



A GUIDE ON CONDUCTING A RIGHT TO FOOD ASSESSMENT AT DISTRICT LEVEL IN UGANDA

**TOOLKIT FOR ASSESSING
THE RIGHT TO FOOD
AT DISTRICT LEVEL IN UGANDA**





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1. INTRODUCTION

1.1 This guide is **adapted** from the “**Guide to conducting a Right to Food Assessment**” developed by the Right to Food Unit (FAO Headquarters). It is intended for use by the Uganda Human Rights Commission (UHRC) to assess aspect of the right to food at the district levels in Uganda. The UHRC is a constitutionally mandated institution in Uganda with the function of protecting and promoting human rights in Uganda. Among the functions of the UHRC is the duty to make effective recommendations to Parliament and the Executive to facilitate the enjoyment of human rights in Uganda. The Commission therefore requires practical tools to monitor and assess the enjoyment of human rights.

1.2 Freedom from hunger is a fundamental goal of the UN Food and Agriculture Organization (FAO) and the right to food is one of its primary areas. For this reason the Voluntary Guidelines on the Right to Food recommends that Government elaborate strategies for the realization of the right to food. Such elaboration should begin with a careful assessment of existing national legislation, policy and administrative measures, current programs, identification of existing resources (see Guideline 3.2).

1.3 The Guide puts focus on the following core elements of the assessment:-

- Identification and characterization of food insecure, vulnerable and marginalized groups that do not enjoy the right to adequate food.
- Identification and understanding the underlying reasons why each of the groups is food insecure, vulnerable/or marginalized.
- Understanding the legal and institutional environment within which policy ,program and measures need to be implemented as well as the potential risks that could threaten the right to food
- Understanding the implementation process and impacts of existing (or proposed) policies and programs.

2. WHAT IS THE RIGHT TO FOOD?

2.1 A right is a legally enforceable entitlement. Therefore when the question **“What is the right to food is asked we generally mean. “How is the right to food understood in law?”** The right to food is recognized in international and regional laws. It is also recognized in the national constitution of a number of countries. In international law the right is specifically recognized in the International Covenant on Economic, Social and Cultural Rights, 1966 (ICESCR) in Article 11(1) and (2) and in Article 27 of the Convention on the Rights of the Child, 1989 (CRC). By ratifying these conventions states enter the obligation to realize the right to food and other rights under them.

2.2 The right to food as guaranteed under international law has been defined by the UN Committee on Economic, Social and Cultural Rights as follows:-

“the right to adequate food is realized when everyman woman and child, alone or in community with others has physical and economic access at all times to adequate food or means of for its procurement. The right to adequate food shall... not be interpreted in a narrow or restrictive sense which equates it with a minimum package of calories, proteins and other specific nutrients.”

2.3 The right to food is usually discussed in the context of “food security”. Food security exists when all people, at all times, have access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life (see World Food Summit, Plan of Action, 1996).

2.4 the right to food is part of the right to adequate standard of living to be found in Article 25 of the Universal Declaration of Human Rights and Article 11(1) of the ICESCR. Other international and regional treaties such as the CRC and The African Charter on Human and Peoples Rights, (OAU) 1981 also make specific references to the right to food.

3. LEGAL BASIS FOR RIGHT TO FOOD IN UGANDA

- Uganda has ratified the International Covenant on Economic Social and Cultural Rights, 1966
- Uganda has ratified the African Charter on human and Peoples Rights
- Uganda has ratified the Convention on the Right of the child
- The Constitution: Objectives XIV and XXII of the National Objectives and Directive Principles of State Policy specifically demands the State to ensure that Ugandans have food and nutrition security.
- Other laws such as the Food and Drugs Act protect aspects of the right to food.

4. STATE OBLIGATIONS IN RELATION TO RIGHT TO FOOD

4.1 When States ratify human rights treaties, they agree to implement specific obligations for its citizens to enjoy the rights outlined in those treaties. The following are summaries of obligations with regard to the right to food.

4.2 The obligation of non-discrimination

Government in all its actions should not discriminate against individuals or groups of individuals for reasons including ethnicity, geographical location, religion, belief, sex, property or social status. Discrimination may be direct or indirect, intended or unintended.

Consider the NAADS program, a government program to provide advisory services to rural farmers. According to the program, farmer wishing to access funds under NAADS must organize themselves into farmers groups and pay some form of fees for the services. Thus it is this category of farmers who can access these services leaving out those cannot pay and organize themselves into farmer groups. The NAADS program is therefore discriminatory against the “Non-active farmers” who are in most cases the poor and marginalized.

4.3 The obligation to respect the right to food

In human rights the word “respect” as applied to human rights obligations has a specific meaning. It means “do no harm”. An obligation to respect therefore means a government must not by actions or omissions reduce or interfere with an individual's current enjoyment of the right to food.

Example of failure to discharge obligation to respect

When a government pursues development policies/programs that force subsistence farmers off the land without arrangements to ensure their livelihood and therefore their access to food.

The case of the Kaweri villagers in Mubende is a good example: The Uganda Government evicted subsistence farmers from land and allocated it to a German firm to grow coffee. Hundred of subsistence farmers were evicted from land where they earned their livelihood and therefore the right to food. No viable alternative was found for the farmers. There was in this case a failure to respect the right to food of these subsistent farmers.

NAADS as a program also offers a good example: Before the introduction of the NAADS program Government provided agricultural extensive services free of charge to all farmers. With the introduction of NAADS whose service should be paid for, many farmers who cannot afford to pay lost access to extension services. This was a failure to respect the farmers then existing right to agricultural extension services which services facilitated the right to food.

4.4 The Obligation to protect the right to food

Again in human rights law the word “protect” is assigned a very specific meaning. It means governments should protect individuals from the conduct or actions of third parties – protect from actions which would violate those individuals’ rights to food.

Examples of failures to protect

1. *Failure to put in place an effective system of food inspection in the country can lead to unwholesome food being sold in markets.*
2. *Failure by the Uganda Wild Life Authority to prevent park animals straying and damaging crops of farmers in an area.*

3. *Failure by government to have in place effective laws and regulations that protect small scale farmers from evictions from lands on which they earn a living.*

4.5 The obligation to fulfill the right to food

This obligation has three aspects: - provide, facilitate and promote.

- **The obligation to fulfill (*provide*)** requires that government provides emergency food to people who are suffering from hunger. When people are unable on their own to access adequate food, it is the duty of Government to ensure that they get adequate food.

Examples:

1. Karamoja as a region predictably suffers hunger on an annual basis and many people there go hungry. Despite this knowledge the Government hardly allocates any funds for the provision of basic food stuff to supplement the food needs of the Karimojong. *The failure to plan and budget for the food needs of the Karimojong in such situations is a failure to meet the obligation to provide*
- **The obligation to fulfill (*facilitate*)** requires the government to put in place an enabling environment that allows individuals to feed themselves and their families. Such an environment exists if people are either able to produce their own food (farming) or are able to earn sufficient income to be able to purchase adequate food.

