




# Right to Food and Food and Nutrition Security in the CPLP Countries

Assessment Report







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## **Assessment Report**

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Food and Agriculture Organization of the United Nations  
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## List of abbreviations and acronyms

<b>AECID</b>	Spanish Agency for International Cooperation for Development
<b>AMAE</b>	Association of Women in Economic Activity
<b>ANAG</b>	National Farmers' Association of Guinea-Bissau
<b>ASAE</b>	Authority for Food and Economic Safety
<b>ASEAN</b>	Association of Southeast Asian Nations
<b>CAADP</b>	Comprehensive Africa Agriculture Development Programme
<b>CACS</b>	Councils of Auscultation and Social Participation
<b>CAPADRP</b>	Updated Charter of Agricultural Policy, Rural Development and Fisheries
<b>CCIAS</b>	Chamber of Commerce, Industry, Agriculture and Services
<b>CNAV</b>	National Committee for Vulnerability Analysis
<b>CNSA</b>	National Council for Food Security (Cape Verde)
<b>CNSAN</b>	National Conference on Food and Nutrition Security (Brazil)
<b>CNSATL</b>	National Council for Food Security of Timor-Leste
<b>COMUSAN</b>	Municipal Councils of Food and Nutritional Security (Angola)
<b>CONSAN</b>	National Council for Food and Nutrition Security (Angola, Mozambique, Guinea-Bissau)
<b>CONSEA</b>	National Council of Food and Nutrition Security (Brazil)
<b>COPSAN</b>	Provincial Councils of Food and Nutritional Security (Angola)
<b>CPDA</b>	Agricultural Development Policy Charter
<b>CPLP</b>	Community of Portuguese Speaking Countries
<b>CPSA</b>	Planning and Food Security Office
<b>CSAD</b>	Food Security District Committee
<b>DECRP</b>	Growth and Poverty Reduction Strategy Paper
<b>DSSA</b>	Directorate for Food Security
<b>ECCAS</b>	Economic Community of Central African States

<b>ECOWAS</b>	Economic Community of West African States
<b>ECP</b>	National Strategy to Combat Poverty (Angola)
<b>ENCP</b>	National Strategy to Combat Poverty (Sao Tome and Principe)
<b>ENSA</b>	National Strategy for Food Security (Cape Verde)
<b>ENSAN</b>	National Strategy for Food and Nutrition Security (Angola)
<b>ESAN-CPLP</b>	Regional Strategy for Food and Nutrition Security
<b>ESAN</b>	Food and Nutrition Security Strategy (Mozambique)
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>FAOSTAT</b>	FAO Statistical Database
<b>FBSAN</b>	Brazilian Forum for Food and Nutrition Security
<b>FENAPA</b>	National Federation of Small-Scale Farmers' Associations
<b>FNS</b>	Food and nutrition security
<b>FONG-STP</b>	Federation of NGOs of Sao Tome and Principe
<b>GHI</b>	Global Hunger Index
<b>GSA</b>	Food Security Office
<b>GTSAN</b>	Thematic Group on Food and Nutrition Security
<b>HDI</b>	Human development index
<b>HIV/AIDS</b>	Human immunodeficiency virus/acquired immunodeficiency syndrome
<b>IBEP</b>	Integrated Survey on Population Wellbeing
<b>ICESCR</b>	International Covenant on Economic, Social and Cultural Rights
<b>IFPRI</b>	International Food Policy Research Institute
<b>IPAD</b>	Portuguese Institute for Development Support
<b>LOSAN</b>	Organic Law for Food and Nutrition Security
<b>MDG</b>	Millennium Development Goal
<b>MDS</b>	Ministry of Social Development and Hunger Combat
<b>MERCOSUL</b>	Southern Common Market
<b>MINADERP</b>	Ministry of Agriculture, Rural Development and Fisheries
<b>NEPAD</b>	New Partnership for Africa's Development
<b>NGO</b>	Non-governmental Organization
<b>PAMRDC</b>	Multisectoral Action Plan for the Reduction of Chronic Undernutrition
<b>PARPA</b>	Absolute Poverty Reduction Action Plan
<b>PASAN</b>	Food and Nutrition Security Action Plan
<b>PEDSA</b>	Strategic Plan for the Development of Agricultural Sector
<b>PIDRPC</b>	Integrated Programme of Rural Development and Poverty Combat
<b>PLACON-GB</b>	Platform of NGOs of Guinea-Bissau
<b>PLANSAN</b>	National Plan for Food and Nutrition Security (Brazil)
<b>PNAN</b>	National Plan for Food and Nutrition (Guinea-Bissau)

<b>PNIA (NAIP)</b>	National Agricultural Investment Programme (Cape Verde, Guinea-Bissau)
<b>PNIA (NAIP)</b>	National Plan for Agricultural Investment (Sao Tome and Principe)
<b>PNSA</b>	National Programme for Food Security (Cape Verde, Guinea-Bissau)
<b>PNSA</b>	National Policy for Food Security (Timor-Leste)
<b>PRODER</b>	Rural Development Programme
<b>QNCOCPR</b>	National Framework for Coordination of Peasants and Rural Producers' Organizations
<b>REDISA-CPLP</b>	Network for Education, Citizenship and Information on Food Security in the CPLP
<b>REDSAN-CPLP</b>	Regional Network for Food and Nutrition Security in the Community of Portuguese Speaking Countries
<b>RESCSAN-STP</b>	Civil Society Network for Food and Nutrition Security of Sao Tome and Principe
<b>RESSAN-GB</b>	National Civil Society Network for Food Security and Sovereignty of Guinea-Bissau
<b>RNSA</b>	National Network for Food Security (Cape Verde)
<b>ROPPA</b>	Network of Farmers' and Agricultural Producers' Organisations of West Africa
<b>ROSA</b>	Network of Organization for Food Sovereignty (Mozambique)
<b>SADC</b>	Southern African Development Community
<b>SETSAN</b>	Technical Secretariat for Food and Nutrition Security
<b>SISA</b>	Food Security Information System (Cape Verde)
<b>SISAN</b>	Food and Nutrition Security Information System (Angola)
<b>SISAN</b>	National Food and Nutrition Security System (Brazil)
<b>SPFS</b>	Special Programme for Food Security
<b>SWOT</b>	Strengths, weaknesses, opportunities, threats
<b>UDHR</b>	Universal Declaration of Human Rights
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>WFP</b>	World Food Programme









## Introduction

This report presents the results of a study on the institutionalization of food and nutrition security (FNS) and the right to food in the countries of the Community of Portuguese Speaking Countries (CPLP)<sup>1</sup> the Republic of Angola, the Federative Republic of Brazil, the Republic of Cape Verde, the Republic of Guinea-Bissau, the Republic of Mozambique, the Portuguese Republic, the Democratic Republic of Sao Tome and Principe, and the Democratic Republic of Timor-Leste.

The CPLP is an organization founded in 1996 whose main strategic objectives are political consultation and cooperation between its Member States, and whose key guiding principles include, among others, the primacy of human rights and the promotion of development. Altogether, the Community represents a population of almost 250 million people. The geographical discontinuity of the CPLP and the specificities of its Member States confer to the Community a multiregional dimension. The common historical and cultural ties make the CPLP a place for dialogue, consultation and sharing of experiences, facilitated by a common language.

1 The CPLP is a multilateral political forum with a proper legal status and a political mandate to strengthen friendly relations and cooperation among its Member States. It has, among others, the following main objectives: 1) political and diplomatic cooperation and coordination between the Member States; 2) cooperation in all areas, including education, health, science and technology, defence, agriculture, public administration, communications, justice, public safety, culture and sports. Taking into account the political importance of the Community, the Republic of Equatorial Guinea, the Republic of Mauritius and the Republic of Senegal have asked for Associate Observer Status so that they may join the CPLP in the future. Other countries in Africa and Europe have shown interest in joining the CPLP; there is also interest from Asia (the Republic of the Philippines; the Republic of Indonesia; China, Macao Special Administrative Region; Malacca [Malaysia]; and Goa [India]). The direction of the CPLP and its policies is established by the Conference of Heads of State and Government (held biannually), and the organization's strategic plan is approved by the Council of Ministers for Foreign Affairs (which meets annually). The different sectors (agriculture, health, education, planning, etc.) meet at least once a year at the ministerial level. The CPLP is headquartered in Lisbon, Portugal. Visit <http://www.cplp.org> for more information. For a map of the CPLP, see Annex 1.



It is worthy of note that this group of countries belongs, cumulatively, to other regional Intergovernmental Organizations, a peculiarity that gives the CPLP the potential for both contributing to, and benefiting from, ongoing experiences and processes in other countries and regions. These are the European Union (for Portugal); MERCOSUL Southern Common Market (for Brazil); ASEAN Association of Southeast Asian Nations (for Timor-Leste); ECOWAS Economic Community of West African States (for Cape Verde and Guinea-Bissau); SADC Southern African Development Community (for Angola and Mozambique); ECCAS Economic Community of Central African States (for Angola and Sao Tome and Principe); and, of course, the African Union (for all African Member States of the CPLP).

In line with the maximum priority that they have given to the eradication of hunger and poverty, the CPLP Member States have decided to set a basis for mutual understanding in order to define a Regional Strategy for Food and Nutrition Security in the context of the CPLP (ESAN-CPLP). The Executive Secretariat of the CPLP is responsible for the formulation of this strategy, with support from the Food and Agriculture Organization of the United Nations (FAO). The strategy will focus on building and strengthening institutional governance in order to improve the coordination, coherence and alignment of policies at different levels (local, national, regional, and global), using a multi-stakeholder and multiregional approach.

The current assessment is a step in the formulation of the ESAN-CPLP, and its main objective is to analyse the policy, legal, and institutional framework related to FNS and the right to food in CPLP countries. In the context of the CPLP, Brazil and Portugal mainly provide development assistance. Therefore, this report gives particular emphasis to the other CPLP countries, without forgetting the fruitful experience of Brazil in the fight against hunger, and the particular nature of the Portuguese cooperation strategy in this area.



The study for this assessment was performed between April and June 2011. In terms of methodology, the study followed the FAO *Guide to Conducting a Right to Food Assessment*<sup>2</sup> and integrated the following steps:

- (a) **Document analysis** – A collection and analysis of relevant documentation was performed, among other tasks, in order to obtain preliminary information on the FNS and right to food situation in CPLP countries. Moreover, a policy, legal and institutional framework analysis was performed at the national level. The main data sources were official country reports (Millennium Development Goal

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2 From the Right to Food Methodological Toolbox available at <http://www.fao.org/righttofood/publications/publications-detail/en/c/129283>

[MDG] Progress Reports, National Government Assessments, National Human Development Reports, etc.) and databases (FAOSTAT, UNDP, World Bank), as well as national statistics services and other relevant national documentation in particular, the national policy documents and official public information provided by national authorities and other relevant stakeholders.<sup>3</sup>

- (b) **Consultation with relevant stakeholders** – Using preliminary results from data and information collection, specific issues were identified. Then relevant stakeholders were surveyed on those issues, using questionnaires and telephone interviews.<sup>4</sup> In addition, this process included consultations with civil society organizations, in the context of the Regional Network for Food and Nutrition Security in the Community of Portuguese Speaking Countries (REDSAN-CPLP),<sup>5</sup> and also with the private sector, through the CPLP Business Council.
- (c) **Technical missions** – Two technical missions to Cape Verde and Guinea-Bissau were also carried out, each of a one-week duration, aimed at collecting additional information and enabling discussions with national stakeholders.

Despite these efforts, we are aware of the limitations of this report. The main difficulties relate to: i) the limited time available to perform such a wide assessment involving eight countries; ii) the lack of resources to carry out technical missions to all countries; and iii) the difficulty in obtaining responses from some countries, in particular from Angola, Brazil and Sao Tome and Principe, who did not fill in the questionnaires on time.



The report is divided into three parts: Part 1 provides a general overview of poverty and food insecurity in CPLP countries; Part 2 describes the main elements of the institutionalization of FNS and the right to food in each country (international and regional commitments; constitutional and legal framework; policy framework; institutional and social participation framework); Part 3 provides a summary of the main findings and constraints identified.



We would like to thank all the participants who have contributed to this report by providing clarifications, data and information, in particular the national authorities in charge of FNS in CPLP countries; the Executive Secretariat of CPLP; FAO; the European Commission; and the *Agencia Española de Cooperación Internacional para el Desarrollo* (AECID).

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3 These can be found in the References section.

4 The key informants consulted were the government-appointed FNS focal points; European Commission national offices; FAO national offices; AECID national offices; CPLP Executive Secretariat; civil society; and the private sector.

5 Information about REDSAN-CPLP is available at <http://www.redsan-cplp.org>  
Formally designated as REDSAN-PALOP before June 2012.



## PART 1

# Poverty and Food Insecurity: General Overview

### 1.1 Poverty, food insecurity and vulnerable groups

Food insecurity is a result of the non-fulfilment of the right to food. This section aims to present a general overview of poverty, food and nutrition insecurity and the most vulnerable groups in CPLP countries, as a background for the assessment.<sup>6</sup>

Human development levels in CPLP countries vary substantially: very high level (Portugal); high level (Brazil); medium level (Cape Verde, Timor-Leste, and Sao Tome and Principe); low level (Angola, Guinea-Bissau, and Mozambique). The Millennium Development Goals Report of 2011 states that most of the countries in the CPLP are clearly lagging behind as 2015 approaches, and that they need more sound policy decisions and more significant foreign aid. In general, the levels of poverty and food insecurity remain alarming in most of the countries.

