrower, simpler objectives around which to organize international and national public action. The declared primary objective in international development policy discourse is increasingly the reduction and elimination of poverty. The 1996 WFS exemplified this direction of policy by making the primary objective of international action on food security halving of the number of hungry or undernourished people by 2015.

Essentially, food security can be described as a phenomenon relating to individuals. It is the nutritional status of the individual household member that is the ultimate focus, and the risk of that adequate status not being achieved or becoming undermined. The latter risk describes the vulnerability of individuals in this context. As the definitions reviewed above imply, vulnerability may occur both as a chronic and transitory phenomenon. Useful working definitions are described below.

Food security exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food which meets their dietary needs and food preferences for an active and healthy life. Household food security is the application of this concept to the family level, with individuals within households as the focus of concern.

Food insecurity exists when people do not have adequate physical, social or economic access to food as defined above.⁵

2. Food Legislations in Pakistan-Need and Importance

Legislation for a country like Pakistan, especially food related are very crucial, in the sense that large number of population mostly living in

⁵ <http://www.fao.org/docrep/005/y4671e/y4671e06.htm>

rural areas is still poor and this number is further increasing due to absence of long term planning to address the issue on sustainable basis. Agriculture is the main stay of Pakistan's economy which is not only a source of livelihoods for the about 70% of population living in rural areas, but also the nation is dependent on this sector for its food requirements. So under these circumstance, it is very important that provision of basic food items must be ensured on regular basis, in sufficient quantity, and at the right time, besides meeting the nutritional requirements for a health life. Despite the fact that Pakistan is self sufficient in the production of most of the staple food crops like wheat, rice, however, large number of population is still food insecure, mainly, together with price inflation, which are also affecting the prices of food items. The increase in the prices of food items has been noticed to be very significant both due to supply as well as demand side problems. This situation is further exacerbated especially in times of natural disasters. As an example, during floods 2010, about 20 million of people were affected, besides loss of standing crops on larger area, affecting food stability, by disturbing the smooth supply of staple food items throughout the year.

Similarly, studies conducted by different international organizations also warrant about the dismal food security situation in Pakistan. According to Global Hunger index (GHI) 2012, released by welt hunger hilfe, IFPRI and Concern worldwide has placed Pakistan at position 57 in the list of 79 countries.⁶ Similarly, the child development index (CDI) 2012 released by Save the children, has ranked Pakistan at number 120 among the 140 nations.⁷ The report titled 'Food Insecurity in the World 2012' of the Food and Agriculture Organization of the United Nations reveals that number of malnourished in Pakistan has significantly increased to 35 Million during 2010-12 from 30 Million during 1990-92.⁸ The finding of the 'Global Food Security Index 2012' report of the 'Economist Intelligent Unit', of 'The Economist' magazine, mentions the food security situation in Pakistan, as more dismal, which has ranked Pakistan at number 75, among 105 countries, with a score of 38.5/100 (at a scale of 0-100, where 100=most favorable).⁹

3. Analysis of Food Legislation in the Context of Pakistan.

The analysis of different food relate legislations has been done, in the light of main four dimensions of food security, as defined by the United

⁶ <http://www.ifpri.org/sites/default/files/publications/ghi12.pdf>

⁷ <http://www.savethechildren.org.uk/about-us/what-we-do/the-child-development-index>

⁸ <http://www.fao.org/publications/sofi/en/>

⁹ <http://foodsecurityindex.eiu.com/>

Nations Agencies working on agriculture and food security, like Food and Agriculture Organization & World Food Program. The four dimensions are listed below:

- a) Food Availability
- b) Food Stability
- c) Food Accessibility
- d) Food Utilization

In addition to the above four factors, the analysis of these legislation also covers 'livelihood generation' aspect which has a direct bearing on the food security through increased income and purchasing power.

3.1. Legislation Related to Food Availability

What is meant by Food Availability?

According to FAO, Food availability addresses the "supply side" of food security and is determined by the level of food production, stock levels and net trade.¹⁰

3.1.1. The Foodstuffs [Control] Act, 1958

The Act was enacted to regulate and control the supply and distribution of, and trade and commerce in foodstuffs and to secure the distribution and availability at fair prices. The principal foodstuff as defined in the Act are as 'wheat, wheat atta, maida, rawa and suji; rice and paddy; and sugar only. The definition need to be extended to cover precisely name other foodstuffs and as may be declared and notified by the Government from time to time. Though there is a provision in the Act that this definition can be extended as and when required.

Box 2. Major Provisions in the Act	
Section 3	Powers to control supply, distribution, etc of foodstuffs.
Section 4	Delegation of Powers
Section 6	Penalties

¹⁰ <http://www.fao.org/docrep/013/al936e/al936e00.pdf>, An Introduction to the Basic Concepts of Food Security

The powers to control supply, distribution etc of foodstuffs were designed in the Act to include the regulation, prohibiting the keeping, storage, movement, transport, supply distribution, disposal, acquisition, use or consumption thereof and trade and commerce therein. Licensing is must for persons who are engaged in such type of business, further they must maintain a record of their entire sale proceeds. All these records, accounts can be inspected by the concerned Government official any time for ensuring transparency. Under the Delegation of Power section of the Act, the Central government can delegate powers to its subordinate officers in the larger interest of the consumers. If any person contravenes any order under the Act, shall be penalized. Under the Act, the following enactments were repealed as below:

1. The Bahawalpur Foodgrains Control Act, 1947
2. The Bahawalpur Control of Essential Supplies Commodities Act, 1948
3. The Foodstuffs(Control) Ordinance, 1957

Similar Act under 'The Cantonment Pure Food Act, 1966' and 'Cantonment Pure Food Order, 1967' are also in place to prevent adulteration of food in specifically in Cantonments areas. Under 'The Hoarding and Black Market Order, 1956' hoarding is penalized, which means that stocking or storing anything excess of the maximum quantity of that thing allowed to be held in stock or storage at any one time by any person by or under any Pakistan law.

3.1.2. Agriculture Produce Market Act, 1939

The main objective of this act is to regulate the purchase and sale of different agriculture produce, horticulture produce or livestock or poultry products and by-products. Under the Act, a 'Market Committee' has been constituted to run the day today affairs of the market. The committee is composed of members from the growers, middlemen and consumers. The main duties of the committee are as under:

(i) Enforce the provisions of this Act, and the rules and bye-laws made thereby;

(ii) Arrange open auction of the agricultural produce supervise all operation connected therewith including correct weighmen and timely payment of its price in the prescribed manner;

(iii) If it considers necessary or if so directed by Government, establish one or more fair price shops and for that purpose buy, sell, store (including storing in cold storage) agricultural produce in the prescribed manner;

(iv) If the financial resources as permit set up or acquire markets, warehouses, cold-storages (including refrigerated mobile vans, for the benefit and facility of growers, dealers and other market functionaries in the prescribed manner;

(v) Undertake any other duty or duties under this Act as Government may, from time to time, direct".

(2) Subject to such rules as the Government may make in this behalf, it shall be the duty of the Market Committee to issue Licenses to brokers, weighman, measurer, surveyor, warehousemen, changers, palladars, boriottos and roles, for carrying on their occupation in the market area in respect of agricultural produce as defined in this Act, and to renew, suspend or cancel such Licenses.