Example

1. *In 2003 the African Union endorsed the “Maputo Declaration on Agriculture and Food Security in Africa” calling on governments in Africa to allocate at least 10% of their budgetary resources to agriculture. Uganda has been allocating between 3% and 5% to agriculture. Given that 80% of the population lives in the rural areas and are dependent on subsistence agriculture, is the government facilitating an enabling environment for 80% of its population to adequately feed themselves? Is it utilizing its maximum available resources to realize the right to food?*
2. *The Uganda Government allocates funds for agricultural extension services thorough NAADS. From the media and speeches by the President there are reports of corruption related to the program that allocated funds are not all reaching their intended targets. The reports are that some of the funds are diverted or spent inefficiently. This suggests government’s failure to monitor the expenditures closely. Such failure constitutes a failure to create an enabling environment for farmers to feed themselves or earn sufficient income to enable them buy adequate food.*
- **The obligation to fulfill (*promote*)**. This is a requirement that government ensures that people are aware of their rights and they can access redress when the rights are violated.

4.6 The obligation of conduct

This obligation requires government to take action. Such action must be purposeful and calculated to enable the population realize the right to food. For example government would be expected to raise revenue, allocate and spend funds on policies and programmes designed to promote the right to adequate food.

4.7 The obligation of result: this obligation measures the success of steps undertaken by government to meet the right to food. It requires that government policies, programs actually have led to the people enjoying the right to food. It measures the outcome of government programmes /policies. The test for the obligation is whether the people’s right to food is being respected, protected and fulfilled. ***The obligation involves assessing the impact of government actions.***

4.8 Obligation to spend the maximum of available resources with a view to progressively fully realize the right to food.

The right to food as earlier mentioned is recognized under Article 11 of the ICESCR. Article 2 (1) of that Covenant requires state parties to take steps to the maximum of its available resources in order to progressively achieve the rights recognized under the Covenant.

Maximum of its available resources

- Economic and social rights should receive priority in policies, programs, budgets. If for example non-priority areas are funded while core rights are neglected – is government using its maximum available resources to facilitate the enjoyment of socio-economic rights?
- Funds are allocated for these rights but are not spent. That is also failure to use available resources.
- Funds are allocated but are stolen by officials.

In assessing whether the government is using the maximum of its available resources, (whether at the national or district level), on the right to food it is relevant to find out:

- Percentage of national or district budget relevant to the right to food.
- The utilization of funds allocated to implement policies, programs related to right to food.
- The result/impact of policies/programmes

5. ASSESSING THE ENVIRONMENT FOR THE RIGHT TO ADEQUATE FOOD

The environment for the right to adequate food in a country can first and foremost be seen from the country's legislation, policy, programmes, administrative measures and resources allocated for the realization of the right to food. It is also relevant to identify the constraints for implementing these laws, policies and programmes. Accordingly the right to food environment assessment should look at the following:-

- Legal framework
- Policy framework
- Institutional arrangements and administrative measures for implementing policies and laws.
- Budget allocations for the implementations of laws and policies

5.1 Legal and legislative framework

It is important to find out how laws support the realization of the right to adequate food. The legal environment is made up of the following:-

- International laws ratified by the country
- National laws
- Local governments bye-laws
- Rights protection institutions

5.1.1 Uganda's international obligations on the right to food

We have earlier discussed the obligation of states with regard to the right to food. These obligations are assumed by national governments who may implement them by measures including devolving responsibilities to local governments. To find Uganda's obligations under international law with respect to the right to food undertaking an overview of the relevant treaties Uganda has ratified is necessary. The following for example are relevant:

- The International Covenant on Economic, Social and Cultural Rights.
- The Convention on the Right of the Child
- The African Charter on Human and Peoples Rights

Note that in Uganda International treaties are not directly applicable at the national level. It requires an enabling domestic law. However there is debate whether or not the constitution as it is does or does not allow direct application of treaties ratified by Uganda. Consider the following provisions of the Constitution with respect to international human rights law.

- Article 8A of the Constitution with respect to the objective principles of State policy where the State's obligation with respect to right to food is recognized.
- Article 45 of the Constitution which states that Chapter 4 of the Constitution does not bear an exhaustive list of rights to be enjoyed in Uganda.

5.1.2 The National legal framework

An adequate national legal framework is a good foundation for the realization of the right to food. The relevant laws are laws dealing with food safety, laws regulating access to natural resources (land, water, forest, fisheries etc) and private laws such as inheritance and welfare legislations. An overview of situation of these laws is necessary.

a) **Assess whether**

- The right to food is recognized by the Constitution.
- Aspects of the right are protected by other constitutional rights (health, nutrition, social assistance, life, human dignity, work)
- The right is provided in the principles or state directives and its implication for right to food.

b) **Assess whether**

- There are Sector laws relevant to the right to food, for example the provision of laws on food safety, social security/ social protection, land laws, food fortification etc.

c) **Asses whether**

- There are district bye-laws relevant to the right to food: - for example there are districts with bye-laws on food production, storage and safety nets.

d) **Assess whether**

- The laws are implemented
- The laws are implemented for all segments of the population
- The laws do not discriminate or de facto exclude certain groups – recall the NAADS example given earlier

5.1.3 Recourse mechanisms

Rights are meaningless unless there are recourse mechanisms when the rights are violated.

Accordingly assess whether;

- There are administrative, quasi-judicial and or judicial recourse mechanisms for the violation of the right to food and how easy to access them. What enabling measures are there for the poor to access the recourse mechanisms
- Is the right to food justiciable? Are there cases where socio-economic rights have been enforced to indicate that the right to food as a socio-economic right could be enforceable?
- The Uganda Human Rights Commission has acted on its mandate of protecting the right to food. Has it received and dealt with complaints on socio-economic rights including the right to food.

5.2 The policy framework

Policies and programs are designed to meet particular needs and to respond to underlying and root causes of a problem. In the case of the right to food, policies should be assessed with a view to mapping out their impacts on the right to food. Their impact on vulnerable groups is particularly important to assess. And the assessment should find out whether the policy framework that exists contributes to creating the proper environment that allows all to realize their rights to food.

In Uganda some of the policies to be examined are:-

- The Food and Nutrition Policy 2004
- The Plan for the Modernization of Agriculture (PMA)
- The National Agriculture Advisory Services (NAADS)
- The Land Policy
- The Plan for the Eradication of Poverty (PEAP)

5.2.1 Assessing Policy framework

The following questions are relevant to consider when assessing the national policy framework:-

- a) Does the policy/program contribute to the realization of the right to food? If so in what manner or aspects?
- b) Does the policy pay particular attention to the rights of the food insecure and the vulnerable?
- c) What gaps if any exist in the policy framework? Explore strengths and weaknesses
- d) Are the policies backed with adequate funding and strategies/measures for their implementation?
- e) Are the policies actually being implemented? What are the challenges in implementation?
- f) What impacts have the policies had on the realization of the right to food particularly that of the food insecure and the vulnerable?
- g) Does the policy clearly identify duty bearers and their responsibilities, with clear accountability mechanisms?

5.2.2 Assessing the impact of food and nutrition policies on the right to food

A good policy framework for the right to food *should address successfully the immediate and underlying causes of food insecurity*. Immediate food requirements can be addressed through for example:-

- Emergency food aid
- Safety net provisions
- Provisions of fortified foods to the nutritionally secure
- Provision of school meals
- Provision of food for work

Policies should contain measures to address such immediate food requirements as this is very crucial for those who are at risk of food insecurity.