In absolute terms, there are nearly 28 million undernourished people in the CPLP. In terms of proportion of undernourished people, the most problematic countries are Angola (44 percent), Mozambique (37 percent), Guinea-Bissau (31 percent) and Timor-Leste (23 percent). These are also the countries where child malnutrition is more pronounced. The objective of halving the number of undernourished people by 2015, agreed upon at the World Food Summit in November 1996, was subsequently incorporated into the Millennium Development Goals (MDGs) adopted in 2001 by United Nations (UN) member countries. However, despite all efforts, there is still much work to be done in most CPLP countries.

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<sup>6</sup> It is important to note that there is a huge difficulty in finding reliable and/or updated data on most countries. The data mentioned in this section were obtained from country reports, databases and other information sources mentioned in the References section at the end of the document.

In the case of **Angola**, the country has experienced clear economic and social progress since the end of the war in 2002. Recently, a broad analysis<sup>7</sup> was conducted and its results showed improvements in terms of hunger and poverty, although there is still a long way ahead. The most recent data indicate that about 37 percent of the population still lives below the poverty line, and about 60 percent of the poor live in rural areas. However, national reports indicate that the country has made progress in providing universal primary education (MDG 2), in reducing child mortality rates (MDG 4), and in improving maternal health (MDG 5), mainly because of remarkable investments in health and education infrastructure.

In the case of **Brazil**, the country has already achieved the goal of halving the number of people living in extreme poverty by 2015 (the proportion was reduced from 25.6 percent in 1990 to 4.8 percent in 2008). Comparing the growth of the population with the poverty reduction, one can perceive even more clearly the level of this achievement: between 1990 and 2008, while the Brazilian population grew from 141.6 to 186.9 million, the population in extreme poverty fell from 36.2 to 8.9 million people. Still, about 20 percent of the population is below the poverty line, and 13 percent are at risk of poverty. Brazil's high level of political commitment and various social programmes have contributed to this progress.

For **Cape Verde**, the assessment report indicates that the country is on its way towards achieving the MDGs by 2015. In a five-year period, about 10 percent of the population rose out of poverty (from 36.7 percent in 2002 to 26.6 percent in 2007). However in rural areas, where about 72 percent of the poor live, the situation is still distressing. In terms of food production, the main difficulties emerge from drought and desertification. The country relies heavily on food aid, which makes up nearly a quarter of the total food consumed.

**Guinea-Bissau** is the country with the highest proportion of poor people (over 65 percent) in the CPLP, and one of the most disadvantaged in the world in terms of human development. The country has experienced a series of political and institutional crises that continue to hinder the continuous and effective implementation of public policies. About 80 percent of the national budget depends on the export of cashews, and the country is highly dependent on international aid.

**Mozambique** is yet another country with huge weaknesses in terms of human development. National reports indicate that the number of poor people has been increasing, with the current level at over 55 percent. The situation of food and nutrition insecurity only shows very minor improvements. The country is highly dependent on international aid,

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7 Integrated Survey on Population Wellbeing (IBEP) 2008-2009. The main data of the IBEP are available at <http://www.governo.gov.ao/VerPublicacao.aspx?id=932>

particularly in budgetary terms, although it is registering a significant reduction in dependence on food from abroad.

**Portugal** has experienced a severe negative impact due to the effects of the international economic and financial crisis. Unemployment has been rising (already above 10 percent), which has led to additional social problems. The unemployed and precarious workers constitute new groups vulnerable to poverty, alongside the elderly and the neediest households in rural areas, and on the outskirts of cities.

In **Sao Tome and Principe**, national reports show that the poverty situation has worsened. The available data indicate that more than a quarter of the population is poor and about a third is at risk of poverty. The country is also highly dependent on foreign aid, both in budgetary and food aid terms. The main difficulties the country faces are as follows: low agricultural production, high rates of inflation, high production costs, inability to generate employment, monetary instability, difficulty in ensuring mechanisms for financial stability, lack of socio-economic infrastructure, rural exodus, and unequal access to resources (CPLP/FDC, 2011).

The poverty situation in **Timor-Leste** is alarming as well. About 80 percent of the poor live in rural areas, and the levels of food and nutrition insecurity are increasing. Despite oil revenues (97 percent of the total budget), the country relies heavily on foreign aid.

Other parameters help describe the low level of development in most of the countries: Average life expectancy is particularly low in Angola, Mozambique and Guinea-Bissau, where it does not reach 50 years of age. Infant mortality rate is particularly high in Angola, Guinea-Bissau and Mozambique, but in Sao Tome and Principe and Timor-Leste it also reaches distressing levels. Concerning education, the illiteracy rate is around 50 percent in Timor-Leste and Mozambique, and around 30 percent in Guinea-Bissau and Angola, while Brazil, Cape Verde and Sao Tome and Principe have a much more satisfactory rate of nearly 10 percent. Concerning water, over 50 percent of the population of Angola and Mozambique has no access to an improved water source. Regarding access to health services, all CPLP countries (with the exception of Portugal and Brazil) have serious problems, affecting about 80 percent of the population in Guinea-Bissau, Mozambique, and Sao Tome and Principe, and about 50 percent of the population in Timor-Leste, Cape Verde, and Angola. Regarding the prevalence of HIV/AIDS, Mozambique is the country with the highest rate. In terms of inequality, the levels are high in all countries of the CPLP, without exception.

Most groups vulnerable to food and nutrition insecurity in CPLP countries coincide with those traditionally most affected by hunger, namely children, women (widows and pregnant women in particular), the elderly, and small-scale farmers, and live mostly in rural areas. Poverty, because it limits access to food and basic services, is considered one of the main causes of vulnerability. In addition, the difficulty of access to resources, in particular to land, water or agricultural inputs, prevents families from overcoming poverty



and food insecurity. Feeble social protection and the absence of safety systems contribute to more vulnerability.

Tables 1–4 summarize the main data on poverty, food and nutrition insecurity and the most vulnerable groups in the assessed countries. Despite the differences in scale, all countries reveal problems concerning food insecurity and poverty. This mandates an effort from all CPLP Member States to adopt policies in order to address this situation and protect the most vulnerable groups. In Part 2 we analyse how these policies are being implemented.

TABLE 1: Basic data on poverty and development in the CPLP countries

Indicator	Angola	Brazil	Cape Verde	Guinea-Bissau	Mozambique	Portugal	Sao Tome and Principe	Timor-Leste	
<b>Human development index (HDI)</b>	<i>Rank</i>	146	73	118	164	165	40	127	120
	<i>Value</i>	0.403	0.699	0.699	0.289	0.284	0.795	0.488	0.502
<b>Multidimensional poverty index</b>	<i>Value</i>	0.452	0.039	–	–	0.481	–	0.236	–
<b>Population share at risk for multidimensional poverty (%)</b>		10.7	13.1	–	–	–	–	23.7	–
<b>Population share living below US\$1.25/day (%)</b>		54.3	5.2	–	33	74.7	–	–	37.2
<b>Population share below the national poverty line (%)</b>		36.6	21.5	26.6	65.7	55.2	–	28.4	39.7
<b>Gini index</b>	<i>Value</i>	58.6	55.0	50.4	35.5	47.1	38.5	50.6	31.9
<b>Gender inequality index</b>	<i>Rank</i>	–	80	–	–	111	29	–	–
	<i>Value</i>	–	0.631	–	–	0.718	0.310	–	–
<b>Life expectancy at birth (years)</b>		48.1	72.9	71.9	48.6	48.4	79.1	66.1	62.1
<b>Illiteracy rate (% among individuals 15 years or older)</b>		32.6	10.0	14.1	30.5	53.8	4.2	10.8	49.9
<b>Infant mortality rate (per 1 000 live births)</b>		220	22	29	195	130	4	98	93
<b>HIV/AIDS prevalence (% among individuals 15-49 years old)</b>		2.1	0.6	–	1.8	12.5	0.5	–	–

TABLE 1: Basic data on poverty and development in the CPLP countries (cont.)

Indicator	Angola	Brazil	Cape Verde	Guinea-Bissau	Mozambique	Portugal	Sao Tome and Principe	Timor-Leste
Population share without access to an improved water source (%)	50	3	16	39	53	1	11	31
Population share without access to sanitation (%)	43	20	46	79	83	0	74	50
Population share without access to electricity (%)	71.6	2.2	–	–	86.2	–	–	81.9

Source: UNDP Human Development Reports and MDG Progress Reports.

TABLE 2: Basic data on food insecurity in the CPLP countries

	Angola	Brazil	Cape Verde	Guinea-Bissau	Mozambique	Portugal	Sao Tome and Principe	Timor-Leste
<b>Proportion of undernourished people (%)</b>								
1990/92	66	10	12	20	59	< 5	15	18
2004/06	44	6	14	31	37	< 5	5	23
<b>Intensity of food deprivation (%)</b>								
1990/92	24	13	11	14	22	–	11	–
2004/06	17	12	9	14	16	–	7	–
<b>Number of undernourished people (millions)</b>								
1990/92	7.4	17.1	0	0.2	8.3	–	0.03	0.3
2000/02	7.6	16.3	0.1	0.3	8.6	–	0.02	0.2
2005/07	7.1	12.1	0	0.3	8.1	–	–	0.3
<b>Share of food aid in total food consumption (%)</b>								
1990/92	7.2	0	67.5	4.0	24.7	–	37.9	0
2004/06	3.0	0	22.7	2.9	2.7	–	6.3	0
<b>Global Hunger Index (GHI)</b>								
1990	40.6	7.2	–	20.9	37.4	–	–	–
2010	27.2	< 5	–	22.6	23.7	–	–	25.6

Source: FAOSTAT, SOFI 2012 and IFPRI 2010 Global Hunger Index.

TABLE 3: Basic data on nutritional status of children in the CPLP countries

Nutritional status for children (under 5 years old)	Angola	Brazil	Cape Verde	Guinea-Bissau	Mozambique	Portugal	Sao Tome and Principe	Timor-Leste
<b>Proportion of undernourished children (%)</b>								
<b>1988/92</b>	29.8	6.1	–	18.6	28.4	–	–	44.6
<b>2003/08</b>	25.5	2.2	–	17.2	21.2	–	–	–
<b>Proportion of children under weight, relative to age (%)</b>								
<b>Moderate</b>	31	5	9	19	18	–	9	49
<b>Severe</b>	8	–	2	4	4	–	1	15
<b>Proportion of children under height, relative to age (%)</b>								
<b>Moderate</b>	45	–	12	41	44	–	23	54
<b>Severe</b>	22	–	4	20	18	–	10	24
<b>Proportion of children under height, relative to weight (%)</b>								
<b>Moderate</b>	6	–	7	7	4	–	8	25
<b>Severe</b>	1	–	2	2	1	–	–	8
<b>Proportion of infants with low birth weight (%)</b>								
	1.6	7.3	–	17	6.3	–	9.2	5.7

Source: FAOSTAT.

TABLE 4: Main vulnerable groups and their geographical location in the CPLP countries

Country	Vulnerable groups	Geographical location
<b>Angola</b>	Internally displaced people; returnees; other vulnerable social groups including the elderly, women, orphans, widows, ethnic minorities, low-income farmers, children and the disabled (war invalids).	Rural areas are the most affected. The Central Plateau region (Huambo, Huíla and part of Bié) exhibits the highest vulnerability; Moxico, Kuando Kubango and part of Bié exhibit moderate vulnerability; Malanje exhibits low vulnerability; Bengo, Kwanza Sul, Uíge, Benguela and Huíla exhibit minimal vulnerability.
<b>Brazil</b>	Unemployed people, rural workers, children, specific population groups (quilombolas, ribeirinhos).	Rural areas and big cities. In particular, the north and northeast regions and the poor areas of the big cities of the southeast.
<b>Cape Verde</b>	Children, small-scale farmers, households headed by women.	Rural areas and the outskirts of cities are the areas most affected. In particular, the islands of Santo Antão, São Nicolau, Brava and Maio.
<b>Guinea-Bissau</b>	Children, small-scale farmers, pregnant women, households headed by women.	Rural areas are the most affected. In particular, Quinara, Bolama, Oio, Biombo and Cacheu.
<b>Mozambique</b>	Children, orphans, women, widows, the elderly; low-income households and low-productivity farmers; victims of natural disasters.	Rural areas are the most affected. Households in situations of chronic malnutrition are found in greater proportion in the provinces of Cabo Delgado, Niassa, Nampula and the coast of Zambézia. Households with low agricultural production are mainly located within the arid and semi-arid regions of central and southern Mozambique.
<b>Portugal</b>	Unemployed people, precarious workers, the elderly.	Rural areas and the outskirts of cities.
<b>Sao Tome and Principe</b>	Children, the elderly, women, small-scale farmers and fishermen.	Rural areas are the most affected. In particular, the districts of Me-Zochi, Caué, Agua-Grande and the island of Príncipe. The northern region (Lemba and Lobata) records the highest incidence of poverty.
<b>Timor-Leste</b>	Children, orphans, women, widows, the elderly, victims of natural disasters.	Rural areas are the most affected. In particular, the western and central regions of the country, with special note given to the districts of Ermera, Manututo, Ainaro and Oecusse.

Source: Inquiries to FNS national focal points and country reports.



## PART 2

# Food and Nutrition Security and the Right to Food: Analysis Framework

Issues related to poverty and food insecurity are primarily linked to a concept of human rights. Food is a basic requirement for human existence, and therefore an inalienable right of people. The Universal Declaration of Human Rights (UDHR), signed in 1948, consecrated food as a fundamental human right at the international level.