(3) No broker, weighmen, measurer, surveyor, warehouseman, changer, palladar, boriotta and rola, shall, unless duly authorized by License, carry on his occupation in a notified market area in respect of agricultural produce as defined in this Act.

Box 1. Major Provisions in the Act	
Section 7	Constitution of Market Committee
Section 20	Market Committee Fund
Section 26	Power to Make Rules
Section 32	Delegation of Certain Powers
Section 33A	Dissolution
Source: Government o Pakistan, different officia source	

The 'market committee' can delegate its powers in the shape for formation of sub-committee as and when required. Under the Act, the 'market committee' can levy tax on different agriculture produce for the "Market committee Pool Fund" for construction of new markets, modern storage accommodation, organising seminars/trainings, conducting market surveys, for the acquisition of load carrying vehicles including refrigeration, payment of salaries etc. Vehicles and such other works as may be approved by the Government.

The Act is an effective tool to regulate purchase and sale of agriculture produces, livestock and poultry products and by-products; However, the Act, in terms of poor enforcement of some of the regulations especially those falling under the ambit of the 'market committee', fails to achieve its objectives. Price stability, especially when there are extreme market conditions like over supply or glut and shortages, is still an issue that needs to be properly addressed. On one hand, when there is oversupply in the market during peak season, the growers especially smaller suffer badly as the market price goes down to such a level, that even doesn't cover their cost of production, so under such circumstances, there is a need that the market committee, under the duties enshrined, shall focus on processing activities like establishment of warehouse, cold storage, acquiring of refrigerated mobile vans which can be an effective way to stabilize market prices to the benefit of growers. Relaxation of market fees charged during the process of auctioning can be yet another way to compensate growers under such unstable market conditions. On the other hand, when there is shortage in the market, consumers suffers adversely in the form of high prices charged to them due to unavailability of sufficient supplies in the market.

3.1.3 Agricultural Pesticides Ordinance, 1971

The Act is meant to regulate the regulate the import, manufacture, formulation, sale, distribution and use of Pesticides in the country. At the same time the Act, prohibits the adulteration of pesticides, which reduces its effectiveness for which it is intended. Agriculture Pesticide Technical Advisory Committee has been established to cater to the needs of quality aspect of pesticides applied in the agriculture.

.

3.1.4 Land Reforms in Pakistan and its Impact on Food Security

Land reform is the process of examining and changing laws, regulations and customs relating to land ownership and land tenure. Preventive legislation needs to be removed and new incentive legislation introduced (Godfrey, 1990). They are pursued every where with the core objective of crops yield maximization and empowering the landless rural people with socially equitable societal norms and values. The land reforms executed in Pakistan were intended to bring a more equitable distribution of land ownership and access to land. It involved changes in laws, regulations and customs pertaining to the interrelationship of land owners, tenants and their land. In developing countries like Pakistan, the class owning land exercises a monopolistic power creating a barrier to the social and economic wellbeing of the poor. The land reforms aim to reallocate the far reaching authority of landlords on the local political and economic resources to poor workers on the grass-root level. The world now has billionaires whose combined net worth equals the annual income of the poorest 45% of the world's population (Korten, 1996). This contrast arises mainly from the mal-distribution of land ownership and the lack of access to land by the majority (Stibbe and Godfrey, 1997). Tracing back into recent history, similar thoughts were upheld in "How the other half die" by Susan (1976).

The land reforms in Pakistan were executed during 1960's and 1970's to bring equitable distribution of land ownership, justified access to land resources and to reduce exploitation and rural poverty. The reforms involved changes in laws, regulations and the customs pertaining to the interrelationship of land owners, tenants and their land. According to various statistics, in Pakistan, a very small number of landlords (i.e. 9%) own about 42% of the land (Nawab, 1989) North West Frontier Province is no exception. Naushad Khan et al. 'Measuring the impact of land reforms on the farming community in Mardan' This feature has been inherited by the country from its very inception in 14th August 1947. However, the history of land reforms in Pakistan starts even prior to its creation in 1947. The first formal attempt in this regard was made in the year 1945, when a committee was constituted with the nomenclature "the tenancy legislation committee 1945". The task of the committee continued endlessly by a number of other efforts towards achieving the goals of land reforms. These efforts include and are not restricted to the formation of the Government Hari Enquiry Committee 1947-48 (Chishti, 1988), M. Masaud's Minutes of Dissent 1949, Land Reforms 1958/59 and Land Reforms 1972/77. All these efforts were aimed to achieve increased agricultural production, to raise level of income and living standards of the farm families and to remove social inequalities resulting from very small and very large

land holdings. Land Reforms were executed during 1959 and 1972 and finally during 1977. Under the Land Reforms 1959, the basic ceiling on land holding was, 500 acres of irrigated or 1000 acres of un-irrigated land or an area equivalent to 36,000 produce Index Units (PIU) per individual, whichever was more. Over and above the basic ceiling, a land owner was entitled to retain (i) 150 acres of land, provided it was under orchards within the meanings of the regulations and (ii) if the land comprised of livestock farms. The reforms also allowed a number of different types of land transfer to be made to entitled persons out of the land held in excess of the prescribed ceiling. Later, the land reforms of 1972 reduced the basic ceiling to 150 acres of irrigated or 300 acres of un-irrigated land or an area equivalent to 12,000 PIU per person, whichever was more. The persons possessing a tractor and tube-well of specified type were allowed to own an additional area equal to 2,000 PIU. While the Reforms of 1977 were introduced under Land Reform Act-II, 1977. In 1977 the land ceiling of irrigated was 100 and un-irrigated was 200 acres which equaled to 8000 PIU (Nawab, 1989). The land reforms of 1959 provided for payment of compensation for the resumed land at a sliding scale, whereas no compensation was payable for the land resumed under the land reforms of 1972. In the matter of allotment of the resumed land, the tenants already cultivating it were given the first right to entitlement in all of the three reforms under review. Other tenants received the second reference followed by small land owners no allot-tee however was given more than 12.5 acres. Under land reforms of 1959, allot-tee of the resumed land was required to pay for it in installments over a period of 25 years. The amount outstanding against them on this account was later on remitted in full in 1972. In light of the land reforms 1959, almost 1,035,164 hectare of land was resumed. Under land reforms of 1972, 482,892 hectares were resumed out of which 348903 hectares were disposed of to 76293 person. Under land reform 1977 the total resume land was 176,000 acres, of which 88,000 acres was distributed to 13000 beneficiaries (Khan, 1980).¹¹

The three land reforms in Pakistan's history, in 1959, 1972, and 1977, have all largely failed to achieve the objectives that were stipulated when embarking upon them. The common drawback of all these reforms was that they were ceiling reforms that did not guarantee that landless tenants, or sharecroppers, would necessarily gain but only that the largest landlords would have their holdings reduced. Also, given the nature of the ceilings per individual, rather than household,

¹¹ MEASURING THE IMPACT OF LAND REFORMS ON THE FARMING COMMUNITY IN DISTRICT MARDAN, NWFP, Sarhad J. Agric. Vol.25, No.4, 2009

the re-distributive effect was always likely to be small, simply because there were a lot more landless farmers that had to be allotted land than there was going to be land to be redistributed. In 1959, President Ayub Khan stated clearly that while there was a need to address the skewed distribution of land in the country, it was important not to create disincentives for “progressive farmers,” and therefore the ceiling was deliberately set high. The result was that the reforms did not seriously affect land ownership relations in the country, with many landlords even disposing of wasteland and benefiting from compensation. Less than 1.3 percent of the total land was resumed, and most tenants receiving land had to pay for it.