Finding the underlying and root causes of food insecurity through a casualty analysis is very important because it makes it possible to recommend solutions. An inventory of food security policies and programmes including who they target should show whether the policy framework deals with the underlying and root causes of food insecurity and whether the policy framework has programmes that target the vulnerable. An inventory could be tabulated as shown here under:-

Inventory of policy framework - examples

Program	Main Objective	Target Beneficiaries	Weaknesses
NAADS	Improve food and nutrition at household level	Rural farmers	Targets only the “active poor”
NAADS	Provide extension services	Rural farmers	Excludes the “non active peasants”
School feeding program	<ul style="list-style-type: none"> • Nutrition for school children • Increase school attendance 	All school children	<ul style="list-style-type: none"> • schools not to force parents to pay for meals. • Govt. does not pay for the meals

In compiling an inventory it is critical that all attempts are made to find out whether there are policies or programmes that relate to general food security interventions and those that target hunger reducing interventions. These policies often are the most useful to the vulnerable. The list in the following table can assist in identifying if such programmes exist.

Examples of general food security interventions

Food insecure households

- Income generation programmes
- Community Development programs
- Agricultural extension services
- Nutrition education programmes
- Micro credits for the poor
- Reproductive health schemes
- Direct social support for the food insecure
- Emergency food support
- Food security programmes

Food insecure children

- Growth monitoring programs
- Programs supporting complementary feeding
- Hygiene education and good sanitation promotion programs
- Breast feeding promotion programs

Examples of Direct hunger-reducing interventions

Chronically hungry children

- School feeding programmes
- Therapeutic feeding (“Mwana Mugimu”)
- Food fortification e.g. salt; iodization
- Vitamin A supplementation
- Iron supplementation
- Zinc supplementation

Very poor-households

- Community based food supplementation
- Community based economic growth promotion
- Community based nutritional health schemes
- Cash transfers, food for work, food distribution
- programs for prevention of water borne diseases
- Early child care programmes
- Malaria prevention programmes
- Primary health care services

Aids affected households

- Provision of ARVs
- Food supplementation
- Social support services

5.3 Institutional framework

The responsibility for the realization of the right to food lies with more than one ministry, and institutions both at the national and local government level. In Uganda Ministries like the Ministry of Agriculture, Animal Industry and Fisheries, Ministry of Health, Ministry of Water and Environment, Ministry of Lands Housing and Urban Development, Ministry of Trade and Industry and Ministry of Finance, Planning and Economic Development are some of the key ministries in the roles that affect the right to food,. Institutions like the Food and Nutrition Council, the PMA Secretariat, the NAADS Secretariat, the National Bureau of Standards, the Uganda Human Rights Commission are some of the institutions with duties touching the right to food. At the district level are the District Planning Committees, the Disaster Management Committees, and the various sector committees whose functions have connection with the right to food. With decentralization agricultural extension services including livestock diseases control have been devolved to the districts.

5.3.1 Identify key institutions

An assessment of the institutional framework must as a matter of course begin with the identification of the key institutions at the national and local government level. An institution in this sense includes government ministries, committees, constitutional and legal institutions whose roles are relevant to the realization of the right to food. It is crucial to screen and identify those institutions with the most important areas of the right to food. The key elements of the right to food to bear in mind are:-

- Availability and access
- Food safety
- Nutrition quality
- Safety net provisions for the right interest of the vulnerable
- Recourse mechanisms for violations
- Provision of nutritional education and agricultural knowledge
- Access to natural resources such as land

With the above key elements in mind the following is indicative of the criteria for identifying relevant institutions

- Ministries and institutions in charge of agriculture, health, nutrition , education, sanitation, land, water, trade and industry, consumer protection, wages marketing and distribution.
- Commissions/Committees that coordinate food security at different levels e.g. Food and Nutrition Council, Department of Disaster Preparedness in the Prime Minister's Office, District Disaster Committees, District Planning Committees
- Whether there are institutions in charge of social protection programs e.g. food aid, school feeding.
- Institutions that deal with violations of human rights e.g. Uganda Human Rights Commission, the Judiciary, administrative arrangements to handle food insecurity.

5.3.2 Assess capacity of the institutions

Assessing the capacity of the institutions should focus on the following:-

- The mandate/responsibility: - what are the functions of the institution? What mandate of the institution is relevant to the right to food?
- The legal mandate: - Has it the legal mandate to enforce its functions? What mandate of the institution is relevant to the right to food?
- Resources: Does it have adequate financial resources to undertake its duties?
- Capacity: - Other than financial resources does it have the human and technical capacity to undertake the mandate?

5.3.3 Assess the allocation of roles

The cross-sectoral nature of the right to food means that the duty for its achievement may be scattered across institutions at the national and local levels. It is important that an assessment clarifies these roles and responsibilities between sectors and levels of government. It is absolutely important to map out for example the responsibilities of the Central Government and that of the Local Governments. This ensures that any weaknesses are attributed to the correct duty bearer.

The ideal situation would be that the mandates of the institutions would be clear but that is not always the case. As a result duty-bearers may not be clear about their roles and therefore don't act as expected.

The following box contains a suggested framework for assessing institutions

Framework for assessing institutions

Institution : Name		
Area	Guiding Questions	Assessment
Responsibility	What is the role of the institution in implementing right to food?	
Mandate	Is the mandate clearly defined? Is the institution and staff aware and clear of their tasks as duty bearers? Is the institution willing to conduct the tasks?	
Authority	Does the institution have the necessary authority to perform the functions given to it? If the institution lacks the authority to achieve the tasks, who is filling the gap?	
Access and controls of resources	Does the institution have command over sufficient resources to perform its functions? Is enough staff hired to conduct the tasks? Is the institution equipped with office space and other logistics e.g. computer, telephone, vehicle? Does the institution interact and co-ordinate with other institutions relevant to the right to food?	
Capacity	Is the institution and its staff capable of conducting the tasks? Is the staff adequately trained on their subject matter and the right to food? Are the methods and tools used pursue a right-based approach? Find out any other limiting factors that prevent the institution fulfilling its mandate.	

5.3.4 Assess stakeholder's participation

In Uganda just as in other developing countries Civil Society Organizations and Non-Governmental Organizations do play important roles in the realization of the right to food. Many NGOs, and organizations supported by bilateral donors have been instrumental in ensuring access to food particular in times of conflict, disaster and emergency. These Organizations have been active for example in Northern Uganda, Karamoja and parts of Western Uganda.

Guidelines 18.2 of the Right to Food Guidelines recognize the role of stakeholders and calls for the identification of their roles, and learning from their experiences. It further calls for the state to establish partnerships and sustain co-operation with such stakeholders.

It is therefore relevant to assess the capacity of Civil Society/NGO whose work involve aspects of the right to food. This is particularly important for CSOs/NGOs who work at the district level as is predominantly the case in Uganda.