In 1966, the UN adopted the International Covenant on Economic, Social and Cultural Rights (ICESCR), and through it the Covenant States recognized this right. In 1999, the UN Committee on Economic, Social and Cultural Rights adopted General Comment No. 12, which clarifies the content of Article 11 of the ICESCR and the concept of the human right to adequate food.

In 2004, FAO adopted the Voluntary Guidelines on the Right to Food, which contain a set of recommendations for countries to fulfil their obligations towards progressively achieving that right in each national context. Human rights are legally bound at the international level through the above-mentioned instruments and other international treaties and standards. Therefore, states face a set of obligations to assure these rights by all possible means. When they are not respected, they can constitute a human rights violation which may be sanctioned internationally.

In the following sections we analyse the CPLP countries' situation regarding the right to food, namely by considering the following elements:

- (i) international and regional commitments of each country regarding human rights in general, and the right to food in particular;
- (ii) constitutional and legal framework on FNS and the right to food;

- (iii) public policies framework related to the promotion of FNS;
- (iv) institutional framework and national capacities concerning FNS and the right to food, including social participation.

## 2.1 International and regional commitments

In this section, we analyse the situation of each CPLP country regarding major international and regional treaties and conventions related to human rights in general, and the right to food in particular. This gives an indication of the obligations undertaken by states concerning this right and, to some extent, the degree of political commitment. Table 5 summarizes the status of countries in relation to these commitments.

With regard to the International Covenant on Economic, Social and Cultural Rights (ICESCR), Mozambique has not signed this international treaty, and Sao Tome and Principe has not ratified it yet. It is noteworthy, however, that Guinea-Bissau, Portugal and Timor-Leste signed the Optional Protocol to the ICESCR in 2009.

All countries have adopted all other international and regional instruments related to FNS and the right to food, with the exception of Sao Tome and Principe and Timor-Leste for the Cartagena Protocol on Biosafety.

In recent years, there have been many initiatives through which countries have reaffirmed their commitment to fighting hunger and promoting FNS. Some of these countries have also even established important objectives and action plans to be undertaken in the field of FNS. Table 6 illustrates that all CPLP countries have participated in major international events related to FNS, and signed their final statements, thus taking on important international commitments on this issue.

By analysing Table 5, we can also note that in CPLP countries, the degree of enforceability of the right to food based on international treaties is high. However, an efficient protection system not only requires the ratification of the main relevant international instruments, but also its protection at the constitutional and legal level. In addition, it requires the adoption of measures and policies that make the right to food effective, and a right that can be claimed by the citizens of each state. This is what we assess in the following paragraphs.

TABLE 5: Status of ratification of right to food-related international and regional treaties in the CPLP countries

Instrument	Angola	Brazil	Cape Verde	Guinea-Bissau	Mozambique	Portugal	Sao Tome and Principe	Timor-Leste
International Covenant on Civil and Political Rights (1966)	1992	1992	1993	2010	1993	1978	1995*	2003
International Covenant on Economic, Social and Cultural Rights ICESCR (1966)	1992	1992	1993	1992	–	1978	1995*	2003
Optional Protocol to the ICESCR (2008)	–	–	–	2009*	–	2009*	–	2009*
African Charter on Human and People's Rights (1981)	1990	n/a	1987	1985	1989	n/a	1986	n/a
American Convention on Human Rights (1969)	n/a	1992	n/a	n/a	n/a	n/a	n/a	n/a
Protocol of San Salvador (1988) <sup>8</sup>	n/a	1996	n/a	n/a	n/a	n/a	n/a	n/a
European Social Charter (1996)	n/a	n/a	n/a	n/a	n/a	2011	n/a	n/a
International Convention on the Elimination of All Forms of Discrimination Against Women (1979)	1986	1984	1980	1985	1997	1980	2003	2003
Convention on the Rights of the Child (1989)	1990	1990	1992	1990	1994	1990	1991	2003
Cartagena Protocol on Biosafety (2000)	2009	2003	2005	2010	2002	2004	–	–
Framework Convention on Climate Change (1992)	2000	1994	1995	1995	1995	1993	1999	2006
Convention on Biological Diversity (1992)	1998	1994	1995	1995	1995	1993	1999	2006
Convention to Combat Desertification (1994)	1997	1997	1995	1995	1997	1996	1998	2003

Note: n/a (not applicable). Years listed refer to the date of ratification or adoption, unless otherwise noted.

\* Year signed.

8 Additional Protocol to the American Convention on Human Rights in the area of Economic, Social, and Cultural Rights.

TABLE 6: Status of participation of CPLP countries in key FNS policy events<sup>9</sup>

Event	Angola	Brazil	Cape Verde	Guinea-Bissau	Mozambique	Portugal	Sao Tome and Principe	Timor-Leste
World Food Summit (Rome, 1996)	✓	✓	✓	✓	✓	✓	✓	n/a
Millennium Declaration (UN, 2000)	✓	✓	✓	✓	✓	✓	✓	✓
World Food Summit: Five Years Later (Rome, 2002)	✓	✓	✓	✓	✓	✓	✓	✓
International Conference on Agrarian Reform and Rural Development (Brazil, 2006)	✓	✓	✓	✓	✓	✓	✓	✓
High-Level Conference on World Food Security: the Challenges of Climate Change and Bioenergy (Rome, 2008)	✓	✓	✓	✓	✓	✓	✓	–

## 2.2 Constitutional and legal framework

The inclusion of human rights, and of the right to food in particular, in national constitutions and national legislation is a critical step in ensuring the effective implementation of the right to food in every national context. To understand the constitutional framework of the CPLP countries, we first looked for any references to that right (or related rights) in their constitutions.

Using the *FAO Guide to Conducting a Right to Food Assessment*, we decided to establish three main types of right to food recognition for any given constitution:

- (a) direct or explicit recognition as a human right itself, or as part of a broader human right;
- (b) implicit recognition through the interpretation of other human rights;
- (c) recognition as a constitutional principle or guideline.

<sup>9</sup> Apart from these, other events relevant to the political commitments on FNS have taken place: World Food Conference (1974); International Conference on Nutrition (1992); World Food Summit: Ten Years Later (2006); High Level Meeting on Food Security for All (2009); World Food Summit (2010); and others. However, it was not possible to timely obtain the country attendance lists of these initiatives.



Annex 2 summarizes this information for each of the countries studied. The analysis reveals that only Brazil explicitly recognizes the right to food in its constitution. This right is recognized in its explicit form, as a “Social Right” (Article 6), and in its implicit form, as a component of other rights, including the “Workers’ Rights” (Article 7) and the “Rights of the Child” (Article 227), as well as the “Obligations of the State in the area of Education” (Article 208).

In the other countries, “food” is not mentioned in the constitution, although the right to food is assumed to be implicitly recognized, either through recognition of other related rights, or through recognition of basic constitutional principles.

In the countries studied, the right to food can be interpreted as an implicit component of the following rights:

- **Rights of the Child** in the cases of Angola (Article 80), Cape Verde (Article 74), Mozambique (Article 47), Portugal (Article 69), Sao Tome and Principe (Article 52) and Timor-Leste (Article 18);
- **Right to Social Security** in the cases of Angola (Article 77), Brazil (Article 203), Cape Verde (Article 70), Guinea-Bissau (Article 46), Portugal (Article 63), Sao Tome and Principe (Article 44) and Timor-Leste (Article 56);
- **Rights of the Elderly** in the cases of Angola (Article 82), Brazil (Article 230), Cape Verde (Article 77), Mozambique (Article 124), Portugal (Article 72), Sao Tome and Principe (Article 54) and Timor-Leste (Article 20);
- **Rights of Disabled People** in the cases of Brazil (Article 23), Cape Verde (Article 76), Mozambique (Article 125), Portugal (Article 71) and Timor-Leste (Article 21).

Food is a basic requirement for human life, and therefore the right to food can also be implicitly interpreted in the context of the “Right to Life” contemplated in the constitutions of all countries under consideration.

In all the countries studied, we found constitutional principles that can be cited as guiding the actions of governments in economic and social areas. Although these principles cannot be considered for purposes of justiciability of rights, their inclusion as guidelines for the adoption of public policies can contribute to the progressive realization of the right to food in each national context. These guiding principles aim to:

- (i) provide conditions that ensure the realization of economic, social and cultural rights (in the cases of Angola, Portugal, Sao Tome and Principe and Timor-Leste);
- (ii) promote welfare and quality of life (in the cases of Cape Verde, Guinea-Bissau, Mozambique and Portugal);
- (iii) fulfil basic needs (in the case of Mozambique).

It is also important to analyse the position of international law provisions in relation to the constitutional framework in each country. In some countries, such as Portugal, Mozambique, Sao Tome and Principe and Timor-Leste, the constitution stipulates that international law treaties, when signed and ratified, acquire an equal or equivalent status to the constitution, and can therefore be directly applied in the national context. In the other countries studied, however, the constitution takes precedence over the provisions of international law.

In addition to constitutional recognition, only Brazil has a specific law in the field of FNS and the right to food. This is the Organic Law for Food and Nutrition Security (LOSAN, Law No. 11346 of September 15, 2006) which adopts a comprehensive and intersectoral conception of FNS, placing Brazil in a leading position in this area at the global level.

This law stipulates that adequate food is a basic human right, inherent to human dignity and indispensable for the realization of the rights established by the Federal Constitution; thus the government shall adopt the policies and actions needed to promote and guarantee food and nutrition security for the population (Article 2). To this end, it states that the government shall respect, protect, promote, provide, inform, monitor, supervise and evaluate the realization of the human right to adequate food, as well as guarantee the institution of specific claim and recourse mechanisms (Article 3).

With the establishment of this law, the promotion of FNS based on the progressive realization of the right to food becomes a prerogative of the State, not just of the current government. This means that this policy guideline is always effective, regardless of any possible change in government.

It should also be noted that Mozambique is moving in the same direction as Brazil, since the country is currently formulating a specific law based on the right to food. Mozambique is also initiating efforts to sign and ratify the ICESCR, in line with its coherent governmental policy choices.

These results show that in CPLP countries, the constitutional and legal framework with regard to the protection of the right to food is weak. With the exception of Brazil, all other countries should prioritize the strengthening of this right, both in constitutional and legal terms. This means that the degree of enforceability of this right i.e. the possibility of claiming the realization of this right, based on constitutional or legal provisions is low in these countries.

## 2.3 Policy framework

In this section we assess the extent to which national policies are contributing to the realization of the right to food. All CPLP countries have given clear signs of political commitment on this issue. Although at different stages, all of them are currently involved in processes of formulation and/or implementation of national FNS policies. Our analysis focused on these policies because they are specific instruments in the field of FNS. However, as explained below, there are significant delays in most countries with regard to the implementation of these policies.

### ANGOLA

In Angola, the National Strategy for Food and Nutrition Security (ENSAN) was approved by the Council of Ministers in 2009. The ENSAN formulation was coordinated by the Ministry of Agriculture, Rural Development and Fisheries (MINADERP) and included the participation of ten other ministries, as well as civil society. FAO provided technical support to the formulation process under the Special Programme for Food Security (SPFS) funded by the Spanish Agency for International Cooperation for Development (AECID).

ENSAN is an intersectoral strategy aimed at promoting coordination of all country initiatives related to FNS. It contains five strategic areas that address all dimensions of food security. There is a Food and Nutrition Security Action Plan (PASAN) associated with ENSAN, which describes the specific actions to be implemented under each strategic priority.

Concerning its content, ENSAN includes seven specific objectives that address multiple dimensions of FNS:

- Objective 1 to increase and diversify agricultural production, livestock and fisheries in a sustainable manner, in order to improve the levels of food supply and the living conditions of the population;
- Objective 2 to ensure the availability, stability and sustainability of the food supply, favouring better linkages between areas with surpluses and areas of higher food consumption, in order to restore the internal market;
- Objective 3 to improve the access to food through guarantees of social protection, especially for vulnerable groups;
- Objective 4 to reduce levels of malnutrition by improving conditions to access food, basic health care services, education and sanitation;
- Objective 5 to ensure health safety and the quality of food and drinking water, in order to protect public health and consumers;
- Objective 6 to develop and implement national and local early warning systems, FNS monitoring systems, as well as mechanisms of communication and information for families;

- Objective 7 to create an intersectoral platform for the coordination of policies and actions on food and nutrition security, with the participation of civil society.

To achieve these objectives, ENSAN proposes five strategic areas of intervention: Axis 1 enhancement, diversification and sustainability of agricultural production, livestock and fisheries; Axis 2 strengthening and consolidation of organizational and production capacities at the household and associative level in the agriculture, livestock and fisheries sectors; Axis 3 strengthening family capacities, social protection for children and vulnerable groups, and food and nutrition education in local communities; Axis 4 promotion of applied scientific research throughout the food and nutrition chain; Axis 5 the Food and Nutrition Security Information System (SISAN).

ENSAN adopts an intersectoral and comprehensive approach to FNS. The right to food is explicitly embedded in this policy proposal. However, despite having been approved and announced internationally as a very significant step towards the fight against hunger, ENSAN has not yet entered into its implementation phase. This is due mainly to the lack of public resources being allocated to this policy, and also to the institutional limitations towards its implementation. According to the surveys carried out, the main constraints are linked to the difficulty of coordinating the various public programmes relevant to FNS.

In this strategy's framework it is expected that proper governance institutions will be created in order to facilitate its implementation, particularly at the political level (National Food and Nutrition Security Council), at the technical and administrative level (Executive Secretariat for Food and Nutrition Security and Technical Committees) and at the monitoring level (National Committee on Vulnerability Analysis). The participation of civil society is envisaged as part of this strategy, particularly through the bodies mentioned above. However, to date none of these bodies have been implemented.