Many landlords completely evaded the redistribution by claiming exemptions or “gifting” land, and many also officially transferred land to others within the family.

In 1972, President Bhutto claimed that his land reforms would be more far-reaching and comprehensive, and he reduced the ceilings accordingly. There were numerous methods employed to thwart the reforms, including concealing of land and alteration of records, both of which were possible because of political connections and corruption. There was also the familiar practice of transferring land to family, friends, and sometimes, even tenants (land was naturally, forcibly repossessed later). Many landlords simply did not file a declaration of ownership. Overall, it was apparent that the political will needed to implement these reforms was simply not there. Only 0.6 percent of the total land was resumed and tenant beneficiaries were less than 10 percent of all totally landless tenants. The final reforms of 1977 set the ceiling at 100 acres for irrigated land and 200 acres for non-irrigated land per person. Compensation was offered, unlike in 1972, but was considerably lower than the market rate for land. The results were similar to the previous two experiences, largely because landlords could choose which land to retain and which to give up, and naturally, they almost always relinquished wasteland rather than cultivable land. Thus, only 0.09 percent of the total land was resumed. The standard practice of transferring land to next of kin or subordinates continued. This land reform was modest even in comparison to the earlier rounds because of the political upheaval that followed their announcement.¹²

3.1.5. Agriculture Finance/Zari Taraqati Bank

¹² The Case for Land and Agrarian Reforms in Pakistan, Shahrukh Rafi Khan, Ali Qadir, Aasim Sajjad Akhtar, Ahmad Saleem and Foqia Sadiq Khan, Policy Brief Series # 12, A publication of the Sustainable Development Policy Institute (SDPI).

Zarai Taraqati Bank Limited (ZTBL) erstwhile Agricultural Development Bank of Pakistan (ADBP) is the premier financial institution geared towards the development of agriculture sector through provision of financial services and technical know how. The restructuring of former ADBP is being carried out with the aim to uplift the agriculture and rural sector by raising farm productivity, streamlining the institutional credit and increasing income generating capacity of the farming community. ZTBL was incorporated as a Public Limited Company on 14th December, 2002 through repeal of ADB Ordinance of 1961.

The new corporate structure redefines the bank's status as a public limited company registered under companies Ordinance'1984 with an independent Board of Directors which aims at ensuring good governance, autonomy, delivering high quality.

ZTBL is a key R.F.I of Pakistan providing affordable, rural and agriculture financial/non-financial services to the rural Pakistan , comprising 68 % of the total population.¹³

3.1.6. Agriculture Cooperatives

In 1976, the Federal Bank of Cooperative (FBC) was established by the Government of Pakistan, where besides Federal Government and four provinces, the State Bank of Pakistan were the shareholders. The main purpose of this bank was "to provide credit facilities to the farmers, by strengthening the Provincial Cooperative Banks (PCB's) and regulate their operations". After its establishment, the FBC provided increasing amounts to PCB's and they in turn extended loanable funds to cooperative societies. A crash programme was also introduced to achieve faster growth in cooperative credit. Later on, the Government decided to provide mark-up free loans to small farmers through cooperatives in 1978-79. Initially, the maximum amount of mark-up free loan was fixed equal to Rs.6,000 which was raised to rS.10,000 for a small farmer having farm size up to 12.50 acres. Moreover, FBC introduced various changes in the system of cooperative credit disbursement as a result of which the system was simplified. The number of agricultural credit societies and their membership also increased

¹³ <http://www.ztbl.com.pk/>

Besides, Cooperatives, The State Bank of Pakistan, in order to meet the increasing demand of agriculture credit, also established Agricultural Credit Department, established under Section 8(3) of SBP Act 1956. The Department is mainly responsible to meet credit needs of agriculture, being mainstay of Pakistan's economy, generating nearly one fourth of the total output and 42% of total employment and is a major source of foreign exchange earnings.

3.1.7 Seed Related Legislations

3.1.7.1: Seed Act, 1976

Seed is one of the basic inputs in overall agriculture production system. Further provision of quality seed with its timely availability to the farmers, especially the smaller, can only guarantee increased agriculture productivity, so in order to regulate the seed business in the country, the Seed Act 1976 was enacted in the country. The Act, which was amended as Seed Act, 2010, has adopted market oriented approach by encouraging the private sector in all stages of seeds business right from production to processing and packaging, and imports/export etc. All such businesses run will require to be registered with the Federal Seed and Certification Department (FSC&RD), the apex body dealing with the registration of different seed varieties besides regulating seed industry in the country. It is mandatory for any person to obtain training from the Federal Seed and Certification Department, before applying for registration. Similarly, seed processing unit shall also be registered before starting the business. Under the Act, one or more seed testing laboratory can be established in the public sector, or any existing laboratory in the private sector can be accredited. The Act, also allows the registration of Genetically Modified Plant Varieties, subject to the grant of certificate by the National Biosafety by certifying that genetically modified plant variety shall have no adverse impact on environment, human, animal and plant life and health. Similarly, establishing horticulture nursery must also go through the process of registration, before starting the business. Under the Act, 'Federal Seed Committee' and 'Variety Evaluation Committee' shall also be established where in the later case the committee will mainly evaluate any seed or plant variety for disease and agronomic values. The Act imposes penalties in case violation of any section under the Act is committed.

The enactment which provided regulatory mechanism for controlling and regulating the quality seed through setting up of necessary

institutional infrastructure; National Seed Council (NSC) & Provincial Seed Councils *Federal Seed Certification Agency (FSCA) & *National Seed Registration Agency (NSRA). *FSCA & NSRA were merged together as Federal Seed Certification & Registration Department (FSC&RD) in 1997 for austerity measures.

7.1.7.2. Functions of FSC&RD (section 6 of seed act, 1976)

Main functions of FSC&RD as stated in the Act are listed as following:

- I. Controlling the quality of seeds;
- II. Registering growers in such manner and subject to such condition as may be prescribed;
- III. Certification of seeds
- IV. Field inspection of the crops of registered varieties and released varieties intended for sale as basic seed or certified seed;
- V. Sampling and testing of seed lots intended for sale in order to as-certain their purity, viability, germination capacity and health status in the prescribed manner;
- VI. Issuing certificates in respect of seed which meet the prescribed standards of particular category of seeds carrying out post-control trials on pre-basic, basic and certified seeds;
- VII. Sampling and analyzing seed lots delivered to the processing plants to establish a basis for the purchase of such lots;
- VIII. Arranging training courses for Seed Certification Officer and Providing technical and specialist advices and assistance to the National Seed Council in the performance of its functions;
- IX. Conducting pre-registration checking of varieties submitted for the purpose of: determining suitability for registration as a variety providing definitive botanical description of crop varieties and providing information on genetic suitability and adaptability of varieties;

- X. Registering seed varieties after conducting pre-registration checking under clause (i) publish a list of registered seed varieties and perform such other functions as the National Seed Council may entrust to it