5.3.5 How to assess roles of stakeholders at district levels

1. Identify the CSOs/NGOs operating within district and whose mandates are relevant to the right to food. District (CAO's Office) often has a list of the CSOs/NGOs and what they do.
2. Interview the CSOs/NGOs but preferably organize a stakeholders meeting and find out the following information from them:
 - Do they know what the right to food is and the commitment of the Government under the ICESCR?
 - Do they adopt a needs/or charity approach or are their activities based on human rights and if so how?
 - How many do work directly on food security and the right to food?
 - Do they have networks/alliances for the promotion of the right to food?
 - Have they influenced policy decisions at the national and the district level? Have they participated in the national or district policy/program design?
 - Find out their assessment of the right to food situation in the district.
 - Assess the impact of their work on the right to food.

5.3.6 Assess rights holders' awareness of right to adequate food

Lack of awareness about human rights results in people not claiming these rights. In the same vain people fail to hold duty bearers accountable for their failure to put in place effective measures for the realization of rights. We have already seen for example that for the right to food and other socio-economic rights to be realized, states have the obligation to put in place the proper legislative, policy and programmatic environment. It is therefore important, for the assessment of the right to food in a given area, to find out whether the people in the area are aware of the right to adequate food. The box below contains suggestions on how this assessment could be approached.

How to measure "Rights awareness" on the right to food.

Suggested methodology:

- hold group discussions at community level
- Interview individuals
- identify food insecure individuals and interview
- interview CSOs, NGOs and UN Agency Staff
- assume that rights-holders are not familiar with right to food
- assess and report on positive events

Guiding principles: - Find out if individuals....

- know that food is a human rights
- know roles of duty bearers/government and local governments)
- are aware of their own responsibility regarding right to food e.g. production, nutrition, sanitation, duty to family.
- know their legal entitlement e.g. in case they are unable to meet their food needs.
- understand what constitutes a violation of the right to food.
- are aware of recourse mechanisms if available and how to make a Complaint.
- are aware of government programs relevant to the right to food such as NAADS, Prosperity for all etc and what to do if an individual does not access the programs.
- are aware of the roles of the Department of Disaster Preparedness, the District Disaster Committees, and the sub-county committees with regard to the right to food.

Civil society groups

- are well organized in the area
- pursue a human rights approach
- have identified entry points for claiming the right o food and have assistance for vulnerable persons to claim their rights.
- are promoting the realization of the right
- participate in development of government and district plans or programs.

6. WHOSE RIGHT TO FOOD IS NOT REALIZED?

6.1 Having assessed the environment for the right to food it is relevant to assess whose right to food is not being realized in the district or local government level. Guidelines 13.2 of the right to Food Guidelines calls upon states to:-

“... Systematically undertake disaggregated analysis on the food insecurity, vulnerability and nutrition status of different groups in society with particular attention to assessing any form of discrimination that may manifest itself in greater food insecurity and vulnerability to food insecurity, or in a higher prevalence of malnutrition groups, or both, with a view to removing and preventing such causes of food insecurity or malnutrition.”

It is crucial therefore to conduct a vulnerable group profiling for the district

And this involves identifying and describing those who are food-insecure and vulnerable. These should be grouped by livelihood characteristics. Profiling should include the determination of the reasons why those groups suffer from hunger and malnutrition.

The FAO Report on the State of Food Insecurity in the World 1999 can serve as a starting point for identifying vulnerable groups. In 2004 FAO commissioned 6 studies one of them in Uganda, which profiled groups vulnerable to food insecurity. **The groups in the following table were identified and have been recognized by the Budget Monitoring and Accountability Unit of the Ministry of Finance Planning and Economic Development (BMAU)**

Vulnerable groups in Uganda

Conflict related	Demographic categories	Poverty related
<ul style="list-style-type: none"> • Refugees • Internally displaced persons • War Orphans • Abductees • Traumatized Civilians • Households in or near conflict zones 	<ul style="list-style-type: none"> • Asset-less widows/widowers • Orphans and Abandoned children • Female-headed households • Child –headed households • People with disabilities • Chronically sick • HIV/AIDS sufferers and carers • Victims of domestic abuse • Ethnic minority groups • Street children • The Elderly 	<p>Urban</p> <ul style="list-style-type: none"> • Urban unemployment • Low-paid workers • Informal sector workers • Beggars • Squatters <p>Rural</p> <ul style="list-style-type: none"> • Rural landless • Cash crop farmers • Pastoralists • Plantation workers

Source: - (FAO (2004) IGWG RTFG/INF4; Case study Report, Uganda

Note: The Uganda National Household Survey (UNHS 2005/2006) revealed that 15% of children below 18 years are orphans, 18% of the children aged 5-17 are in child labour. The National disability rate stands at 7% of the population of which 80% live below poverty line. Older persons estimated at 6.1% are poor and vulnerable.

These are many groups of vulnerable persons. Detailed information required for each of the groups may not be available at the district level. The information on some of them may be found at the national level and

from some agencies active on these groups at the regional or district level. The following are suggested information sources:-

- Relevant Ministries/Departments/Commissions
- UN Agencies
- Bilateral development agencies
- Civil Society Organizations (CSOs) and NGOs working on the groups
- UBOS
- Uganda Population Secretariat
- District Offices

6.2 Steps in vulnerability profiling

- a) List determining factors of the group:- size of group, ethnicity, age, any common characteristics etc
 - Establish the number of undernourished per group i.e. those whose food intake is below a selected per capita energy intake.
 - Establish those vulnerable per group i.e. those vulnerable to being food insecure. (See criteria in later discussion).
 - Characterize the kind of food insecurity each group faces; 'is it chronic, transitory or a cute undernourishment.
- b) Determine the vulnerability context of each group. Vulnerability context refers to those unpredictable factors that can negatively affect an individual's livelihoods or cause households to fall into deeper poverty. The following are examples of such factors:-
 - Whether related shocks and natural disasters; drought, earthquakes, floods
 - Pests and disease epidemics: - insect attacks on crops, diseases affecting animals and persons.
 - Economic shocks: - inflation, commodity prices, unemployment, low wages.
 - Civil strife: - armed conflict, displacement, loss of property.
 - Seasonal stresses: - Season of low food availability.
 - Environmental: - land degradation, soil erosion, infertility.
 - Idiosyncratic shocks: - illness, death of bread winner, job loss; loss of property.
- c) Determine the livelihood assets of each group. Livelihood assets is the resource base upon which the community or the different household categories depend on for livelihood. Determining the livelihood assets involves looking at the different types of asset upon which individual households use to sustain their livelihoods and to withstand impacts of shocks. The Sustainable Livelihoods Approach (SLA) as developed by DFID lists the following:-
 - Natural Capital: Refers to the natural resources useful for livelihood – examples are land, water, environmental resources.
 - Social Capital: Refers to the social resources upon which people draw for livelihood – In Uganda social networks, membership of groups/clans have always remained important in supporting livelihoods.
 - Human Capital: Skills, knowledge, ability to work, and health status are important in order to be able to pursue different livelihood strategies.
 - Physical Capital: Basic infrastructure – transport, shelter, water, energy, communications and the means which empower people to pursue livelihoods.
 - Financial Capital: Available financial resources savings, credit, pensions, cash transfers which can provide a person with different livelihood option.