The Angolan Government shows successive steps forwards and backwards on this issue: on one hand, it stresses full commitment to strengthen the framework of policies and interventions in the fight against hunger, while on the other hand, it ends by always giving little priority to the necessary mechanisms to effectively put forward these policies.

In 2010, the Government proceeded with the formulation of the Integrated Programme of Rural Development and Poverty Combat (PIDRCP) under the supervision of the Presidency of the Republic, through which it intends to harmonize a set of tools to combat poverty and increase rural development and FNS. This programme includes the following instruments: the National Strategy to Combat Poverty (approved in 2004), the Programme "Water for All" (approved in 2007), the Programme for Development at Medium-Long Term 2009–2013 (approved in 2009) and the National Strategy for Food and Nutrition Security (approved in 2009). Everything seems to indicate that ENSAN will be implemented under this instrument, which has a strong link to the local level through

the intervention of municipalities. However, the institutional and coordination constraints in the implementation of the PIDRCP have limited an implementation of this policy in a more efficient and effective manner.

Angola is also working on the definition of a national investment plan to be submitted under the Comprehensive Africa Agriculture Development Programme (CAADP), though it has not yet been completed.

## CAPE VERDE

In Cape Verde, the National Strategy for Food Security (ENSA) for the period 2003–2015 and its corresponding National Programme for Food Security (PNSA) were approved in 2004 (Resolution No. 6/2004 of 18 February). The formulation of ENSA was coordinated by the Ministry of Environment and Agriculture and included technical support from FAO. ENSA includes the following six specific objectives:

- Objective 1 to promote more productive, diversified and sustainable agriculture and fisheries;
- Objective 2 to ensure the availability and stability of food supplies in the central and peripheral markets;
- Objective 3 to improve economic access to basic food and social services;
- Objective 4 to strengthen crisis prevention and management mechanisms within the food security system framework;
- Objective 5 to ensure capacity building of stakeholders and the promotion of good governance of food security;
- Objective 6 to ensure the health safety and quality of food and drinking water, in order to protect public health and consumers.

Each of these objectives is linked to an area of action covering the different dimensions of FNS: i) production, diversification and sustainability of the agrifood system; ii) availability and stability of food products in the markets; iii) economic access to food and basic social services for the population; iv) prevention and management of food crises; v) strengthening the institutional capacity of stakeholders and good governance of food security; and vi) food quality, drinking water and diet.

In terms of content, ENSA adopts an intersectoral approach including all dimensions of FNS. The right to food is clearly mentioned in ENSA.

ENSA stipulates that its practical implementation will be done via the PNSA, through which it intends to develop a network to coordinate the interventions. However, to date ENSA has hardly been implemented. This is explained by the low political priority given to this issue, owing in part to the perception by the government that the country has achieved

higher levels of development. Nevertheless, as mentioned above, the food insecurity situation is troubling, especially the high dependence on food aid. The availability of resources is another aspect adduced to justify the delay in the implementation of this instrument, as well as the weakness in its institutional framework, which will be explained later on. According to surveys, one of the main constraints is the absence of the foreseen institutional bodies, and also the lack of coordination or even cooperation between public agencies with major responsibilities on FNS (agriculture, education, health, among others), and the private sector and civil society. The PNSA was unable to coordinate the projects that are part of it, simply because the institutions, namely the National Food Security Council, have never been established.

Cape Verde has other ongoing tools relevant to this issue, including the Growth and Poverty Reduction Strategy Paper (DECRP) and the National Agricultural Investment Programme (PNIA), the latter formulated within the framework of the CAADP.

Currently the ENSA is integrated in the PNIA, which seems to indicate that its implementation will be carried out under this instrument. It is also worth noting that the country is a Member State of the Economic Community of West African States (ECOWAS), which is formulating a common agricultural policy to which these instruments, including the PNIA, have contributed. This programme is expected to have a budget of around US\$250 million, although the sources have not yet been identified. Finally, it is worth mentioning that the government has shown interest in reviewing its strategy in regards to deepening the perspective of the right to food.

## MOZAMBIQUE

In Mozambique the Food and Nutrition Security Strategy (ESAN) was approved in 1998 and revised in 2007 (ESAN II) through Resolution No. 56/2007 of 16 October. The difference between ESAN and ESAN II is that the latter explicitly contemplates the human right to adequate food, even setting the levels of responsibility of the state, in accordance with General Comment No. 12. One of the main challenges identified for the 2008–2015 horizon is the establishment of the state's obligation (along with civil society and other stakeholders) regarding the constant fulfilment of FNS from the right to food perspective, thus including the responsibility to respect, protect, facilitate and provide this right progressively. The identification and establishment of enforcement mechanisms are also identified as challenges within ESAN II.

In terms of content, this strategy places FNS and the right to food as central elements in the different sectoral strategies of the fight against poverty and food insecurity at all governance levels. ESAN includes the following six specific objectives:

- Objective 1 to ensure the country's food self-sufficiency;
- Objective 2 to contribute to improving the purchasing power of family farmers;

- Objective 3 to reduce the incidence of malnutrition (acute and chronic) through improvements in health, water, sanitation, and food and nutrition education;
- Objective 4 to ensure the gradual realization of the human right to adequate food for all citizens;
- Objective 5 to improve the skill of farmers in responding to seasonal changes regarding production, and their physical and economic access to adequate food;
- Objective 6 to create and develop an appropriate framework for a multisectoral intervention.

In order to achieve these objectives, five strategic pillars were defined to match all FNS dimensions, through which it is intended to implement actions: i) production and availability, ii) access, iii) use and utilization, iv) suitability, and v) stability.

This instrument adopts a clear intersectoral approach by defining interventions for all dimensions of FNS, constituting one of the most advanced strategies in terms of explaining the right to food in the context of the CPLP countries. The mechanisms for monitoring and evaluation of food and nutrition insecurity are underway through the Technical Secretariat for Food and Nutrition Security (SETSAN), a body which verifies the participation of civil society and other actors concerned (e.g. development agencies, donors).

## **GUINEA-BISSAU**

In 2002, the government of Guinea-Bissau began to implement a Special Programme for Food Security (SPFS) project, with technical and financial support from FAO. Phase I of the project was the implementation of pilot initiatives aimed at boosting agricultural production and irrigation, and also at promotion of market channels. Phase II was the formulation of the National Programme for Food Security (PNSA) in 2007. In terms of content, the PNSA is structured according to four strategic priorities, and provides guidelines for the implementation of actions through eight specific subprogrammes. There is a mainly sectoral vision in the content of the proposed actions, limiting a more comprehensive understanding of FNS.

However, this instrument has never been approved by the Council of Ministers, which is the reason for it not entering into the implementation phase, originally scheduled for the period 2008–2013. The results of the surveys underline the following as the main constraints to implementation: the absence of an integrated, multisectoral coordination framework for policy implementation; insufficiency of financial and human resources at all levels; and political instability.

It is important to note that the National Agricultural Investment Programme (PNIA), developed under the CAADP, was approved by the Council of Ministers in January 2011. This instrument is now the main priority of the government in terms of policies in the field

of agriculture and FNS. In line with the guidelines of the CAADP and the New Partnership for Africa's Development (NEPAD), the government intends to achieve a higher level of economic growth with this instrument, based on agricultural development (though with a strong focus on export), poverty reduction and promotion of food security. The main thrusts of this programme are sustainable management of land and water resources, improvement of rural infrastructure and commercialization, and access to markets and increased availability of food

The guidelines of the PNIA are in line with the agenda of the National Poverty Reduction Strategy and the MDGs. This instrument has absorbed various instruments (currently ongoing and/or planned) such as the National Programme for Food Security (PNSA), as is explained in the document: *"For reasons of resources efficiency and rationality, actions under the PNSA are considered in the PNIA."* However, it should be noted that the right to food approach is not mentioned in any of the instruments.

### **SAO TOME AND PRINCIPE**

In late 2007 the Government of Sao Tome and Principe, through the Ministry of Economy, showed the political will to formulate a National Food Security Programme, and asked FAO for technical support. Political instability in the country combined with subsequent government reshuffling led to the inadequate development of this instrument as initially expected. Currently, the issue of institutional responsibility for food safety is under the umbrella of the Ministry of Planning and Development, following a short period during which the agricultural sector had its own ministry (the Ministry of Agriculture, Fisheries and Rural Development).

After the Forum on Public Policies for Agriculture and Food Security held in the country in September 2010, the government showed publicly its political commitment to move forward with the formulation of a national FNS policy. Civil society led the forum and prepared a draft document with suggestions for the formulation of this strategy, which was formally delivered to the government. The main conclusion of this forum (which was accepted by the government) makes a key recommendation that the country needs to have a National Food and Nutrition Security Strategy that contributes to improving the quality of life of the population of Sao Tome and Principe.

In the context of the recommendations for the future FNS strategy, priorities were identified in all areas related to its multiple dimensions, in particular: the production sector (agriculture, fisheries, livestock), access and management of natural resources, price policies, credit and access to markets, health and nutrition, and education. The only thing missing is the formal decision of the Government of Sao Tome and Principe to proceed with the formulation of this policy instrument.

Meanwhile, the country is implementing the National Strategy to Combat Poverty (ENRP).



In policy terms the country gives a very high priority to the development of agriculture as the basis for the promotion of FNS. Examples include the Updated Charter of Agricultural Policy, Rural Development and Fisheries (CAPADRP), approved in 2006, and the National Plan for Agricultural Investment (PNIA), made in the framework of the CAADP.

## BRAZIL

Brazil is currently one of the world's leading countries in terms of the fight against hunger, having assumed a considerable role in the international arena as a result of the political commitment of the Lula Government. The impact and visibility given to some of its programmes particularly the Zero Hunger Programme and the progress achieved at the institutional level with the approval of the FNS Law (Law No. 11346 of September 15, 2006), have taken Brazil to a relevant position on this issue.

The Zero Hunger Programme is coordinated by the Ministry of Social Development and Hunger Combat (MDS), and consists of more than thirty additional programmes divided into four main axes:

- Axis 1 Access to Food: *"Bolsa Família"* (Family Grant Programme), Subsidized Restaurants, Food Banks, Water Cisterns, School Meal Programme, Urban Agriculture, Distribution of Vitamin A, Nutrition Education, etc.;
- Axis 2 Strengthening Family Farming: National Programme for the Strengthening of Family Farming, Food Acquisition from Family Farming Programme, Family Farming Insurance, etc.;
- Axis 3 Income Generation: Social and Professional Training, Communities Productive Organization, Micro-credit, Development of Cooperatives, etc.;
- Axis 4 Articulation, Mobilization and Social Control: Volunteer Work and Donations, Partnerships with Retailers and Other Entities, *"Casa das Famílias"*, Training of Public and Local Officials, Social Councils, etc.

The FNS approach being used today in Brazil has as its basic principles the human right to food and food sovereignty. Beyond these two principles, Brazilian policy on this matter includes other characteristics that differentiate it, namely i) the placement of FNS as a development strategy; ii) the intersectoral character of the actions and policies; and iii) the high level of inherent social mobilization and participation.

Recently Brazil carried out a national campaign for the inclusion of food as a fundamental right in the constitution. This campaign was led by the National Council of Food and Nutrition Security (CONSEA), and had the participation of civil society organizations, social movements, public and private agencies, Non-governmental Organizations (NGOs), and artists and citizens from across the country. The resulting Constitutional Amendment 64 was adopted in 2010.

## PORTUGAL

In Portugal, FNS is spread among different sectors of the government, particularly through programs for agriculture, social protection measures and specific health plans. The food issue takes a prominent role within the agricultural sector, in the light of the protectionist policy of the European Union.

The ensuring of food reserves, in coordination between the Ministry of Agriculture and the civil protection services, is also worthy of note. In Portugal's case, special attention is given to the food safety issue, where important measures are underway through proper institutions such as the Authority for Food and Economic Safety (ASAE).

It is also important to mention that the Portuguese cooperation policy covers the issue of FNS and the fight against hunger in the context of the MDGs and the North-South Cooperation. The Portuguese Institute for Development Support (IPAD) is the governmental structure responsible for implementing the cooperation policy. The African Portuguese-speaking countries and Timor-Leste are the main recipients of this policy, whose priorities are food security and rural development.

## TIMOR-LESTE

The Government of Timor-Leste states that FNS policy is considered a high priority in strategic terms and in the context of existing programs, particularly under the National Development Plan and the Poverty Reduction Strategy.

The main instrument underway is the National Policy for Food Security (PNSA), approved in 2005, which specifies that hunger and malnutrition are direct consequences of food insecurity, and violate the human right to food. The PNSA presents FNS as an intersectoral matter to which different sectors of government are called to contribute. In terms of strategic content, the following main themes are defined: i) promotion of food and agriculture production; ii) promotion of services to support agriculture and infrastructure; iii) additional measures in other areas, such as fisheries and employment; iv) improvement of information on food safety; v) protective networks for vulnerable groups; vi) improvement of the use of food and nutrition.

However, this policy has encountered difficulties and delays in implementation, due to lack of financial resources and limited human resources and capacities at the national level. Also, it should be noted that Timor-Leste is a member of the Association of Southeast Asian Nations (ASEAN), which has in place a regional strategy, in the field of agriculture and food security, with whose principles this national policy competes.

In short, with the exception of Sao Tome and Principe, all countries have developed specific public policy instruments in the field of FNS. However, these tools have only entered into the implementation phase in Brazil, Mozambique and Timor-Leste. In terms of content,

the strategic guidelines and actions defined under these instruments take a comprehensive vision and understanding in the cases of Angola, Cape Verde, Mozambique and Brazil, adopting an approach that responds to the multidimensional and intersectoral character of FNS. The approach of the strategies in Guinea-Bissau and Timor-Leste is essentially sectoral, with an almost exclusive focus on the agricultural sector. In addition to these policies, other instruments are underway that also contribute to the promotion of FNS and the progressive realization of the right to food, as evidenced in Table 7.