7.1.7.3 Functions of National Seed Council

1. Advice on policy for development, operation and regulation of provincial seed industry;
2. Direct initiation of provincial seed projects;
3. Protect/ensure investment in seed industry, approve/ sanction seed standards, regulate inter-provincial seed movement, advice on seed imports

7.1.7.4 Functions of Provincial Seed Council

1. Advice on policy for development, operation and regulation of provincial seed industry;
2. Recommend changes in seed law, advice on seed standards and quality control, advice on maintenance, multiplication, supply of pure and healthy seeds of new varieties, advice on development of seed production farms, recommend for release of selected new varieties, recommend withdrawal of certain deteriorated varieties

7.1.7.5. Introduction and Registration of Private Seed Companies:

Until 1980 most of the seed production, procurement and distribution was the mandate of public sector seed corporations and provincial research system. From 1981 the private seed companies entered in the seed business one by one. An "Inter-Ministerial Working Group" has been constituted in the MINFAL (now renamed as Ministry of National Food Security and Research) that is responsible for evaluating the proposals and registration/ deregistration of new seed companies in all the provinces of the country.

7.1.7.6 Seed Laws/ Rules in Pakistan

- I. Seed Act, 1976

- II. Seed (Registration) Rules, 1987
- III. Amendments in Seed (Registration) Rules, 1987
- IV. Pakistan Fruit Plants Certification Rules, 1998
- V. Amendment in Pakistan Fruit Plants Certification Rules, 1998
- VI. Seed(Truth-in-Labeling) Rules, 1991
- VII. Amendment Seed (Truth-in-Labeling) Rules, 1991
- VIII. Seed Amendment Bill-2008
- IX. Plant Breeders Rights Bill - 2008

7.1.7.7 PLANT BREEDERS RIGHT BILL – 2008

To encourage plant breeders/ seed organizations/multinational seed companies to invest in research and plant breeding Development of superior varieties of field, vegetable and ornamental/horticultural crops Healthy competition for variety development in public and private sector Improvement of an excess to protected foreign varieties Protection of local varieties abroad Encourage state plant breeders through financial incentives as royalty on their protected varieties and revenue generation for research institutes Discipline in seed industry Plant Breeders Rights (PBR) after getting authorization from provincial assemblies was approved by the Ex- Federal Cabinet in August 2007 and submitted to Law & Justice Division in 2008. With the establishment of new government Law & Justice Division has recommended for re-seeking fresh authorization from the provincial assemblies for further processing the case.

7.1.7.8 NATIONAL SEED POLICY, LAWS AND REGULATIONS

The Federal Seed Certification and Registration department has drafted the National Seed Policy, to address the challenges in the seed sector. The Main objective of the National Seeds Policy is to make available and promote utilization of best quality seeds and planting material of diverse elite genetic resources; to enhance and sustain crop productivity, improve food security, generate additional sources of farm income and employment; provide base for value-added

agricultural exports and alleviate poverty in rural areas of Pakistan. The National Seeds Policy will be executed by the Ministry of Food and Agriculture and will be implemented through Federal Seed Certification and Registration department.

7.1.7.9 PLANT BREEDER'S RIGHTS:

Under WTO TRIPs AGREEMENT ARTICLE 27.3 (b) Members shall provide protection of plant varieties by Patents or by an effective sui generis system or by any combination thereof.

Legislation

Draft of Plant Breeder's Rights Bill, has been finalized to protect investment in research for development of new plant varieties and related intellectual property rights; which will stimulate foreign investment and transfer of technology in seed industry. The Department keeping in view the traditional background of our farming community and socio-economic conditions, where on the whole 80% of the farmers use their own farm saved seed or opt for farmer to farmer seed exchange in cereals, pulses and oilseeds, opted for the Sui generis system for introducing Intellectual Property Rights (IPR) for plant varieties and to meet the Pakistan obligation as required under Article 27-3 (b) of the WTO-TRIPs Agreement to provide protection to plant varieties

7.1.7.10 SALIENT FEATURES PLANT BREEDER'S RIGHTS

Criteria for Protection of PBRs

A new plant variety shall be protected, if it conforms to criteria of: Novelty, Distinctness, Uniformity, Stability & Designated by an acceptable denomination

Requirements for an Application for Protection

In case of public sector breeders, the institute that develops the plant variety and in case of private sector employed breeders, the employer company or corporate body that develops the plant variety shall be entitled to apply for a Certificate and ownership rights. Variety should contain a complete identification data of the parental lines from which

the variety has been derived along with the geographical location in Pakistan from where the genetic material has been taken setting forth its novelty, parentage/pedigree, breeding history and a drawing or photograph to understand and evaluate the novelty of the variety. be accompanied by an affidavit sworn by the Applicant declaring that such variety does not contain any gene or gene sequence involving terminator technology; provide a certificate from the National Biosafety Committee established by the Federal Government to this effect that the GMO variety shall have no adverse effect on the environment, human, animal or plant life and health.

The Act protects Plant Breeders' rights, under the following points:

1. Offering for sale or selling or marketing in Pakistan;
2. Importing or exporting the reproductive or vegetative propagating material;
3. Conditioning or multiplying the seed;
4. Authorizing any person to produce, sell, market or otherwise deal with a variety.

7.1.7.11 FARMER EXCEPTIONS

Notwithstanding anything contained in this Act: — (a) A farmer shall be deemed to be entitled to save, use, sow, exchange, share or sell his farm produce; (b) Provided that the farmer shall not be entitled to sell seed of a variety protected under this Act on a commercial basis.

7.1.7.12 BENEFIT SHARING. - .

Any person or group of persons or firm or governmental or non-governmental organization shall submit its claim of benefit sharing to such variety in the prescribed form within such period, and accompanied with such fees, as may be prescribed: The Registrar shall explicitly indicate in its order the amount of the benefit sharing, if any, for which the claimant shall be entitled and shall take into consideration the following matters, namely:— (a) the extent and nature of the use of genetic material of the claimant in the development of the variety relating to which the benefit sharing has

been claimed; and (b) the commercial utility and demand in the market of the variety relating to which the benefit sharing has been claimed.¹⁴

3.2 Legislation Related to Food Stability

What is Meant by Food Stability?

According to FAO Even if your food intake is adequate today, you are still considered to be food insecure if you have inadequate access to food on a periodic basis, risking a deterioration of your nutritional status. Adverse weather conditions, political instability, or economic factors (unemployment, rising food prices) may have an impact on your food security status.¹⁵

3.2. 1. NATIONAL CLIMATE CHANGE POLICY, 2012

The Climate Change Policy was formulated in 2012, in view of the increasing natural disasters in the country in the form of floods, droughts etc, and its special link to the livelihood and food security of the vulnerable communities depended mainly on agriculture and livestock for their sustenance.

The major crops have also been the victim of climate change triggered natural calamities during the last few years. Thus, three out of last four years witnessed negative growth in the major crop sector. The livestock sector, having 55.1 percent stake in the agricultural sector, was also impacted by the massive floods and witnessed 3.7 % growth in 2010-11 as compared to 4.3 % in 2009.