6.2.1 Causes of vulnerability in Uganda

According to the Ministry of Finance, Planning and Economic Development vulnerability should be viewed in the context of poverty. Poverty can be central in the failure of people to realize their right to adequate food. Research by the Chronic Poverty Research Centre (CPRC) in Uganda confirms the causes of vulnerability in Uganda to consist of the factors cited in section 6 (2) (b) of this manual on page..... The second Participatory Poverty Assessment (PPA) conducted in Uganda during 2001/2002 revealed that overall the most important causes of vulnerability in order of rank are:-

- Poor health and diseases
- limited access to land and land shortage due to large families
- Lack of markets for produce
- Unemployment
- Illiteracy
- Lack of income

7. CAUSALITY ANALYSIS

7.1 Causality analysis is a tool which is used in development approaches. Its aim is to reveal what particular development problem exists. In the context of the right to food it is a tool which is important when conducting a right to food assessment. A good causality assessment on the right to food of a particular country or district should be able to bring out:-

- The reasons/ factors causing food insecurity
- The extent of violation of the right to food.
- The risk probability of the right to food being violated.
- The link between government policies and programmes and the realization of the right to food.
- The challenges facing vulnerable groups in the realization of their right to food.

UNICEF has developed a conceptual structure which is normally applied in a right to food causality analysis. The conceptual framework is based on three causality levels:-

- Immediate causes of malnutrition: - looks at food intake and the ability to the body to adequately utilize the food.
- Underlying causes: - Looks at the extent to which the environment an individual lives impact on the individual's nutrition intake.
- Root causes: - : Looks at the causes at the macro-level (national sub national and international) that affects the individuals' realization of the right to food.

7.2.1 Immediate causes of malnutrition

Immediate causes of malnutrition can be the following:-

- Inadequate energy and nutrition intake and/or
- Inadequate utilization of food due to high prevalence of disease
- Food consumption i.e. quality of diet can also depend on the type of food consumed, how food is prepared and how it is consumed
- Health status of the individual: a sick person is likely to lose appetite, eat a poor diet, and poorly digest food. A person not well nourished has weakened immune systems and is prone to infections and infections can potentiate malnutrition.

7.2.2 Underlying causes of malnutrition

The underlying causes of malnutrition can be explained by four broad areas:-

Food availability: In Uganda food availability can be affected by the following:-

- Drought, flood, which affect production in particular districts.
- lack of land for food production in particular for subsistence farmers
- Poor quality of land for agriculture.
- The seasonal nature of food production by subsistence farmers who often do not produce enough to last the year.
- Lifestyle such as pastoralism
- Poor harvest due to climatic reasons
- Food availability is very much the problem for vulnerable groups identified earlier in the manual.

Accessibility to food: Accessibility to food can be denied due to economic or physical constraints. In Uganda this is often because of:-

- No or too little income
- high prices of food
- Lack of availability of food in a household due to failure of harvest for Subsistence farmers.

A poverty analysis and economic indicators is relevant in assessing accessibility to food. Some useful indicators are: - percentage of population living below US\$1 per day, percentage of population living below the national poverty line, and the share of the poorest quintile in national consumption.

Lack of knowledge in collecting, storing, preparing and eating food:- Poor diet in Uganda tend to be due to staple foods consumed/eating habits leading to daily consumption of diet which are not balanced. As such much of the Ugandan diet lacks fruits, vegetables, fish and meat. The reasons for this are:-

- Little or no income
- Lack of nutritional knowledge which affects food preparation, food processing, eating habits/beliefs, poor feeding of children, pregnant and lactating mothers etc.

Indicators for nutritional knowledge may be difficult to come by in Uganda. Proxy indicators are therefore useful: - Examples are number of children completing primary school, UNESCO and MDG indicators on Uganda will show literacy rates and enrolment in primary school.

Health and sanitation:- When the health and sanitation condition in which a person lives is unfavorable it may lead to sickness and therefore the inability to produce, access or utilize food. The indicators to look for are:-

- The availability of safe water, proper sanitation, and safe environment including shelter. When these are available certain disease conditions are minimized.
- Number of doctors, nurses, health workers per 10,000 inhabitants (WHO indicator)
- Per capita expenditure on health
- Percentage of population with access to improved sanitation (can be obtained from UHS, UN Habitat Millennium indicators).

7.2.3 Identifying the root cause of food insecurity

The root causes of malnutrition or hunger can be complex as it can be linked to various factors. However for the purpose of district assessment it is recommended that emphasis is placed on the root causes that result in the underlying causes of food insecurity at the district level. This will involve the general examination of the national and the district environment which affect the right to food.

National Level: What are the legal, policy and institutional framework that support the right to food? In particular how do they cater for the interests of the vulnerable? In addition find out how other factors such as these below have impacted on food security in the district:

- Lack of security
- Corruption
- Macro economic policies
- Distribution of resources

Sub-national level: - Districts in Uganda are mainly set up according to ethnic groups who tend to have particular livelihood systems. Livelihood system can be a root cause for hunger/food insecurity. At the sub-national level the following should be considered when identifying root causes:-

- The district policy, byelaws/regulations and institutional framework that impact the right to food.

- The livelihood system of the people who live in the district e.g. pastoralism, subsistence farming.
- The vulnerable context of the people in the district – shocks, events, trends that impact on rights to food. (See the section on vulnerability profiling).
- The capacity of district institutions to implement policies, laws.
- Identify cultures, traditional practices, and religion and beliefs that affect food security.
- The specific causes of food insecurity for identified vulnerable groups in the district.
- Land availability and use



A GUIDE ON CONDUCTING A RIGHT TO FOOD ASSESSMENT AT DISTRICT LEVEL IN UGANDA

TOOLKIT FOR ASSESSING THE RIGHT TO FOOD AT DISTRICT LEVEL IN UGANDA





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1. INTRODUCTION

1.1 This tool, adapted from the Guide to Conducting a Right to Food Assessment prepared by the FAO Right to Food Unit is to assist the Uganda Human Rights Commission undertake a right to food assessment at the district level. The Commission is mandated to monitor government compliance with human rights standards with a view to rendering advice to government for the improvement of the human rights situation in the country. The mandate allows the commission to contribute to legislative policy and programme development. This tool is expected to assist the Commission gather relevant information to enable it compile important recommendations to government regarding the implementation of the right to adequate food in Uganda.

1.2 An assessment of the right to adequate food has been identified as a necessary first step for countries wishing to develop effective strategies for the realization of the right to adequate food. This was expressly recognized in the Voluntary Guidelines for the progressive realization of the right to adequate food. The Guidelines reflect a common understanding of this right by governments and generally embody a consensus on the processes necessary to achieve the progressive realization of the right. Guideline 3.2 states that: *“The elaboration of the strategies should begin with a careful assessment of existing national legislation, policy, and administrative measures, current programmes, systemic identification of existing constraints and availability of existing resources.”* The same clause of the Guideline stresses that an assessment of the right to food is necessary for states to *“formulate the measures necessary to remedy any weaknesses, and propose an agenda for change and the means of its implementation and evaluation.”*

1.3 District assessments are certainly crucial in arriving at the global picture of the right to food in a country like Uganda where factors affecting the right to food can vary from region to region. The assessment contributes to the entire implementation process of the right at the national level because the assessment is conducted with the following objectives in mind:

- Understanding who in the district or country suffers from food and nutrition insecurity, where they are located, and the reasons why they are food insecure or malnourished.
- Collecting and providing the necessary information to government and other stakeholders to formulate measures needed to foster the progressive implementation of the right. These measures should encompass the enabling legal, policy and institutional arrangements.
- Using the results of the assessment to contribute to the understanding, advocacy and dialogue between the government and relevant stakeholders on what the situation of the right to food is and what requires to be done to achieve the realization of the right by all.