**TABLE 7: Other FNS-related instruments in the CPLP countries**

Country	Policy instrument
<b>Angola</b>	<b>National Strategy for Food and Nutrition Security (ENSAN)</b> National Strategy to Combat Poverty (ECP) Integrated Programme of Rural Development and Poverty Combat (PIDRCP) "Water for All" Programme
<b>Brazil</b>	<b>Zero Hunger Programme</b>
<b>Cape Verde</b>	<b>National Strategy for Food Security (ENSA)</b> Growth and Poverty Reduction Strategy Paper (DECRP) National Agricultural Investment Programme (PNIA)
<b>Guinea-Bissau</b>	<b>National Programme for Food Security (PNSA)</b> Agricultural Development Policy Charter (CPDA) National Agricultural Investment Programme (PNIA) National Plan for Food and Nutrition (PNAN)
<b>Mozambique</b>	<b>National Strategy for Food and Nutrition Security (ESAN)</b> Strategic Plan for the Development of Agricultural Sector (PEDSA) Multisectoral Action Plan for the Reduction of Chronic Undernutrition (PAMRDC) Contingency Plan for Natural Disasters National Strategy of Basic Social Security National Strategic Plan to Fight Against HIV/AIDS
<b>Portugal</b>	Rural Development Programme (PRODER) National Health Policy Social Protection Programmes
<b>Sao Tome and Principe</b>	National Strategy to Combat Poverty (ENRP) Updated Charter of Agricultural Policy, Rural Development and Fisheries (CAPADRP) National Plan for Agricultural Investment (PNIA)
<b>Timor-Leste</b>	<b>National Policy for Food Security (PNSA)</b> Promotion of Balanced Development and Poverty Reduction

At the national level, initiatives of these countries in the formulation and/or implementation of national policies and strategies for FNS were accompanied by attempts to adopt institutional frameworks that favour coordination and political dialogue with social participation. In the following section we analyse the current situation in this field.

## 2.4 Institutional and social participation framework

The existence of public institutions and coordination mechanisms suitable for FNS and right to food policies is an essential requirement to improving the efficiency and effectiveness of the fight against hunger. In this section we assess the institutional framework of each country, especially with regard to the institutional affiliation of FNS and its policies, the existence of FNS- and right to food-related institutional mechanisms, and social participation mechanisms.

### ANGOLA

From an institutional point of view, FNS in Angola is currently affiliated with the Ministry of Agriculture through the Food Security Office (GSA). This department was created to support the government in the formulation, implementation and monitoring of food security policies, and has the designation of National Directorate. Some of its main responsibilities include: conducting studies on standards of food quality control; calculating the food deficit and warning the government about its magnitude; proposing alternative measures to address the food deficit's inherent effects, through an early warning system; implementing a monitoring system of imports of essential food products, including food aid; and conducting studies on the use of food reserves in emergencies. The Early Warning Department, the Markets and Prices Department, and the Food Safety Monitoring Department are linked to the GSA, in support of its Director.

Under ENSAN, the establishment of an FNS governance mechanism was proposed, designated as the National Council for Food and Nutrition Security (CONSAN). The proposal for the establishment of this body indicated the need to link it to the President's Office, stating that it would work as a coordination mechanism for activities involving different sectors of the government and relevant players (including civil society) concerned with the promotion of FNS in the country. However, this institution has yet to be established.

The CONSAN proposal envisages a system working at all three levels of governance central, provincial and municipal functioning as a forum for dialogue, political negotiation and consultation, with social participation and FNS involvement at these different levels. In organizational terms, the CONSAN would be constituted of political and executive bodies: the National Council for Food and Nutrition Security itself; the National Executive Secretariat; the National Committee for Vulnerability Analysis

(CNAV); Technical Committees; Provincial Councils of Food and Nutrition Security (COPSAN); and Municipal Councils of Food and Nutrition Security (COMUSAN).

ENSAN identifies areas for coordination, ranging from the municipal to the national level, between state institutions and civil society, although they are not currently operational. In addition to these formal spaces and mechanisms of social participation, there are other informal spaces and/or fora in which civil society may debate about ENSAN. The Councils of Auscultation and Social Participation (CACs) have been used for this purpose.

The Angolan Government is currently revising the institutional framework in the context of the PIDRCP, which now includes ENSAN. It is expected that this mechanism will be completed during 2011, although there are doubts about the institutionalization and coordination mechanisms of this instrument.

The results of the survey carried out show that, from an institutional point of view, there is an extensive lack of coordination between the different sectors involved in the promotion of FNS in Angola. The fact that the institutional framework has not been implemented limits the possibilities for strengthening coordination. The uncertainty about the institutional affiliation of ENSAN, between the Ministry of Agriculture and the Department of Social Affairs of the Presidency, is another obstacle identified in the efforts to improve coordination. Existing policies are ambitious but lack the technical, human and financial resources for their implementation.

## **BRAZIL**

In institutional terms, the Organic Law approved in 2006 establishes definitions, principles, guidelines, objectives and the creation of the National Food and Nutrition Security System (SISAN), whereby the government, with the participation of organized civil society, draws up and implements policies, plans, programmes and actions aimed at ensuring the human right to adequate food. This institutional framework shaped by SISAN is based on the following guidelines: i) promotion of intersectoral policies, programmes, governmental and non-governmental actions; ii) decentralization of actions and collaborative coordination between the spheres of government; iii) monitoring of the food and nutrition situation in order to subsidize the management cycle of policies in the various spheres of government; iv) a combination of direct and immediate measures to ensure access to adequate food, with actions that enhance the capacity of autonomous subsistence for the population; v) coordination between budget and management; and vi) encouragement in the development of research and in training of human resources.

SISAN consists of the National Conference on Food and Nutrition Security (CNSAN) and the National Council of Food and Nutrition Security (CONSEA). The CNSAN is the institution responsible for indicating to CONSEA the guidelines and priorities of the National Plan for Food and Nutrition Security (PLANSAN). The conference is held every four years and

is preceded by state, district and municipal conferences. Delegates participate from the different sectors of government and civil society. So far, the CNSAN has taken place in 1994 (Brasília), 2004 (Olinda) and 2007 (Fortaleza); the next conference will be held in 2011.

CONSEA is a governance structure, with advisory status, responsible for coordinating and setting guidelines for FNS in the country. It is also an advisory structure of the President that links government sectors and civil society. CONSEA consists of one-third government representatives and two-thirds civil society representatives (as well as observers), selected according to certain criteria, and is chaired by a civil society representative. Its structure includes a General Secretariat headed by the Minister for Social Development and the Fight against Hunger, which advises the President of CONSEA, and an Executive Secretariat that supports operations. CONSEA also has permanent thematic committees aimed at strengthening topics and preparing proposals to be discussed at the meetings. Similar structures to the National CONSEA are being implemented at the state level (State CONSEAs) and the municipal level (Municipal CONSEAs).

Civil society has a long history of mobilization and participation in the field of FNS. Currently, the example of the Brazilian Forum for Food and Nutrition Security (FBSAN) stands out, among others. This network is now an important gathering of entities, individuals, social movements and institutions that deal with the question of FNS. The main objectives of the FBSAN are as follows: i) to mobilize society around the topic of FNS, and collaborate in the formation of favourable public opinion; ii) to encourage the development of policy proposals and national and international public actions on FNS and the human right to food; iii) to highlight the theme in the national, state and municipal political agenda, and contribute to the international debate on the subject; iv) to encourage the development of local/municipal actions promoting FNS; v) to empower civil society stakeholders, in order to optimize the effective participation of society in the different areas of social management; and vi) to monitor responses regarding right to food violations, and report them to the government.

## **GUINEA-BISSAU**

In institutional terms, the National Programme for Food Security (PNSA) foresaw the installation of a National Food Security Council with interministerial status, which would be chaired by the Prime Minister. The creation of a Multidisciplinary Technical Coordination Unit was also expected. However, none of these structures has been implemented. The financial, human and technical resources available at the Ministry of Agriculture the one with greater potential for intervention in this area are limited.

The Ministry of Economy, Planning and Regional Development has a Planning and Food Security Office (CPSA), which is considered a structure for coordination and planning.

However, this entity is not operating because it has no concrete mission, and lacks staff, financial resources, material and transport.

To fill this institutional gap, the Thematic Group on Food and Nutrition Security (GTSAN) was established in the country, comprising the main development partners, ministries, and NGOs. This is an ad hoc body, with the aim of promoting wider coordination and information sharing. This “think tank” is chaired alternately by FAO and the World Food Programme (WFP).

These institutional constraints, coupled with the budgetary, technical and human resources constraints, result in an enormous lack of coordination between the different sectors. The budget of the Ministry of Agriculture in the last three years amounted to US\$16 million in 2011, US\$18 million in 2010, and US\$5.6 million in 2009. The Ministry also received contributions from donors as much as US\$56 million in 2011, US\$54 million in 2010, and US\$35 million in 2009.

Social participation is limited, and occurs sporadically only when specific stakeholders are consulted by the Ministry of Agriculture for specific needs. Civil society has made efforts to get organized and work together on the subject of FNS. In 2008, the National Civil Society Network for Food Security and Sovereignty of Guinea-Bissau (RESSAN-GB) was launched. However, this network is currently under a process of internal reform, due to limitations in organizational terms. At the central level, NGOs used to have a place for consultation through the Platform of NGOs of Guinea-Bissau (PLACON-GB); but this entity has ceased to work.

According to the data collected throughout the country there are about 1 500 associations, of which only 87 are affiliated at the central level in the National Farmers’ Association of Guinea-Bissau (ANAG), which has regional offices across the country. There are about 80 women’s associations that are affiliated at the central level in the Association of Women in Economic Activity (AMAE). Another important entity in this field is the National Framework for Coordination of Peasants and Rural Producers’ Organizations (QNCOCPR), whose creation was driven by the Network of Farmers’ and Agricultural Producers’ Organisations of West Africa (ROPPA). With regard to the private sector, the economic actors have their place for consultation at the central level through the Chamber of Commerce, Industry, Agriculture and Services (CCIAS), which functions as a private interlocutor with the government. This structure has regional offices across the country, totalling 12 000 members from formal and informal sectors of commerce, industry and agriculture.

## **CAPE VERDE**

In institutional terms, the food security policy in Cape Verde is linked to the Ministry of Agriculture and Environment through the Directorate for Food Security (DSSA), which is

a body of the Planning Office. The review of the National Programme for Food Security (PNFA), in 2006, laid the groundwork for the creation of two intersectoral mechanisms for policy implementation: the National Council for Food Security (CNFA) and the National Network for Food Security (RNFA).

The CNFA will be the highest advisory institution concerning food security, and also a consultation forum for political negotiation. It will discuss the annual Plan of Action and mobilize financial resources, as well as monitor the progress in the implementation of the PNFA and the functioning of the RNFA. The RNFA in turn will function as a consultation and coordination framework for the implementation of the PNFA at the municipal, regional (island) and national level, and also advise the DNFA on the planning, implementation, monitoring and evaluation of the Programme.

However, it is worth mentioning that the CNFA has never been formally established. This is partly explained by the low political priority given to this issue, and also by the limited resources: the DNFA has only four technicians, one administrative assistant, one general services assistant and one driver. Over the past three years, the budget of this entity has been US\$38 million per year.

The surveys carried out identified the following priorities for strengthening institutions in the country: i) implementing the CNFA and other agencies foreseen in the PNFA; ii) establishing mechanisms for regular consultations involving the private sector and civil society; iii) giving priority to FNS issues in public policies; iv) training and assisting representatives of vulnerable groups to participate more actively and consciously in the structures for consultation and decision making; and v) strengthening technical assistance for small family farmers to increase and improve production, and also to improve storage, processing and commercialization.

Currently the government is considering the possibility of establishing the CNFA under the implementation of the PNFA. The government is also considering the possibility of raising the institutional affiliation of FNS to a higher level, namely that of the Prime Minister.

## MOZAMBIQUE

In Mozambique, the sector responsible for FNS is the Ministry of Agriculture, working through the Technical Secretariat for Food and Nutrition Security (SETSAN). This body was created in 1998 to support the implementation of the Food and Nutrition Security Strategy (ESAN). The institutionalization of SETSAN was carried out by the Ministry of Agriculture, through the National Directorate of Agriculture at the central level, and through the Provincial Directorates of Agriculture at the provincial level. The main duties of this body are as follows: a) to coordinate the implementation of ESAN and the Food and Nutrition Security Action Plan (PASAN) in a multisectoral and holistic manner, and in accordance with the pillars of FNS: production and availability, access, utilization and use, adequacy



and stability of supply; b) to report on the FNS situation in the country three times a year and make recommendations; c) to include FNS and the human right to adequate food in the policies, plans and programs of the government, civil society and development partners; d) to empower decision makers and programme implementers with analysis tools for issues related to FNS and the human right to adequate food; e) to advocate and promote FNS to decision makers, programme implementers and the community; f) to monitor and evaluate the FNS indicators included in the Absolute Poverty Reduction Action Plan (PARPA), and the state of FNS in Mozambique.

SETSAN is composed of representatives from various ministries, civil society and UN agencies, and has the following objectives: i) to coordinate all activities related to the planning of interventions to populations in food insecurity situations; ii) to formulate policies; and iii) to evaluate and monitor its own actions. SETSAN also works at the provincial level through the intervention of the Provincial SETSANS.