Pakistan's agricultural performance is heavily dependent upon availability of irrigation water that is under increasing stress. As against the normal surface water availability at canal heads of 103.5 million-acre feet (MAF), the overall (both for summer/kharif and winter/rabi crops) water availability has been 20 percent below normal in 2010-11. The Green Revolution in Pakistan increased yields through use of high yielding crop varieties requiring intensive use of fertilizers and other inputs. However, as a side result, the level of environmental pollution also increased through the intensive use of chemical fertilizers and pesticides. Also, the promotion of rain-fed agriculture in

¹⁴ Seed Industry of Pakistan, March 2009, presentation by Muhammad Boota, Director, Federal Seed Certification and Registration Department, Govt of Pakistan, <http://www.slideshare.net/MuhammadBoota/presentation-seed-industry-of-pak-809>

¹⁵ <http://www.fao.org/docrep/013/al936e/al936e00.pdf>, An Introduction to the Basic Concepts of Food Security

dry land ecosystems which covers most of the land area of the country was not given due attention. Significantly, such practices have led to nitrate pollution of ground water and soil salinization as well as being the source for various gastric and water borne diseases – all negatively impacting on sustainable economic growth. The agriculture sector in Pakistan is also beset with inefficiencies both in the use of irrigation water and fertilizers. The consumption of fertilizer per hectare in Pakistan (133 kg approx) is high but still commensurate crop yields have not been forthcoming though it has brought in the potential for pollution hazard¹⁶.

The overall trend created by these inefficiencies of use coupled with the continued stress on agricultural production and exponentially rising population demand is leading to a serious challenge in terms of sustaining food security in Pakistan. The National Nutrition Survey 2011 for Pakistan, states that since 2006 food insecure population has increased by 12 million, while the number of severely food insecure population has risen from 9.6 million to 45.3 million that is 28% of the population. Also, the UN in another study has tabulated that in 2008 almost 51% of the population (72 million) survived at less than 2100 calories per day.

The silver lining on the above scenario is that with enhanced water use efficiency and employing latest technologies with a move towards high value added agriculture has paid dividends in Pakistan. This is apparent from the performance of “progressive” farmers who have managed to develop high productivity enclaves within the country (Figure-4). This is a model that needs to be replicated through more effective agricultural extension services for small and medium farm owners and supportive research

Strategy:

- The Government will aim for plugging the inefficiencies and promoting sustainable production in the agricultural sector focusing on improving the irrigation water use efficiency, optimal fertilizer use, diffusion of water conservation, improving water storage and rain water harvesting, encouraging on farm water management, Integrated Pest Management, Integrated Nutritional Management as well as on-farm crop residue and waste management.

¹⁶ Khashkheli, M.A, 2009, Sustainable agriculture and fertilizer practices in Pakistan, <http://www.pakissan.com/english/allabout/farminputs/fertilizers/sustainable.agriculture.and.fertilizer.shtml>)

- Focus on both diversification and modernization of agriculture to ensure food security through productivity increases.
- Both Public and private investments as well as partnerships need to be encouraged to strengthen the research and extension system for developing and disseminating environment friendly technologies and practices. The country's top research bodies need to be supported, in particular PARC (Pakistan Agri Research Council), NARC (National Agricultural Research Council) and Agricultural Universities.
- Efforts would be made to benefit both from economies of scale through cooperative farming as well as for attracting investments to employ the best available technologies and maximize food productivity amongst small landholders.
- Encourage access to export markets through improved transport and infrastructure facilities and facilitating packaging and labeling that is able to meet requisite international standards.
- The concept of organic farming needs to be encouraged along with biological control of pests through IPM techniques, rational use of agrochemicals as well as promotion of indigenous and non-hybrid variety of seeds.
- Genetically modified seeds should only be imported, researched and promoted through a properly regulated process of approval, application and monitoring.
- Strengthen science-based organizations and technology innovations in order to enhance basic agronomic research into new varieties and climate resilient crops and to reduce the high level of post-harvest losses, and employ environmentally- sound multi-cropping and crop management practices.
- Develop effective links with other South Asian countries to study and learn from their agricultural practices and research including for arid zone agriculture.
- The unregulated urbanization through encroachment of fertile agricultural land needs to be urgently controlled through targeted legislation, responsive urban land use planning and strict zoning

enforcement.

- Soil fertility management, rehabilitation of degraded lands and desertification control would be given high priority by promoting sustainable land management in the country.
- Livestock production would be increased through intensive investment in research to produce high yielding breeds based on local varieties, sustainable management of rangelands and disease preventive measures.
- Short term targeted interventions would be developed to support vulnerable groups in years of crop failure owing to natural calamities.
- Shift the pattern of production towards higher value-added activities particularly through horticulture, oilseed, livestock and fisheries sectors.
- Ensure uninterrupted and prioritized energy supply for agriculture at subsidized rates to ensure productivity increases and improve the food security in the country.
- Strengthening hill torrent (Rod Kohi) irrigation system for increasing productive land area and restoring the traditional underground (Karez) water channel systems in Baluchistan province.¹⁷

3.2.2 First National Report of Pakistan to the Convention on Biological Diversity

As a signatory to the Convention on Biological Diversity (CBD), Pakistan is obliged to fulfill its obligations and take appropriate measures at the policy and implementation levels. Biological diversity is an overarching subject that encompasses the natural and physical sciences as well as the social sciences when it talks about the equitable benefit sharing and traditional knowledge. Most of Pakistan's population, directly or indirectly, depends on agriculture. The introduction of modern, intensive farming systems, using imported hybrid seed varieties and modern technology has resulted in a

¹⁷ <http://pakistan.gov.pk/gop/index.php>, NATIONAL CLIMATE CHANGE POLICY, Government of Pakistan, September 2012

situation that could lead to the loss of Pakistan's Biodiversity. These systems are resulting in the replacement of native crops by high-yielding imported varieties, particularly local varieties of vegetables. Presently, no legislation provides protection to indigenous plants. By establishing repositories of clones of agricultural crops, progress has been made at the National Agriculture Research Centre, Islamabad. Livestock research focuses on maximizing meat and milk production through cross breeding. Apart from cows, local livestock breeds are not under any immediate threat. The conservation of local breeds however has not been addressed yet. These issues were highlighted when data were being collected for the first CBD report and it is hoped that accordingly they will be addressed. The Convention on Biological Diversity was opened for signature on 5 June 1992 during the United Nations Conference on Environment and Development (UNCED) held in Rio de Janeiro.

3.3 Legislation Related to Food Accessibility

What is meant by Food Accessibility?

According to FAO, An adequate supply of food at the national or international level does not in itself guarantee household level food security. Concerns about insufficient food access have resulted in a greater policy focus on incomes.