1.4 As has been explained in the Guide an assessment of the right to food basically should aim at determining the food and nutrition security situation. Once this is determined it can be used to reach a conclusion on the extent to which the right to food is being realized. An assessment should aim at answering the following three basic questions:

- Who are the people whose rights to food are not being realized or whose rights are being violated? Who are the food insecure or are at risk of food insecurity or nutritional risk?
- Where are the food insecure located?
- What are the reasons for the right to food of those people not being realized? Why are they food insecure or at nutritional risk?

2. REVIEW THE NATIONAL ENVIRONMENT FOR THE RIGHT TO FOOD

The enjoyment of the right to food in any district in Uganda should be examined in the context of the national environment for the right to food. This is important because districts operate within the context of national laws and policies which they are bound to comply with and implement. The national environment does not only have a relationship with the districts but can have impacts on what happens in the districts. An assessment should therefore bear in mind the relevant national.

- Legal framework
- Policy framework
- Institutional framework
- Budget allocations

2.1 The Legal framework to examine and bear in mind includes

- International Covenant on Economic, Social and Cultural Rights, 1966.
- The African Charter on Human and Peoples Rights.
- The Convention on the Rights of the child
- The Constitution of Uganda – Articles 8A, 45, 34(7), 35, and the National Objectives and Directive Principles of State Policy
- The Children Act
- Laws on food safety
- The NAADS Act
- The Land Act

2.1.1 Why examine the legal framework?

(a) Constitution: To assess whether:

- Right to food is explicitly protected in the Constitution
- Aspects of the right is protected:- Examples are; social protection and social assistance, nutrition education, right to work, security of land tenure, health service provision
- Right is protected for certain groups e.g. children, the aged, persons with disability, vulnerable persons
- Sector laws are adequate to cover issues like food safety, social security, food fortification.
- Any of the protections are being implemented and enforced in the district

(b) Laws: To assess whether:

- The legal framework is being implemented in the district.
- The legal framework is implemented for all segments of the population.
- The laws are not discriminatory (intentionally or unintentionally) –Recall the example given about the NADS programme discussed in the attached Manual.

(c) Recourse mechanisms: To assess whether:

- There exists legal, administrative, quasi-judicial recourse mechanisms when the right to food is violated or is not being realized and how easy it is for the vulnerable to access those recourse mechanisms? Are these being implemented in the district?
- The Right to food is legally enforceable –consider the provisions of Articles 8A and 45 of the Constitution. Also find out whether there are any socio-economic rights which have been held to be enforceable

in Uganda. Are there laws that enforce aspects of the right to food in Uganda? Examples to look for are laws on food standard and food safety, compulsory primary education etc. How are these being applied in the district?

- The Uganda Human Rights Commission has acted on its mandate as far as the right to food is concerned.

It would be important to make **an inventory** of the laws indicating provisions which are relevant to the right to food. Identify from each law what aspects of the right to food it protects/promotes, who the targeted beneficiaries are. Indicate the **weaknesses** in the law if any.

2.2 The Policy framework:

There are a number of policies which impact on the right to food. These must be born in mind with a view to assessing how they are being implemented in the district. Their impact should as well be assessed. These policies include:

- The Plan for the Eradication of Poverty (PEAP)
- The Food and Nutrition Policy, 2004
- The Plan for the Modernization of Agriculture
- The NAADS Programme
- The Land Use Policy
- The National Health Policy
- The National Environment Policy
- The Decentralization Policy
- The IDP Policy
- The Livestock Policy

2.2.1 What to look for in the Policies:

- If the policy/program contributes to the realization of the right to food. If so in what respect?
- Does the policy framework adequately cater for the rights of the food insecure or of vulnerable persons?
- What gaps if any exist in the policy or national policy framework? Explore the Weaknesses/strengths.
- Are the policies backed with adequate funding strategies for implementation?
- Are the policies being implemented? What are the challenges in implementation?
- Do the policies clearly identify duty bearers and their responsibilities and prescribe clear accountability mechanisms?
- Assess where possible the impact of the policy framework on the realization of the right to food
- If the policy framework addresses the immediate and underlying causes of food insecurity such as: - emergency food aid, safety net, fortification of food etc.

2.3. Institutional Framework:

The responsibility for the right to food lies with different ministries, local governments and institutions. The key ministries and institutions and roles of local governments **should be identified** using the following criteria:

- Institutions/ministries responsible for the availability, access and utilization of food:- examples are MAAIF, Ministry of Health, Ministry in charge of social protection (Gender, Labour and Social/Services)
- Food safety:- For example the National Bureau of Standards
- Nutrition quality
- Safety net provision e.g. Prime Minister's office
- Interest of the vulnerable

- Nutritional education
- Agricultural knowledge and extension services e.g. MAAIF, NAADS
- Access to natural resources e.g. Ministry of Lands, Housing and Urban Development, Ministry of Water and Environment and local governments.

Using the above criteria the Ministries and Institutions to look at are:

- Ministries and institutions in charge of agriculture, health, nutrition, education, sanitation, land, water, trade and industry, consumer protection, wages, marketing and distribution.
- Commissions/Committees (national and at district levels) that coordinate food security. Examples: - Food and Nutrition Council; Department of Disaster Preparedness in the Prime Minister's Office, District Disaster Committees, District Planning Committees.
- Institutions that deal with violations of human rights: - Examples: the Judiciary, the Uganda Human Rights Commission, administrative recourse mechanisms.

2.3 1. Assess the duty bearer responsibility of the institution ministry or local governments:

- What is the mandate/responsibility: - functions that are relevant to right to food.
- The legal mandate: - Can it enforce its decisions arising out of its functions; what is its standing/impact? Is its work being subjected to interference?
- Resources: - Does it have adequate financial resources and command over it to undertake its duties?
- Capacity: - Other than financial resources does it have human and technical capacity to undertake the mandate?

Table for assessing institutions.

Institution : Name		
Area	Guiding Questions	Assessment
Responsibility	What is the role of the institution in implementing the right to food?	
Mandate	Is the mandate clearly defined? Is the institution and staff aware and clear of their tasks as duty bearers? Is the institution willing to conduct the tasks? To what extent does the mandate target the food insecure?	
Authority	Does the institution have the necessary authority to perform its functions? If the institution lacks the authority who is filling the gaps?	
Access and controls of resources	Does the institution have command over sufficient resources to perform its functions? Is enough staff hired to conduct the tasks? Is the institution equipped with office space and other logistics? Does the institution interact and coordinate with other institutions relevant to right to food?	