At the moment there are ten government representatives in SETSAN and also three professionals (two experts from FAO and one WFP intern), who provide technical assistance to SETSAN in the areas of legislation and designing of food insecurity monitoring. At the provincial level, SETSAN has one professional for each of the 11 provinces. The funds made available by the government for this structure in the last three years were US\$1.3 million in 2011, US\$100 000 in 2010 and US\$71 000 in 2009. This structure also received contributions from donors in the order of US\$75 000 in 2011, US\$150 000 in 2010 and US\$60 000 in 2009.

Although it is under the Ministry of Agriculture, SETSAN is an intersectoral body that brings together UN agencies and representatives from civil society and the main sectors in the field of FNS (agriculture, roads, health, water, environment, state administration, gender and social assistance). This body includes two permanent units: the Permanent Unit for Coordination of Information Systems, and the Permanent Unit for Analysis, Policy, Planning and Monitoring, each containing several working groups.

So far, the main results achieved with the institutionalization of SETSAN at the central and provincial level have been the following: i) multisectoral treatment of FNS, taking into account the pillars of food availability, access, utilization and use; ii) decentralization of the FNS agenda; iii) insertion of FNS as a crosscutting theme, as is evident in the PARPA; iv) insertion of FNS into other sectoral policies and strategies; v) creation of a critical mass around the issue of FNS; vi) recognition of SETSAN at the national, regional and international level; vii) periodic review and assessment of acute and chronic food and nutrition insecurity in the country.

Currently, the main challenges involve deepening the implementation of ESAN II and its corresponding action plan; approval of the Organizational Statutes of SETSAN; institutionalization of the Provincial SETSANS; effective decentralization of the FNS agenda in the country; and approval of the Right to Food Act.

It should be noted that social participation in Mozambique on the theme of FNS is very active, due greatly to the work being developed by the Network of Organization for Food Sovereignty in Mozambique (ROSA), which has been working in this area since 2003. This network has as its mission the promotion and improvement of coordination and exchange among its members on matters of food sovereignty.

## **SAO TOME AND PRINCIPE**

In institutional terms, FNS in the country is linked to the agricultural sector, which is currently under the responsibility of the Ministry of Planning and Development. There is no specific body to deal with this issue, although the recommendations of the Forum on Public Policies for Agriculture and Food Security of 2010 point to the need for creation of a National Council for Food and Nutrition Security, with representatives from different sectors of government and other stakeholders, including civil society.

Civil society has been working to engage more actively in dialogue with the government in the discussion of FNS-related issues. Although there are no formal governmental spaces for participation, social structures do exist and are quite active there.

Recognition should be given to the work of the Civil Society Network for Food and Nutrition Security of Sao Tome and Principe (RESCSAN-STP). The network was launched in 2008 and brings together around 20 organizations, with the aim of promoting dialogue between the government and development partners on FNS-related issues. The added value of this network comes from the diversity of its members, who are specialized in different areas related to FNS (agriculture, fisheries, gender, natural resources, health, education, etc.). The network's organization of various stakeholders has increased its capacity for dialogue and intervention in political discussion.

Other organizations deserve to be mentioned, such as the Federation of NGOs of Sao Tome and Principe (FONG-STP), the National Federation of Small-Scale Farmers' Associations (FENAPA) and the Federation of Medium-Scale Entrepreneurs, which have been called to participate in several discussions, debates and lectures on this subject.

## **TIMOR-LESTE**

In institutional terms, food security in Timor-Leste is under the responsibility of the Ministry of Agriculture. In 2005, the National Council for Food Security of Timor-Leste (CNSATL) was established under the National Strategy for Food Security in order to coordinate activities and monitor the progress of food security policy.

The CNSATL is chaired by the Ministry of Agriculture, and includes the following ministries: Finance, Social Solidarity, Health, Education, Economy and Development. It also includes various technical groups and a Technical Secretariat, which has a Secretary General and a focal point from FAO, WFP and each Ministry.

However, there have been no meetings for the past two years, mainly due to lack of financial resources. At the present time, the government is revising the statutes of the CNSATL. The new statutes will stipulate that civil society should be integrated, although the current statement only covers their participation in technical groups, and not at the assembly.

The financial resources available for the CNSATL are limited. According to the information collected, in the past three years the budget allocated by the government for this structure was approximately US\$21 000 annually. This structure has also benefited from resources made available through programs of UN agencies, in amounts of about US\$54 000 in 2010 and US\$37 000 in 2011.

In the same way that the public policy framework is in force in CPLP countries, there are also attempts at the institutional level to advance and strengthen coordination. However, in most cases the coordination structures are not operational, and/or demonstrate numerous weaknesses and limitations.



## Part 3

# Summary and Conclusions

### 3.1 Summary

Based on the analysis carried out, and on the results from surveys and interviews conducted with governments and other stakeholders, we can obtain an overview of the institutionalization of FNS and the right to food in CPLP countries. This assessment focused on the core elements of the governance construction process (international commitments, legal framework, policy framework, and institutional and social participation framework).

Regarding the **poverty and food insecurity situation**, there are nearly 28 million undernourished people in the CPLP. In proportional terms, the most problematic countries are Angola (44 percent), Mozambique (37 percent), Guinea-Bissau (31 percent) and Timor-Leste (23 percent). Despite the differences in scale, all countries reveal problems concerning food insecurity and poverty. This mandates an effort from all CPLP Member States to adopt policies to address this situation and protect the most vulnerable groups.

As regards the **situation of each country concerning major international treaties and conventions related to the right to food**, we learn that all countries are in regular accordance, with the exception of Mozambique (in the case of the ICESCR). All countries have made international commitments in the field of food and nutrition security.

Regarding the **constitutional and legal framework** of the right to food, the analysis reveals that only Brazil has an explicit recognition of the right to food in its constitution. In the other countries, this right is not explicitly enshrined in their constitutions. Nevertheless, in all countries there is an implicit recognition of this right, either through recognition of other related rights, or through recognition of constitutional principles or guidelines. Annex 2 summarizes how the right to food is recognized in the constitutions of the CPLP countries. From a legal perspective, it is important to mention that Brazil is the

only CPLP Member State that has a specific law in the field of FNS and the right to food (Law No. 11346 of 15 September, 2006). In addition, Mozambique is working on the formulation of a Right to Food Act.

With regard to the **institutional and social participation framework**, the issue of FNS and its policies (in the cases in which they are already being implemented) takes on a sectoral nature (i.e. Ministry of Agriculture) in all countries but Brazil, in which FNS is institutionally linked to the Presidency of the Republic. It is worth mentioning that Angola and Mozambique are working to institutionally link FNS policy to a higher hierarchical level, namely the Presidency of the Republic and the Prime Minister, respectively.

With the exception of Sao Tome and Principe and Portugal, in all the CPLP countries the formulation of national policies and strategies on FNS has been accompanied by efforts to develop institutional mechanisms to facilitate their coordination, particularly in an advisory capacity.<sup>10</sup> These structures are only operating in Brazil, Mozambique and Timor-Leste, despite their appearance in the institutional frameworks of the FNS strategies formulated by other countries. It should be noted that, in addition to spaces for dialogue and social participation (councils), these structures envisage the establishment of offices or secretariats with technical and administrative functions. In the cases in which they are already in place, these structures also propose decentralization mechanisms, such as the State and Municipal CONSEAs in Brazil, the Provincial SETSANS in Mozambique and the Food Security District Committees (CSADs) in Timor-Leste. Human, technical, financial and organizational capacities are limited in most countries, thus hindering institutionalization.

Civil society has revealed in these countries a growing capacity to participate in the field of FNS and the right to food, particularly through its work and network performance. The establishment of thematic networks that bring together a diversified set of stakeholders facilitates the work and dialogue with governments. One such example is the Regional Network for Food and Nutrition Security in the Community of Portuguese Speaking Countries (REDSAN-CPLP), a network of organizations working together to strengthen dialogue with governments and international organizations on FNS and the human right to food. Apart from REDSAN-CPLP, other structures are emerging from civil society and the private sector which should be taken into account by the CPLP in the implementation of the future Regional Strategy for Food and Nutrition Security:

- REDISA-CPLP (Network for Education, Citizenship and Information on Food Security in the CPLP), which integrates institutions and individuals linked to the technical and scientific field of food security;

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10 National Council of Food and Nutrition Security (CONSEA) Brazil; National Council for Food and Nutrition Security (CONSAN) Angola, Mozambique and Guinea-Bissau; Technical Secretariat for Food and Nutrition Security (SETSAN) Mozambique; National Council for Food Security of Timor-Leste (CNSATL); National Council for Food Security (CNSA) Cape Verde.

- CPLP Environment and Territory Network, which aims to promote permanent dialogue, ensuring the sharing of experiences and good practices among the CPLP countries with regard to the policies of environment and sustainable development;
- CPLP Health Network, which aims to share advice and best practices on health promotion in the CPLP countries;
- CPLP NGO Platforms Network, which brings together the national structures of NGOs in the CPLP;
- CPLP Business Council, which aims to boost relations between business entities and their representatives within the Portuguese-speaking sphere, in order to operate among its members as a privileged contribution tool for the development, growth and proper functioning of their economies.

These efforts should be accompanied by institutional mechanisms that ensure social participation in an effective way.

Regarding the **policy framework**, with the exception of Sao Tome and Principe, specific policy instruments in the field of FNS have been formulated in all CPLP countries. However, these instruments are only under implementation in Brazil, Mozambique and Timor-Leste, thus confining governmental action on this subject. In terms of content, the strategic guidelines and actions defined under these instruments employ a comprehensive vision and understanding in the cases of Angola, Cape Verde, Mozambique and Brazil, adopting an approach that responds to the multidimensional and intersectoral nature of FNS. Guinea-Bissau and Timor-Leste's approach is essentially sectoral, with exclusive focus on the agricultural sector. The perspective of the right to food is limited in all strategies, despite the fact of being enshrined in all of them, with the exception of Guinea-Bissau.

Table 8 summarizes the institutionalization of FNS and the right to food in the CPLP countries:

TABLE 8: Institutionalization of FNS and the right to food in the CPLP Countries

Policy instrument	Institutional affiliation of FNS	FNS focus	Inclusion of the right to food in FNS policy	Governance mechanism	FNS monitoring
<b>Angola</b>					
National Strategy for Food and Nutrition Security (ENSAN)	Current: Sectoral (Agriculture) Expected: Supra-ministerial (Presidency)	Intersectoral (multiple dimensions of FNS)	Explicitly consecrated	Current: Food Security Office (GSA) Expected: National Council for Food and Nutrition Security (CONSAN)	Food and Nutrition Security Information System (SISAN)
<b>Brazil</b>					
Zero Hunger Programme	Supra-ministerial (Presidency)	Intersectoral (multiple dimensions of FNS)	Explicitly consecrated	National Council of Food and Nutrition Security (CONSEA)	National Food and Nutrition Security System (SISAN)
<b>Cape Verde</b>					
National Strategy for Food Security (ENSA) <i>(integrated in the PNIA)</i>	Sectoral (Agriculture)	Intersectoral (multiple dimensions of FNS)	Explicitly consecrated	Currently: Directorate for Food Security (DSSA) Expected: National Council for Food Security (CNSA)	Food Security Information System (SISA)
<b>Guinea-Bissau</b>					
National Programme for Food Security (PNSA) <i>(integrated in the PNIA)</i>	Sectoral (Agriculture)	Sectoral (Agriculture)	Not consecrated	Current: Office of Agricultural Policy of the Ministry of Agriculture Expected: National Council for Food and Nutrition Security (CONSAN)	–
<b>Mozambique</b>					
National Strategy for Food and Nutrition Security (ESAN)	Sectoral (Agriculture)	Intersectoral (multiple dimensions of FNS)	Explicitly consecrated	Technical Secretariat for Food and Nutrition Security (SETSAN)	Vulnerability Analysis Group (SETSAN)
<b>Portugal</b>					
Strategic Vision for Portuguese Cooperation	Sectoral (Ministry of Foreign Affairs)	–	Not consecrated	–	–

TABLE 8: Institutionalization of FNS and the right to food in the CPLP Countries (cont.)

Policy instrument	Institutional affiliation of FNS	FNS focus	Inclusion of the right to food in FNS policy	Governance mechanism	FNS monitoring
<b>Sao Tome and Principe</b>					
National Programme for Food Security and Nutrition <i>(under discussion)</i>	Sectoral (Ministry of Planning and Development)	Sectoral (Agriculture)	–	under discussion	–
<b>Timor-Leste</b>					
National Policy for Food Security (PNSA)	Sectoral (Agriculture)	Sectoral (Agriculture)	Explicitly consecrated	National Council for Food Security of Timor-Leste (CNSATL)	Food Security Information System

## 3.2 Main findings and constraints

Tables 9-10 summarize the main findings and constraints identified:

TABLE 9: Main findings concerning the realization of the right to food

Country	Main findings
<b>Angola</b>	<ul style="list-style-type: none"> <li>• Right to food-related international treaties ratified;</li> <li>• National Strategy of FNS formulated and approved;</li> <li>• Intersectoral focus of FNS;</li> <li>• Attempt to affiliate the main instruments of FNS, rural development and poverty alleviation with the Presidency;</li> <li>• Active and committed civil society in the field of FNS and the right to food.</li> </ul>
<b>Brazil</b>	<ul style="list-style-type: none"> <li>• Right to food-related international treaties ratified;</li> <li>• Right to food enshrined in the constitution;</li> <li>• Adoption of a National Law on FNS;</li> <li>• Ongoing right to food justiciability mechanisms;</li> <li>• Institutional affiliation of food security at the highest level (Presidency);</li> <li>• Comprehensive and decentralized institutional framework (SISAN, CONSEA);</li> <li>• FNS national policies adopted with an intersectoral approach and right to food perspective;</li> <li>• High level of social participation;</li> <li>• MDG on poverty and hunger achieved.</li> </ul>



TABLE 9: Main findings concerning the realization of the right to food (cont.)