3.3.1. Pakistan Bait-ul-Mal Act, 1991

The Act which was passed by the parliament of Pakistan in January 1992 with the objective to provide assistance to destitute and needy widows, orphans, invalid, infirm and such other persons, and thereby save them from hardship and suffering and to enable them to lead an honorable life in the society. The Act reiterates the State duty to provide for basic necessities of life such as food, clothing, housing, education and medical relief for all citizens, irrespective of their sex, caste, creed or race, who are permanently or temporarily unable to earn their livelihood on account of sickness or unemployment or circumstances beyond their control. The Act says that Bait-ul-Mal shall be utilized for the following purposes as:

- (a) to provide financial assistance to destitute and needy widows, orphans, invalid, infirm and other needy persons;
- (b) for rendering help for rehabilitation of the persons specified in clause (a) in various professions or vocations ;

(c) to provide assistance to children of the persons specified in clause (a) for educational pursuits ;

(d) to provide residential accommodation and necessary facilities to the persons specified in clause (a) ;

(e) to provide for free medical treatment for indigent sick persons and to set up free hospitals, poor houses and rehabilitation centers and to give financial aid to charitable institutions, including industrial homes and other educational institutions established specially for poor and needy ;

(f) to provide stipends to educated youth during their training before their employment in jobs ;

(g) to provide stipends and financial assistance to brilliant but poor students who cannot afford to acquire higher technical or medical education abroad for lack of money ;

Some of the projects of Pakistan baitulmal are as under:

There are a number of projects run by the Baitul Mal in different sectors, benefiting large number of deserving peoples. The different projects are: individual financial assistance (ifa), child support programme (csp), institutional rehabilitation through ngos, national centres for rehabilitation of child labour (ncrcl), vocational training centres (vtc), food support programme (fsp), lungar project, free skill development at zia siddique foundation, jinnah burn surgery centre. FSP and Lungar Project that talk of food security in terms of accessibility are elaborated as below:

3.3.1.1 Food Support Programme (FSP)

The Food Support Program (FSP) was a social safety targeting poorest of the poor to provide relief due to increase in the wheat prices since August 2000. Assistance is provided to the needy individuals having no support or source of income in following order of priority as: Individual with major ailments / disability, widows with dependent children, invalid with dependent children, infirm (senior citizens above 65), orphans, destitute and victims of unpredictable circumstances

3.3.1.2 Lungar Project

As provided in PBM Act 1991(Amended)-Chapter-II, Clause-3(4), Pakistan Bait-ul-Mal is working for provision of assistance to needy persons, either in the shape of amount or kind. Most of the patients and their attendants, who come from far flung areas for treatment in Hospitals, belong to poor families. These helpless attendants are in need of basic necessities like food etc. PBM Management has, therefore, decided to launch "Lungar Project" for the poor attendants of patients in 200 designated Hospitals throughout the country (at least one in a District).

3.3.1.3 Pakistan Sweet Home, Special Friends

"Pakistan Sweet Homes" mean the children who are living in these centres shall be nice, intelligent and well-groomed. Pakistan has very rich tradition of providing care to Orphans and children without parental support. Since signing of the Convention on the Rights of the Child in 1989, Pakistan has taken various initiatives for fulfilling its obligations. PBM Act-1991 (as amended) Clause 4 (d) speaks that the money in the Bait-ul-Mal shall be utilized to provide residential accommodation and necessary facilities to the persons specified in clause-4(a) i.e. destitute and needy widows and orphans etc. throughout the country, having accommodation of 100 Orphan Children (4-6 Years of ages) in each. In this regard, Thirty (30) Orphanages called as "Sweet Pakistan Homes (PSHs)", have been established, where 3000 Orphan Children have been enrolled. Pakistan Sweet Homes Rawalpindi and Islamabad are running combined at the same premises.

Facilities

Resident Children are being provided the following facilities:-

- Free furnished accommodation in a family unit.
- Free nutritious balanced diet as per weekly menu (breakfast/lunch/dinner).
- Free Education in best schools of the city, upto Matric and above
- Free Uniform, books and stationary etc
- Free Summer/Winter clothing alongwith shoes (once a season).
- Medical care through government hospitals
- Skill development.
 - Free laundry service.
 - Prayer Room/ Religious education.

- Counseling /Legal Aid for victims of violence and abuse.

3.3.1.4 Benazir Income Support Programme (BISP)

- In the year 2007-08, the sharp rise in oil prices and primary products in the international as well as domestic market resulted in double digit inflation, which almost halved the purchasing power of the people. Hence, there was an urgent need for direct and speedy relief to the underprivileged sections of the society. Benazir Income Support Programme (BISP) is the Government of Pakistan's response to the said compulsions. Thus the Programme aims at covering almost 40% of the population below the poverty line. The enrolled families are paid cash assistance apart from benefits provided under graduation strategy like: long term interest free returnable financial assistance, vocational & technical training, health & life insurance coverage. BISP is being implemented all across Pakistan including: all four provinces (Punjab, Sindh, Baluchistan, and Khyber-Pakhtoonkhwa), Federally Administered Tribal Areas (FATA), Azad Jammu and Kashmir (AJK), Gilgit Baltistan (GB) and Islamabad Capital Territory (ICT)¹⁸.

3.4 Legislation Related to Food Utilization:

What is Meant by Food utilization?

According to FAO Utilization is commonly understood as the way the body makes the most of various nutrients in the food. Sufficient energy and nutrient intake by individuals is the result of good care and feeding practices, food preparation, diversity of the diet and intra-household distribution of food. Combined with good biological utilization of food consumed, this determines the nutritional status of individuals.¹⁹

3.4.1 National Zero Hunger Action Plan 2013

To address the unprecedented hunger and malnourishment in the country, newly established Ministry of National Food Security and Research, Pakistan, launched a 'National Zero Hunger Action Plan' inaugurated by Prime Minister Syed Yousaf Raza Gillani in March

¹⁸ <http://www.bisp.gov.pk/>

¹⁹ <http://www.fao.org/docrep/013/al936e/al936e00.pdf>, An Introduction to the Basic Concepts of Food Security

2012. The program is a five year plan that aims to reach to a total of 61 million food insecure people across the country with a total cost of 16 billion US dollars.

World Food Programme and Ministry of National Food Security have also signed an agreement, under which some 500,000 metric tones of wheat, donated by government of Pakistan will be converted by WFP, into nutritious food commodities that will be used to combat hunger among the most vulnerable sections of society particularly malnourished children, pregnant women and primary school children. The program also features school feed programme and establishment of “zero hunger shops” in 45 extremely food insecure districts in Pakistan.

Some of the other salient interventions of Zero Hunger Plan include, 1) Support to food insecure households, 2) Cash/food support in disaster hit areas, 3) expansion of farm outputs and market access, 4) Targeted social safety nets, 5) Rationalisation of market prices of food commodities, 6) Improved nutritious quality of food intake (fortified food), 7) Diversification of food, 8) Food processing industry even at community level, 9) Food and nutrition awareness and education programme, 10) food security surveillance, 11) research for food policy/production, quality improvement, storage, distribution, and 12) Enhanced coordination among various federal and provincial ministries, and public-private-civil society partnerships.²⁰

3.4.2 The pure food ordinance, 1960

The law is very comprehensive in nature, with the main objective to safeguard consumers’ health through provision of quality food items free from all kind of adulterations that shall ensure peoples health and nutrition for a healthy life. The Act has covered different basic food and sales marketing related terminologies like what is meant by *food, adulterated food, food poisoning, banaspati, butter, charbi, milk, cream, dahi, misbranded food, package, pre-packed, retail sale, whole sale, standardized milk, toned milk etc*, which indicates that consumer is not health is protected in all possible ways and manners. At the same time, violation of the Act by selling of adulterated and poor quality food items that are unfit for human consumption has been penalized according to the act. The acts which mainly addresses the

²⁰ http://www.sdpi.org/policy_outreach/event_details164.html, National Zero Hunger Action Plan, Policy outreach

'utilization' component of the food security, prohibits mixing and selling of mixed food, and further prohibits sale, preparation, manufacture, import or export of items that are harmful for the consumers. The acts has also explicitly prohibited the preparation, manufacture, keeping or storing for sale any kind food that is adulterated, misbranded and which is not of the nature, substance of quality demanded, or which it purports or is represented to be. The Act further says that no person shall imports, export, prepare, manufacture, keep or store for sale or sell any food unless s the rules providing for the mode of its manufacture, processing or preparation, packaging, labeling, consignment, delivery standard of quality have been complied with. It can be rightly called as an international law that not only guaranteed rights of national consumers but also give an equal weightage to the health and safety of international consumers, when it talks of exporting food commodities. Sale in loose packing of essential food commodities like 'Banaspati, margarine etc has been strictly prohibited under the law.