Capacity	<p>Are the institution and its staff capable of conducting the tasks?</p> <p>Is the staff adequately trained on their work and right to food?</p> <p>Are the methods and tools used following a rights based approach?</p> <p>Find out any other limiting factors that prevent the institution from fulfilling its tasks?</p>	
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2.3.2 Assess Stakeholders Participation:

Stakeholders in the right to food include Civil Society Organizations, Non-Governmental Organizations (NGOs), and UN Agencies and Bilateral donors. To assess their roles:-

- a) Identify the Coos/NGOs, UN Agencies etc whose mandates are relevant to the right to food. These could be working at the national level or district, or community levels. The District Chief Administrative Officers often have lists of NGOs/Coos operating within their districts.
- b) Interview the stakeholders:-It is recommended that a stakeholders meeting is held to collect the following information:-
 - If they know what right to food is and the government obligations under the ICESCR regarding the right to food.
 - The approach they adopt in their work: - Is it a needs or charity approach? Do their activities follow a rights approach and if so how?
 - How many of them work directly on food security?
 - Do they have network/alliances for promoting right to food?
 - How have they influenced policy decisions in the country or in the district? Have they participated in the national or district policy/ programme design?
 - What is their assessment of the right to food (availability, access, utilization) situation in the country, or district?
 - Assess the impact of their work on the right to food.

2.4. Budget Allocations.

Almost the entire budgets of district governments are funded by grants from the Central government. Budgetary allocations to the agricultural sector and directly to food and nutrition security should be examined. Its disaggregation district by district should be noted with the view of exploring whether they adequately answer for the food insecurity problems of districts. This will also entail looking at the district budgets. Allocations alone are not sufficient. It is important to look at the actual release and utilization of the amounts allocated by the budget.

2.5. Other information to look for to complete the assessment of the national environment:

Having completed a general overview of the policy, legal and institutional framework it is also important to have a general assessment looking at the national availability, accessibility, stability, utilization and adequacy of food.

Availability of food: - Indicators to look for are:-

- The national figures for agricultural and livestock production.
- Land use policy and effects on agriculture/security of land tenure for subsistence farmers
- Agricultural extensive services

- Climatic data:- drought, floods, hailstorms
- Proportion of land used for agriculture
- Land fertility, soil erosion and land degradation.

Accessibility /utilization of food: - Indicators to look for are:-

- Population below national poverty line disaggregated into urban percentage and rural percentage.
- Percentage of population below USD 1 per day consumption
- Percentage of poorest quintile share in national income or consumption
- Proportion of employed people living below USD 1 per day.
- Percentage of children under 5 moderately or severely underweight.
- Percentage of children under 5 severely underweight.
- Percentage share of youth unemployed to total unemployed
- Percentage of the population undernourished.
- Population undernourished, number of people
- Percentage of pupils finishing primary school – disaggregated into boys and girls
- Literacy rates
- AIDS orphans
- Proportion of the population using improved drinking water sources disaggregated into urban and rural
- Proportion of population using improved sanitation facilities disaggregated into urban and rural
- Slum population as percentage of urban population

Food utilization.

- *HIV/Aids prevalence rate, women and men*
- *People living with HIV/AIDS(15-49 years)*
- *Number of AIDS deaths*
- *Tuberculosis incidence*
- *Malaria prevalence*
- *Literacy rate*
- *Percentage of pupils finishing primary education disaggregated into boys and girls*
- *Population of people undernourished, number of people*
- *Percentage of population undernourished*
- *Infant mortality rate(0-1 year per 1000 live births)*
- *Children under 5 mortality rate children under 5 underweight.*

Stability:

Adequacy: (health, nutrition)

Note: These data can be obtained from:

- Ministry of Finance, Planning and Economic Development
- UBOS
- Uganda Population Secretariat
- WDI:- <http://milleniumindicators.un.org>

3. ASSESSING RIGHT TO FOOD AT THE DISTRICT LEVEL

3.1 The National environment on the right to food namely the policy, legal and institutional framework has a bearing on the right to food at the district level. Where national policies and laws create rights those rights are to be enjoyed at the district level as well. They also direct or guide the activities that the local governments undertake with regard to fighting food insecurity. The Decentralization Policy, the Constitution and the Local Government Act have devolved many key functions that affect the right to food to local governments: these are agricultural extensive services, health services, education services, community development programs and the implementation of emergency programs. Local Governments also have powers to introduce ordinances or byelaws to facilitate the implementation of functions that have been devolved to them.

Assessing the right to food at the district level will involve:-

1. Finding out and assessing the district plans for the implementation of government policy and national laws on the right to food.
2. Finding out and assessing the institutional framework the district has in place relevant to the
3. right to food.
4. Assessing the district budget relevant to the right to food.
5. Finding out whose right to food is not being realized and why?

3.2.1 What to look for in the district plans/programs:

- Are there plans/programs that contribute to the realization of the right to food? In what respect? Are they being implemented?
- If there are such plans/programs, does it pay special attention to the rights of the food insecure- (See paragraph 4.2 on identification of the food insecure?)
- Are existing programs and plans non discriminatory?
- What are the strengths and weaknesses of the plans/programs
- Are the plans backed by adequate resources for implementation of the plans?
- Does the plan/program address underlying causes of food insecurity in the district?
- Does the plan/program identifies duty bearers and their responsibilities and prescribes accountability mechanisms?
- Assess where possible the impact of the district plan/program on food security
- Are there byelaws on food security (Districts like Busenyi, Nebbi have such byelaws).

3.2.2 .General food insecurity interventions to be looked for in the district for assessment.

The following programs if being implemented in a district would present a good picture of the food insecurity interventions being undertaken for the realization of the right to food especially for persons whose food security is insecure.

Programs for food insecurity households:

- Are there income generation programs. Examples are the implementation of NAADS Programs, “Bona Baggawale” Programs.
- Are there effective community development programs?
- Are there effective agricultural and livestock extension services?
- Are there nutrition education programs?
- Are there programs for emergency food support?
- Are there specific food security programs?

- Are there schemes for extending micro-credit to the poor?
- Are there reproductive health schemes?
- Are there programs educating the population on hygiene and sanitation?
- Land security measures to protect the poor?
- Are people informed about these programs?
- Is there any authority people can refer to in case of program failure?

Food insecure children:

- Are there growth monitoring programs?
- Are there programs in the district for supporting complementary feeding for children?
- Are there hygiene education and promotion programs for mothers and children?
- Are there breastfeeding promotion programs?

3.2.3. Direct hunger – reducing interventions to look for in the district planning/programs:

Chronically hungry children:

- Are there programs for therapeutic feeding? Example: “Mwana Mugimu” programs that used to be run by hospitals.
- Are there school feeding programs?
- Are there Social protection programs for chronically hungry children?

Programs for food insecure households:

- Are there programs for community based food supplementation?
- Are there community based economic growth promotion?
- Are there community based nutritional health schemes?
- Is there a cash transfer or food distribution scheme for very poor households?
- Are there programs for the prevention of water-borne diseases?
- Are there early childcare programs?
- Are there effective primary healthcare services?
- Are there malaria prevention programs?