Country	Main findings
<b>Cape Verde</b>	<ul style="list-style-type: none"> <li>• Right to food-related international treaties ratified;</li> <li>• National Strategy of FNS formulated and approved;</li> <li>• Intersectoral focus of FNS;</li> <li>• Integration of National Strategy for Food Security with National Agricultural Investment Programme under the CAADP;</li> <li>• Political willingness to review the National Strategy for Food Security from the perspective of the right to food.</li> </ul>
<b>Guinea-Bissau</b>	<ul style="list-style-type: none"> <li>• Right to food-related international treaties ratified;</li> <li>• National Strategy of FNS formulated;</li> <li>• Integration of National Strategy for Food Security with National Agricultural Investment Programme under the CAADP.</li> </ul>
<b>Mozambique</b>	<ul style="list-style-type: none"> <li>• Signing and ratification of the ICESCR in progress;</li> <li>• National Strategy of FNS formulated, approved and under implementation;</li> <li>• Intersectoral focus of FNS;</li> <li>• National Law on FNS under formulation;</li> <li>• Institutional framework of FNS under review in order to affiliate it at the highest level (Prime Minister);</li> <li>• Reasonable level of social participation;</li> <li>• Ongoing decentralization process of FNS national policy and corresponding institutional framework.</li> </ul>
<b>Portugal</b>	<ul style="list-style-type: none"> <li>• Right to food-related international treaties ratified;</li> <li>• FNS stands as a priority subject within the cooperation strategy framework.</li> </ul>
<b>Sao Tome and Principe</b>	<ul style="list-style-type: none"> <li>• Right to food-related international treaties ratified;</li> <li>• Political willingness to formulate a national FNS strategy.</li> </ul>
<b>Timor-Leste</b>	<ul style="list-style-type: none"> <li>• Right to food-related international treaties ratified;</li> <li>• National Strategy of FNS formulated and approved;</li> <li>• Institutional mechanism for intersectoral dialogue (CNSATL);</li> <li>• Institutional framework of FNS under review in order to affiliate it at the highest level and improve coordination mechanisms.</li> </ul>

TABLE 10: Main constraints encountered in the realization of the right to food

Country	Main constraints
<b>Angola</b>	<ul style="list-style-type: none"> <li>• Very alarming levels of food insecurity;</li> <li>• Significant delays in effective implementation of ENSAN;</li> <li>• Difficulties of coordination and absence of an appropriate institutional framework;</li> <li>• Scarce public funds allocated to FNS;</li> <li>• Low level of social participation.</li> </ul>
<b>Cape Verde</b>	<ul style="list-style-type: none"> <li>• High reliance on foreign aid, both in food and budgetary terms;</li> <li>• Lack of an appropriate institutional framework, and institutional limitations in terms of human and financial resources;</li> <li>• Low level of social participation.</li> </ul>
<b>Guinea-Bissau</b>	<ul style="list-style-type: none"> <li>• Alarming levels of poverty and food insecurity;</li> <li>• High reliance on foreign aid, particularly in budgetary terms;</li> <li>• Mainly sectoral focus of FNS policy (agricultural sector);</li> <li>• Lack of an appropriate institutional framework, and institutional limitations in terms of human and financial resources;</li> <li>• Low level of social participation.</li> </ul>
<b>Mozambique</b>	<ul style="list-style-type: none"> <li>• Severe levels of poverty and food insecurity;</li> <li>• Signature and ratification of the ICESCR not accomplished;</li> <li>• Need to strengthen the institutional framework, in particular the intersectoral element.</li> </ul>
<b>Portugal</b>	<ul style="list-style-type: none"> <li>• No reference to the right to food perspective within the cooperation policy.</li> </ul>
<b>Sao Tome and Principe</b>	<ul style="list-style-type: none"> <li>• High reliance on foreign aid, particularly in budgetary terms;</li> <li>• Mainly sectoral focus of FNS policy (agricultural sector);</li> <li>• Absence of specific public policy in the field of FNS.</li> </ul>
<b>Timor-Leste</b>	<ul style="list-style-type: none"> <li>• Mainly sectoral focus of FNS policy (agricultural sector);</li> <li>• Weak institutional framework, with limited human, financial and coordination mechanisms;</li> <li>• Low level of social participation within the FNS policy framework.</li> </ul>

In the consultations carried out, concerned actors (governments, the European Commission, AECID, civil society) were surveyed on the thematic areas they considered a priority in terms of FNS promotion. The respondents were asked to express this priority on a scale of 1 to 10 (increasing priority). The overall results obtained are shown in Table 11, which shows that family farming-based food production and processing is considered a priority area in most countries.

TABLE 11: Priority thematic areas, according to governments surveyed

Thematic areas Countries	Access to land and other natural resources	Health, nutrition and food education	Social programmes	Gender	Family farming-based food production and processing	Environment	Food safety
Angola	–	–	–	–	–	–	–
Brazil	–	–	–	–	–	–	–
Cape Verde	9	9	7	9	10	10	10
Guinea-Bissau	7	9	0	9	10	7	8
Mozambique	7	10	10	9	10	9	9
Portugal	7	7	8	7	10	8	4
Sao Tome and Principe	–	–	–	–	–	–	–
Timor-Leste	10	10	6	6	10	10	10
<b>TOTAL</b>	<b>40</b>	<b>45</b>	<b>31</b>	<b>40</b>	<b>50</b>	<b>44</b>	<b>41</b>
<b>Rank</b>	5	2	6	5	1	3	4

### 3.3 Recommendations

Taking into account the process of formulation of the future Regional Strategy for Food and Nutrition Security in the CPLP, particularly from the right to food perspective, it is possible to identify the key lessons learned and recommendations emerging from the analysis we carried out. The recommendations are listed below; Table 12 represents the SWOT analysis based on the obtained data and information.

#### Regarding the legal framework of the right to food

- Sign and ratify the international instruments related to the right to food (where countries have not already done so), including the ICESCR (in the case of Mozambique) and the Optional Protocol to the ICESCR (in all cases, with the exception of Guinea-Bissau, Portugal and Timor-Leste).
- Work progressively in order to include the right to food in their national constitution, in a clear and universal way (Brazil has already done so, and Mozambique is working on this).
- Work progressively in order to incorporate the right to food into their national legislation, in particular by adopting a specific law on FNS and the right to food (Brazil has already done so, and Mozambique is also working on this).

### **Regarding the institutional framework of the right to food**

- Strengthen national capacities and institutional frameworks in order to improve coordination between the different sectors of government and other stakeholders (including civil society, the private sector, development agencies and donors) on the implementation of national policies on FNS and the right to food.
- Affiliate FNS and the right to food at the highest level, in order to ensure greater political commitment and overcome the essentially sectoral vision in some countries (e.g. Guinea-Bissau, Cape Verde, Timor-Leste, Sao Tome and Principe).
- Strengthen governance mechanisms and institutional decentralization processes, seeking to embrace all territorial levels.
- Strengthen capacity-building processes at the national level (including government and civil society).
- Ensure and/or strengthen an effective participation of the different sectors of civil society (particularly in the context of existing networks) and the private sector in the ongoing, planned institutional mechanisms (Mozambique, Timor-Leste) and/or in the outlined institutional mechanisms (Cape Verde, Guinea-Bissau, Angola).

### **Regarding Food and Nutrition Security Policy**

- Adopt a rights-based approach in public policies, following in particular the FAO Voluntary Guidelines on the Right to Food (all countries).
- Formulate FNS national policies where they do not already exist (Sao Tome and Principe).
- Effectively implement previously approved public policy tools (Angola, Guinea-Bissau, Cape Verde, Timor-Leste).
- Strengthen existing public policies in line with the right to food perspective (Angola, Mozambique, Cape Verde, Timor-Leste, Guinea-Bissau).
- Adopt an intersectoral approach involving different sectors of government engaged in the promotion of FNS, and taking into account their multiple dimensions (Guinea-Bissau, Timor-Leste, Sao Tome and Principe).
- Improve food insecurity and FNS public policies monitoring mechanisms (all countries).

## Lessons Learned

This analysis revealed the specificities of each country and the different levels of development regarding the implementation of FNS and right to food policies. Nevertheless, it is possible to extract some important examples from each country which can inform and strengthen ongoing processes. For this reason, it is recommended that the future Regional Strategy for Food and Nutrition Security in the CPLP takes into account the possibility of implementing measures that enhance information- and experience-sharing between countries, namely through South-South Cooperation supported by the Community itself. In particular, the CPLP should take into account the following “best practices”:

- 1) Incorporation of the right to food in the constitution, and adoption of enforcement and justiciability mechanisms (Brazil).
- 2) Formulation and adoption of a Right to Food Act (Brazil and Mozambique).
- 3) Integration of food security strategies with other instruments, in particular in the field of rural development and poverty alleviation (Angola).
- 4) Integration of FNS strategies within the framework of national agricultural investment plans under the CAADP (Cape Verde and Guinea-Bissau).
- 5) Establishment of institutional mechanisms for dialogue and participation (Brazil and Mozambique).
- 6) Establishment of a Food Aid System through the action of a National Agency for Food Security (Cape Verde).

TABLE 12: SWOT analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Political commitment to FNS and the right to food issue within the CPLP (Summit of Heads of State and Government; Committee for Permanent Consultation; Sectoral Meetings);</li> <li>• Priority given to FNS in the context of cooperation instruments within the CPLP, namely the Indicative Cooperation Programme;</li> <li>• FNS policies and programs approved and/or under formulation in all countries of the CPLP;</li> <li>• Examples of “best practices” currently ongoing in different countries regarding the right to food;</li> <li>• Organized civil society with capacity for dialogue and work within the framework of the CPLP (e.g. REDSAN-CPLP, CPLP Health Network);</li> <li>• Organized private sector (CPLP Business Council);</li> <li>• Education and Research Institutions working together on this issue (REDISA-CPLP).</li> </ul>	<ul style="list-style-type: none"> <li>• Very alarming levels of food insecurity;</li> <li>• Significant delays in effective implementation of ENSAN;</li> <li>• Difficulties of coordination and absence of an appropriate institutional framework;</li> <li>• Scarce public funds allocated to FNS;</li> <li>• Low level of social participation.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Contribution of the CPLP to the ongoing FNS global governance reform process;</li> <li>• Contribution of the CPLP to the future Global Strategic Framework for FNS;</li> <li>• CPLP countries belonging to different Regional Intergovernmental Organizations with specific programs for the promotion of FNS: CAADP programme within NEPAD (CPLP African countries) and the African Union; AIFS and SPA-FS programmes within ASEAN (Timor-Leste); European Commission Food Security Thematic Programme (Portugal).</li> </ul>	<ul style="list-style-type: none"> <li>• Volatility in food prices with impact on the CPLP countries;</li> <li>• Difficulty in accessing financial resources.</li> </ul>

Note: SWOT = strengths, weaknesses, opportunities, threats.



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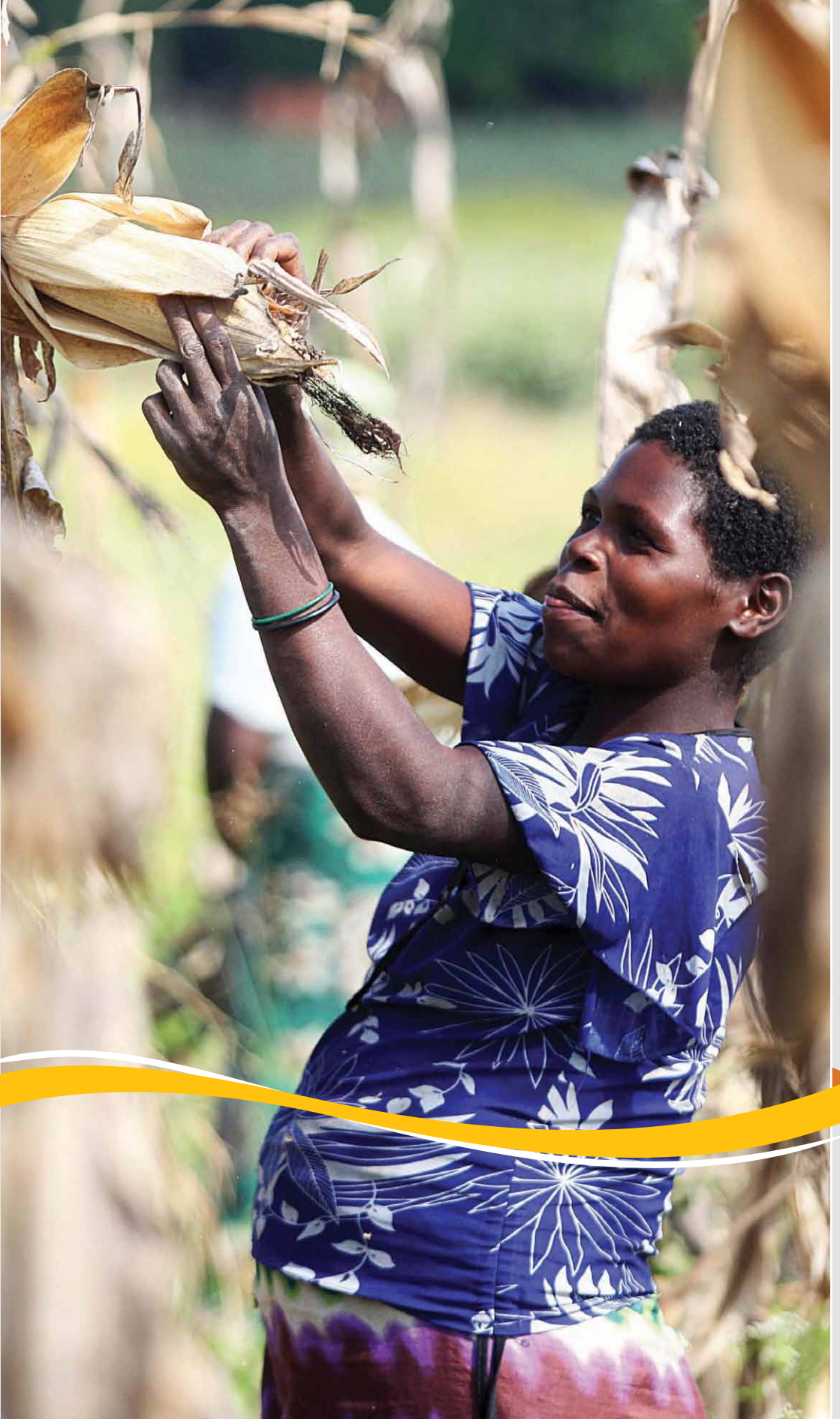
## Key informants consulted

- ◆ Government-appointed FNS focal points; European Commission national offices; FAO national offices; AECID national offices; CPLP Executive Secretariat; civil society; the private sector.