Box 1. Major Provisions in the Act	
Section 3	False Warranty
Section 6	Prohibition of sale, of manufacture for sale of food which is adulterated or misbranded or not of the nature substance or quality demanded
Section 8	Prohibition of sale of food without complying with rules
Section 11	License for manufacture, storage and sale of goods
Section 14	Appointment of Public Analyst
Section 23	Penalties
Section 36	Delegation
Section 38	Repeal and savings
Source: Government o Pakistan, different official source	

Licensing under the Act is required for doing business such manufacturing, processing, blending, preserving, refrigerating, canning or bottling of any food, wholesale business of different food items like banaspati, charbi, ghee, margarine, fish oil, mustard oil, cottonseed oil and any such food item as may be prescribed. Proper register shall be

maintained both by manufacturer and wholesale business person for record keeping as well as inspection purposes of by any government officials. The Act also empowers the consumer to request for the laboratory analysis of any food item for checking its validity with respect to adulteration if any. The Act also allows delegating powers for timely and prompt actions. Under the Acts , the following enactments have also been repealed:

1. the Punjab Pure Food Act, 1929 (Punjab Act VIII of 1929;
2. the Punjab Pure Food Act, 1929 (Punjab Act VIII of 1929) in its application to the territories which formed the North West Frontier Province before the establishment of West Pakistan;
3. The Bahawalpur State Pure Food Act, 1946;
4. The Sindh Foods, Act, 1947, as applicable to Karachi;
5. The Khairpur Prevention of Adulteration Act, 1941;
6. The North West Frontier Province Artificial Ghee Colonization Act, 1939(NWFP Act, XII of 1939).

3.5 Legislation Related to Livelihood Generation:

What is Meant by Livelihoods Approach?

Livelihood approach to food security means that due to lack livelihood opportunities poverty is on rise, especially in rural areas, where agriculture and livestock are the main source of livelihoods of the people. Due to poor purchasing power and food inflation, the people are unable to meet their food and nutritional needs on sustainable basis. So under such conditions, it is the responsibility of the Government to create livelihood opportunities for the masses, which could ensure their food security through increased income.

3.5.1 National Employment Policy and Action Plan:

To ensure that the high priority and focus on the creation of decent employment as outlined in the MTFD and PRSP-I are translated into key policy action, The Government together with the social partners has been actively involved in the formulation of a National Employment and Skills Development Policy. To discuss the main elements of the National Employment and Skills Development policy, the Ministry of Labor, Manpower and Overseas Pakistanis together with

the ILO organized a national forum. The Plan of Action adopted by the Forum elaborates the following areas:

- Strengthening vocational and technical competence of the workforce,
- Accelerating employment, income and productivity growth by encouraging growth in high labor absorption sectors,
- Active labor market policies including for productive re-absorption of displaced workers, setting up public employment services and support for women entrepreneurship development,
- Employment and labor market monitoring, analysis and feedback, and
- Setting up an efficient and equitable labor market including review of minimum wages.

3.5.2 Decent Employment and Raising Demand for Labor

3.5.2.1 Agricultural Sector

In the agricultural sector, self reliance in commodities, food security improved productivity of crops as well as development of livestock and dairy – all employment and income augmenting – are being supported in terms of: i) development of new technologies ii) efficient use of water – precision land leveling and high efficiency irrigation system, iii) promoting production and export of high value crops, iv) creating necessary infrastructure and enabling environments, and iv) ensuring availability of agricultural credit.

3.5.2.2 Manufacturing

A national plan of action for rapid industrial growth through industrial technology development is launched for accelerated industrialization and enhancing total factor productivity (TFP). A number of industrial estates are being set up with common technology centers (CTCs). Industrial corridors (ICs) and specialized industrial zones (SIZs) - with full support of Federal Government - are being set up by the provincial governments along motorways, expressways and railways.

3.5.2.3 Public Works Program

Public works program - small public works schemes - under "Tameer-e-Pakistan" and "Khushhal Pakistan" are important initiatives. The "Tameer-e-Pakistan" program has been designed to contribute in expanding employment by undertaking small public works schemes, such as: farm to market roads, water supply, sewerage, garbage collection, culverts and village electrification.

The "Khushhal Pakistan" program, launched in 2000, is aiming job creation particularly through labor intensive public works programs. It is meant for creating employment in rural areas by: i) skill training for self employed, ii) micro financing, iii) village level small infrastructure, iv) agriculture including livestock development, v) primary education, and vi) health care. This program is designed to provide essential

infrastructure in rural and low-income urban areas by building farm-to-market roads, water supply schemes, repairing existing schools, small rural roads, streets, drains, and storm channels in villages. The schemes under the program are also directed towards lining watercourses, desilting canals and providing civic amenities in towns, municipal committees and metropolitan corporations. The local communities are involved in identifying, planning, designing and implementing schemes under the program. Through this program 3.2 million households living in 2,000 rural union councils across Pakistan are expected to benefit.

3.5.2.4 Housing

There is a shortage of 6.0 million houses in the country. The construction sector demonstrates largest employment linkages in the country; nearly 40 industries are linked with construction related activities. With employment elasticity at 0.60 and targeted growth rate ranging from 6.0 to 8.0 percent during the medium term, housing is being used in reducing the housing shortage, giving a boost to about 40 industries linked with construction and housing, and increasing fairly dispersed employment and income opportunities.

3.5.3 Targeted Measures/Programs

i. The Government launched in February 2007 a "National Internship Program" (NIP) for the unemployed having a Masters degree or 16 years of education with the twin purpose of tackling unemployment amongst the highly educated and providing them an opportunity of experience of working in its different departments as well as public sector organizations for a year.

ii. The President's "Rozgar Scheme", launched in 2006, aims to provide employment

opportunities to the unemployed in the age group of 18-40 years and having a minimum secondary school certification (Matriculation). This condition of minimum qualification is exempted for the females. This scheme is being implemented by the National Bank of Pakistan (NBP). The NBP has developed a range of products with a brand name of "NBP KAROBAR". Half of the mark-up rate of 12 percent will be borne by the Government.

iii. The Pakistan Poverty Alleviation Fund (PPAF) of US \$100 million has been entrusted to promote targeted micro financing and micro credit schemes. The SME Bank is financing small-scale activities under the "Hunarmand Pakistani" scheme with a focus on: i) auto parts, ii) auto looms, iii) carpet weaving, iv) CNG kits, v) CNG pumps, vi) cutlery, vii) fisheries, viii) furniture making, ix) hand looms, x) fan industry, etc.