HIV/AIDS/affected households: Are there:

- Programs for supply of ARVs
- Food supplementation
- Social support services
- Hospice services
- Education, information and awareness programmes

3.3 Institutional framework at the district level:

Like at the national level it is important to find out and assess the institutional framework at the district level. These institutions can consist of either those managed by the Central Government or those set up and managed by the local government. What is most relevant is to assess the activities of these institutions in the district. What to look for are the mandates, responsibilities, activities and the performance of institutions responsible for:-

- Availability, access to and utilization of food: - Examples are Ministry of Agriculture, Ministry of Health, Ministry of Gender, Labour and Social Development.
- Food safety: Examples: - National Bureau of Standards; Health Inspection Services.
- Nutrition quality and Nutrition education. Example: Ministry of Health with regard to their responsibility to promote good nutrition.
- Agricultural and livestock extension services e.g. MAAIF, NAADS.
- Land tenure and land utilization: - Example: Ministry of Lands, Housing and Urban Development.
- Water and Sanitation: Ministry of Water and Environment.
- Coordination of food security: Examples: - Food and Nutrition Council, District Disaster Committees, District Planning Committees.

3.4 Assess the District budget relevant to the right to food:

The revenue available to local governments consist of conditional and unconditional grants from the Central Government. Local governments may also directly raise revenue through legally recognized taxation. The Central Government in addition has programs which Ministry officials themselves directly carry out in the districts using a budget earmarked for such activities in districts. A complete budget analysis of funds extended in the district relevant to the right to food may be difficult. A general assessment on the following areas should suffice.

- Funds allocated and extended in the district to support agricultural production particularly for subsistence farmers.
- Funds allocated and expended in the district for agricultural and livestock extension services.
- Funds if any allocated and expended for general food insecurity interventions as described in paragraphs 3.2.2, 3.2.3 here before.

Note: The assessment should aim at establishing a budget trend. Therefore the assessment should go three or more years back from the year of first assessment.

Table: Micro-nutrient deficiency:

Micro-nutrient deficiency	Anaemia		Iodine		Vitamin A		Other		Other	
	M	F	M	F	M	F	M	F	M	F
Children:										
Under 12 months										
12-24 months										
24-60 months										
School age :										
Youth 10 – 19 years										
Adults										
Over 60 years										

There is another alternative way of using indicators to measure the extent of food and nutrition insecurity in a district. This measures availability, accessibility and utilization of food and the other elements of the right to adequate food.

Indicators for food availability in the district:

- Per capita availability of major foods consumed in the district (culturally acceptable):- Find data on district food production, import and food aid received in the district.
- Proportion of subsistence farmers availed with agricultural and livestock extension services.
- Proportion of female-headed households and other vulnerable groups with legal title to arable land.
- Data on drought, floods, crop failure and emergency food supplies.
- Proportion of district budget spent on agricultural production – extension services for example.

Indicators for food accessibility/nutrition:

- Proportion of district population below minimum level of dietary energy consumption/proportion of undernourished population – See earlier explanation.
- Proportion of vulnerable population in the district receiving food supplement/emergency food.
- Proportion of population in the district with sustainable access to clean water and proper sanitation.
- District unemployment rate.
- Incidence of poverty in the district – proportion of district population below the poverty line.
- Infant/under five mortality rate for the district.
- Life expectancy at birth for the district.
- Proportion of one year olds immunized against vaccine preventable diseases.
- Proportion of live births with low birth weight.

4.2 Finding out whose right to food is not being realized in the district:

It is important to map out and identify whose right to food is not being realized. In 2004, FAO Right to Food Unit conducted a study that identified groups in Uganda who are always at potential risk of food and nutrition insecurity. These were grouped in three categories: - conflict related, demographic and poverty related:-

Vulnerable groups in Uganda

Conflict related	Demographic	Poverty related
<ul style="list-style-type: none"> • Refugees • Internally displaced persons • War orphans • Abductees • Traumatized civilians • Households in or near conflict zones 	<ul style="list-style-type: none"> As settlers widows/widowers orphans & abandoned children. Child headed households People with disabilities Chronically sick HIV/AIDS sufferers & carers Victims of domestic abuse Street children Elderly 	Urban <ul style="list-style-type: none"> • Unemployed • Low paid workers • Informal sector workers • Beggars • Squatters
		Rural <ul style="list-style-type: none"> • Landless • Cash-crop farmers • Pastoralists • Plantation workers

The above is not an exhaustive list of groups whose right to food is insecure. The assessment however should ascertain if these groups exist in the district and also ascertain their food security situation. The District and National data on these groups can be obtained from:

- Relevant ministries
- UN Agencies
- CSOs/NGOs working on the sub-groups
- UBOS
- District offices

Note: It is not enough to find out if these groups exist in the district. A **vulnerable group profiling** should be conducted. The reasons why the group suffers from hunger and malnutrition should be explored and recorded.

4.2.1 How to conduct vulnerability profiling:

- Find out size of group and common characteristics such as age, ethnicity, and location.**
 - Find out proportion of the group which is undernourished
 - Establish from the group those who are vulnerable.
 - Find out what kind of food insecurity each group faces – is it chronic, transitory, undernourishment etc.
- Find out reasons why each of the groups is vulnerable:-**

What factors cause the vulnerability? Following are examples of such factors:

 - Weather related shocks/natural disasters:- drought, floods, earthquakes/mudslides
 - Pests and disease:- crop pests, animal diseases
 - Economic:- inflation, high commodity prices, unemployment, low wages, poverty

- Civil strife:- armed conflict, displacement, destruction of property
- Seasonal:- seasons of low food availability
- Environment:- infertile land, land degradation
- Personal: - illness, death of breadwinner, job loss etc.
- c) **Find out Livelihood assets of each of the groups.**
- Natural capital:- land, water, animals
- Social capital: - social support – social networks, clan membership etc.
- Human capital: - skills, knowledge, education, ability to work, health status.
- Physical capital: - basic infrastructure – roads, energy, water, shelter all of which assist the pursuit of livelihood.
- Financial capital: - available funds: - savings, credit, pension, welfare benefits.

5. CONCLUSIONS

This tool kit is expected to guide the assessment of the realization of the right to food at the district level. Ultimately the assessment would be undertaken in several districts selected by the Commission results of which could give a general picture of the problems facing the realization of the right to adequate food in Uganda. As designed the kit is for a general assessment and not the very detailed assessment of all that obtains about the right to food in a district. It is to be used together with the Guide attached to this Tool Kit. The Guide provides much more explanations useful for the application of the Tool Kit. Reference can also be made to the publication of the FAO Right to Food Unit **“Guide to Conducting a Right to Food Assessment”** from which the attached Guide is adapted.

When the general assessment is finally done and relevant information is obtained, the Commission should be able to answer in its report the following questions:-

4. The policy, legal and institutional framework on the right to food at the national and district level.
5. General state/trend of food insecurity situation in the selected districts.
6. The underlying and root causes of food and nutrition insecurity in the selected districts.
7. Recommendation for fixing the problems with priorities well reflected. The most important findings must stand out.
8. The report to be written should reflect what the findings say about the government’s compliance or failure to comply with its obligations
9. Relate the findings to existing policies, laws setting out any inadequacies in the law, and policy which affect the right to food. It is not enough to state only the inadequacies. Any modifications that should be made in the policy and in the law should be suggested.