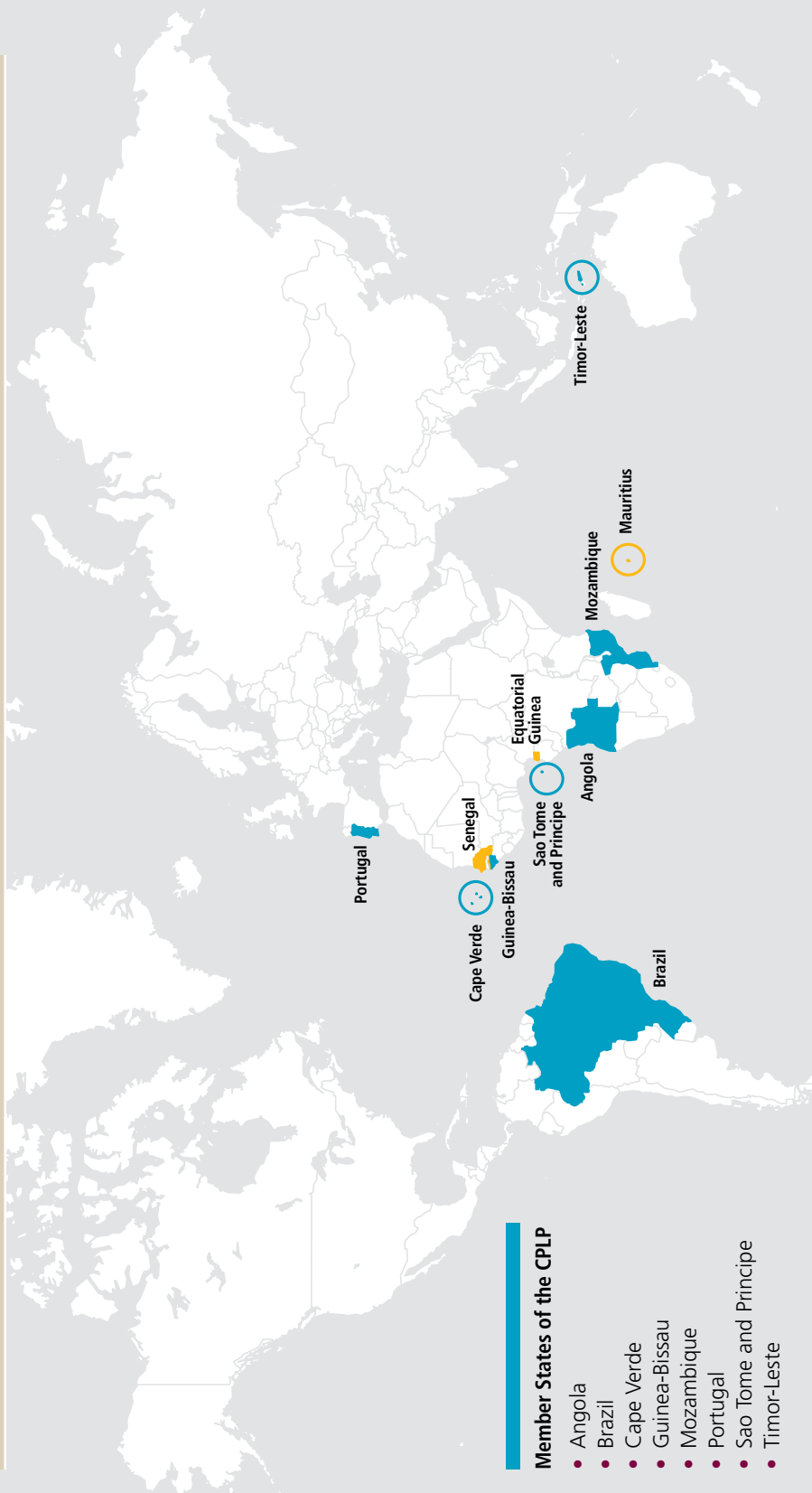


## Annexes

- 51 Annex 1 – **CPLP Map (Member States and Associate Observers)**
- 52 Annex 2 – **Constitutional recognition of the right to food in the CPLP countries**



ANNEX 1 – CPLP Map (Member States and Associate Observers)



**Member States of the CPLP**

- Angola
- Brazil
- Cape Verde
- Guinea-Bissau
- Mozambique
- Portugal
- Sao Tome and Principe
- Timor-Leste

**Associate Observers**

- Equatorial Guinea
- Mauritius
- Senegal

Source: <http://www.cplp.org>



ANNEX 2 – Constitutional recognition of the right to food in the CPLP countries			
	Explicit recognition	Implicit recognition	Recognition as a principle
<b>Angola</b>		<p><b>Article 77 (Health and Social Protection)</b> 1. The State shall promote and guarantee the measures needed to ensure the universal right to medical and health care, as well as the right to child care and maternity care, care in illness, disability, old age and in situations in which they are unable to work ...</p> <p><b>Article 80 (Childhood)</b> 1. Children shall have the right to receive special attention from the family, society and the State, which, by working closely together, must ensure that they are fully protected against all forms of neglect, discrimination, oppression, exploitation ...</p> <p><b>Article 82 (The Elderly)</b> 1. The elderly shall have the right to economic security, housing and a family and community life that respects their personal autonomy and prevents and overcomes isolation or social marginalisation.</p>	<p><b>Article 21 (Fundamental Tasks of the State)</b> The fundamental tasks of the Angolan State shall be: c) To gradually create the necessary conditions required to effectively implement the economic, social and cultural rights of citizens;</p>
<b>Brazil</b>	<p><b>Article 6</b> – Education, health, work, leisure, security, social security, protection of motherhood and childhood, and assistance to the destitute, are social rights, as set forth by this Constitution.</p> <p><b>Article 7</b> – The following are rights of urban and rural workers, among others that aim to improve their social conditions: 4. nationally unified minimum wage, established by law, capable of satisfying their basic living needs and those of their families with housing, <b>food</b>, education, health, leisure, clothing, hygiene, transportation and social security ...</p> <p><b>Article 208</b> – The duty of the State towards education shall be fulfilled by ensuring the following: VII – assistance to elementary school students by means of supplementary programmes providing school material, transportation, <b>food</b> and health assistance.</p> <p><b>Article 227</b> – It is the duty of the family, the society and the State to ensure children and adolescents, with absolute priority, the right to life, health, <b>food</b>, education, leisure, professional training, culture, dignity, respect, freedom and family and community life ...</p>	<p><b>Article 203 (Social Assistance)</b> Social assistance shall be rendered to whomever may need it ...</p> <p><b>Article 230 (The Elderly)</b> It is the duty of the family, society and the State, to assist the elderly ...</p> <p><b>Article 23 (Disabled)</b> The Union, the States, the Federal District and the municipalities, in common, have the power: II – to provide for health and public assistance, for the protection and safeguard of handicapped persons;</p>	

Cape Verde		<p><b>Article 61 (Right to Compensation)</b> 3. The State shall create the conditions for the establishment of a national minimum wage.</p> <p><b>Article 70 (Right to Social Security)</b> 1. Everyone shall have the right to social security, in conformity with the national development, for his protection in the unemployment, illness, disability, old age, or as an orphan and in all situations of lack or diminution of the means of subsistence, or of the capacity to work.</p> <p><b>Article 74 (Childhood)</b> 1. Every child shall have the right to ... special care in case of ill, orphaned and abandoned children.</p> <p><b>Article 76 (Rights of the Disabled)</b> 1. The disabled shall have the right to special protection from their family, the society and the State ...</p> <p><b>Article 77 (Rights of the Elderly)</b> 1. The elderly shall have the right to special protection from their family, the society and the State ...</p>	<p><b>Article 7 (Tasks of the State)</b> The following are the fundamental tasks of the State: e) To promote the well-being and quality of life of the Cape Verdean people, particularly the neediest ...</p>
Guinea-Bissau		<p><b>Article 46</b> 3. The State will gradually establish a system capable of guaranteeing workers social security pensions, in sickness or when incapacitated.</p>	<p><b>Article 11</b> 2. The goal of the economic and social organization of the Republic of Guinea-Bissau shall be to continually promote the people's welfare ...</p>
Mozambique		<p><b>Article 47 (Rights of Children)</b> 1. Children shall have the right to protection and the care required for their well-being.</p> <p><b>Article 95 (Right to Assistance of the Disabled and the Aged)</b> 1. All citizens shall have the right to assistance in the case of disability or old age. 2. The State shall promote and encourage the creation of conditions for realizing this right.</p> <p><b>Article 121 (Childhood)</b> 1. All children have the right to protection from the family, from society and from the State, having in mind their full development.</p>	<p><b>Article 97 (Fundamental Principles)</b> The economic and social order of the Republic of Mozambique shall aim to satisfy the basic needs of the people and to promote social well-being ...</p>



ANNEX 2 – Constitutional recognition of the right to food in the CPLP countries (cont.)		Recognition as a principle
	Explicit recognition	Implicit recognition
<b>Mozambique</b>		<p><b>Article 124 (The Elderly)</b> 1. The elderly shall have the right to special protection by their family, society and the State ...</p> <p><b>Article 125 (Disabled)</b> 1. The disabled shall have a right to special protection by the family, the society and the State.</p>
<b>Portugal</b>		<p><b>Article 63 (Social Security and Solidarity)</b> 1. Everyone shall have the right to social security. 3. The social security system shall protect citizens in illness and old age and when they are disabled, widowed or orphaned, as well as when they are unemployed or in any other situation that entails a lack of or reduction in means of subsistence or ability to work.</p> <p><b>Article 69 (Childhood)</b> 1. ... children shall possess the right to protection by society and the State ...</p> <p><b>Article 71 (Disabled Citizens)</b> 1. Citizens with physical or mental disabilities shall fully enjoy the rights ...</p> <p><b>Article 72 (The Elderly)</b> 1. The elderly shall possess the right to economic security and to conditions in terms of housing and family and community life that respect their personal autonomy, and avoid and overcome isolation or social marginalization.</p>
		<p><b>Article 9 (Fundamental Tasks of the State)</b> The fundamental tasks of the State shall be: d) To promote the people's well-being and quality of life and real equality between the Portuguese, as well as the effective implementation of economic, social, cultural and environmental rights ...</p> <p><b>Article 81 (Primary Duties of the State)</b> In the economic and social field the State shall be under a primary duty: a) ... to promote an increase in people's social and economic well-being and quality of life, especially those of the most disadvantaged people.</p>

<p><b>Sao Tome and Principe</b></p>		<p><b>Article 44 (Social Security)</b> 1. The State shall guarantee to every citizen through the social security system, the right to protection in sickness, disability, old age, widowhood, orphanhood and in other cases in accordance with the law.</p> <p><b>Article 52 (Childhood)</b> Children shall have the right to respect and protection from society and from the State, having in mind their full development.</p> <p><b>Article 54 (The Elderly)</b> The elderly shall have the right to appropriate conditions of family coexistence and economic security.</p>	<p><b>Article 10 (Fundamental Objectives of the State)</b> The fundamental objectives of the State shall be: b) Promote the respect and enforcement of personal, economic, social, cultural and political rights of the citizens;</p>
<p><b>Timor-Leste</b></p>		<p><b>Article 56 (Social Security and Assistance)</b> 1. Every citizen is entitled to social assistance and security in accordance with the law. 2. The State shall promote, in accordance with its national resources, the establishment of a social security system.</p> <p><b>Article 18 (Child Protection)</b> 1. Children shall be entitled to special protection by the family, the community and the State ...</p> <p>Article 20 (Senior Citizens) 1. Every senior citizen has the right to special protection by the State.</p> <p><b>Article 21 (Disabled Citizens)</b> 1. A disabled citizen shall enjoy the same rights ... 2. The State shall promote the protection of disabled citizens as may be practicable and in accordance with the law.</p>	<p><b>Article 6 (Objectives of the State)</b> The fundamental objectives of the State shall be: b) To guarantee and promote fundamental rights and freedoms of the citizens ...</p>





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