Micro credit is also provided by the Khushali Bank. The Bank's social sector services

package includes women development, capacity building, services for skills development and provision of basic services such as health, education, etc.

iv. Overseas Migration Major focus is on managing international migration and taking full advantage of opportunities being offered by the demographic changes taking place in the industrialized countries as well as under the ongoing discussion on services at the World Trade Organization (WTO). As a labor sending country and seeing migration as meeting social and development objectives, our focus is on: i) making efforts in sending more workers overseas but with proper skills that are needed, ii) protecting the rights of migrant workers, iii)

facilitating our workers abroad in sending remittances through legal channels, iv) effective utilization of remittances, v) developing investment facilities for the expatriates to use their acquired expertise, knowledge and hard earned money, vi) welfare of the left behind, and vii) effective re-integration of the returning migrants. Better and effective utilization of remittances and tapping the expertise of overseas Pakistanis are important policy initiatives. In order to seek greater participation of overseas Pakistanis in business and economic activities, the MOLMOP is organizing a high profile "Overseas Pakistanis Investment Conference" in March 2007.

v. A community based approach to train the rural and urban poor for employment and income generation - training for rural economic empowerment (TREE) - developed by the ILO was implemented by the National Rural Support Program (NRSP) in two districts on a pilot basis in Pakistan. Targeting young men and poor rural women, this program has led to their empowerment. New beneficiary-owned small businesses are also providing services that did not exist previously in communities. Thus, contributing to local economic development.

vi. Public-Private Partnership in Skills Development

Greater participation of and coordination with the employers and the private sector is being actively pursued to ensure education and training responding well to the labor market needs. Besides the policy of establishment of Centre Management Committees (CMCs) that are chaired by the representatives of employers, public-private partnership in the form of establishment of "Skills Development Councils" (SDCs) has been encouraged. The SDCs have been set up in the provincial capitals as well as Islamabad. Led by the representatives of the industry, the SDCs supported by the Ministry of Labor, Manpower and Overseas Pakistanis are autonomous in their work and tailor their skills development programs in line with the market demand. A large number of training programs are run by the SDCs annually.

vii. Gender Mainstreaming

Pakistan launched program for women empowerment through a paradigm shift from the age-old welfare approach to long term

realizable development goals. A full-fledged Ministry of Women Development (MOWD) is established as national focal machinery for the advancement of women. The Ministry is also "coordinator" for the implementation of the millennium landmark gender agenda. A "National Plan of Action" (NPA) outlining 184 actions in "12 areas of concern" of the Beijing platform for action is under implementation.

Achievements in economic empowerment covering poverty, access to credit, remunerated work, rural women of informal economy (informal sector), and sustainable development can be seen from the following:

Launching of the national fund for advancement of rural women (Jafakash Aurat) with seed money of Rs. 100 million with a special focus on rural women and the informal sector (informal economy). This fund, operated through Khushhali Bank, First Women Bank and Agha Khan Rural Support Program (AKRSP), has provided skills, employment and income to 23,000 rural women and benefited over 74,000 households.

In addition, women are three-fourths of the beneficiaries in the "provision of safety nets" and "food support scheme" – women benefiting belonged to 1.2 million rural households. Moreover, the number of women also benefiting through "guzara allowance" (subsistence) and "Zakat" were 400,000.

The 3-year training program introduced in 2001-02 for rearing livestock and dairy animals contributed to women income generation substantially, and The micro-credit scheme under the aegis of MOWD through First Women Bank, Khushhali Bank and Zarai Taraqiyati Bank has started creating a new entrepreneur class among poor women on local basis.²¹

3.6 Conclusion and Way Forward:

Based on the analysis, it can be said that the Government of Pakistan has been taking different steps, through the enactment of different legislation and launching different plans and programs from time to time, to ensure food security for its citizens. All These steps in one or

²¹ Sustainable Economic Growth, Employment and Human Resource Development, Ministry of Labour, Manpower and Overseas Pakistanis (Policy Planning Cell), Islamabad, March, 2007

other way, are encompassing the different dimensions of food security such as availability, stability, accessibility and utilization, beside the underneath livelihood aspect. However, the food inflation trend is still going on, and poor are still finding it hard to meet their basic food needs, due to decreased income level, due to shrinking sources of livelihood, which is resulting in further increase in poverty. Due to food inflation, despite ample staple food crops production, food insecurity is becoming an emerging challenging for the State.

So, under the above backdrop, there is a need to launch more sustainable food security plans and programs, with poor and vulnerable groups as the main beneficiaries of such programs. Not only agriculture productivity shall be increased to ensure food availability, but also more robust and long terms steps shall be taken to ensure food supplies on sound grounds alongside availability, especially in natural disasters and emergencies. To meet the objective of economic accessibility of food, more livelihood and employment generation programs shall be launched to increase economic activities in the country, and so raise the income level of which will ultimately increase their purchasing power to cope with the rising trends in the prices of food items. Social safety nets shall also be further strengthened, through targeted food security programs. To ensure food utilization, nutrition related programs shall be started on long term basis, to cope with the 'hidden hunger' phenomena to make the society nutritionally strong for their more active participation in the country's development. Participation in the country's progress and development. Last but not the least, long term strategies shall be devised by creating more and more livelihood opportunities and options, both on farm and off farm through skills development, self employment and small and medium enterprise development, through gender mainstreaming, for economically stable Pakistan.

3.7 References:

1. <http://en.wikipedia.org/wiki/Food>
2. <http://www.thefreedictionary.com/food>
3. <http://www.businessdictionary.com/definition/food.html>
4. <http://suven.hubpages.com/hub/Importance-of-Food>
5. <http://www.fao.org/docrep/005/y4671e/y4671e06.htm>
6. <http://www.ifpri.org/sites/default/files/publications/ghi12.pdf>
7. <http://www.savethechildren.org.uk/about-us/what-we-do/the-child-development-index>
8. <http://www.fao.org/publications/sofi/en/>
9. <http://foodsecurityindex.eiu.com/>
10. <http://www.fao.org/docrep/013/a1936e/a1936e00.pdf>, An Introduction to the Basic Concepts of Food Security
11. MEASURING THE IMPACT OF LAND REFORMS ON THE FARMING COMMUNITY IN DISTRICT MARDAN, NWFP, Sarhad J. Agric. Vol.25, No.4, 2009
12. The Case for Land and Agrarian Reforms in Pakistan, Shahrukh Rafi Khan, Ali Qadir, Aasim Sajjad Akhtar, Ahmad Saleem and Foqia Sadiq Khan, Policy Brief Series # 12, A publication of the Sustainable Development Policy Institute (SDPI).
13. <http://www.ztbl.com.pk/>
14. Seed Industry of Pakistan, March 2009, presentation by Muhammad Boota, Director, Federal Seed Certification and Registration Department, Govt of Pakistan, <http://www.slideshare.net/MuhammadBoota/presentation-seed-industry-of-pak-809>
15. <http://www.fao.org/docrep/013/a1936e/a1936e00.pdf>, An Introduction to the Basic Concepts of Food Security