



THE REPUBLIC OF UGANDA

The National Food and Nutrition Strategy

**Ministry of Agriculture,
Animal Industry & Fisheries**

Ministry of Health

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LIST OF ACRONYMS

CBO	Community Based Organisation
ESCR	Economic, Social and Cultural Rights
EU	European Union
FAO	Food and Agriculture Organisation, United Nations
GDP	Gross Domestic Product
GoU	Government of Uganda
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome
HSSP	Health Sector Strategic Plan
ICESCR	International Covenant on Economic, Social and Cultural Rights
IDP	Internally Displaced Person
IFPRI	International Food Policy Research Institute
IGWG	Inter-Governmental Working Group
LG	Local Government
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDG	Millennium Development Goal
MFPE	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labour and Social Development
MIS	Management Information System
MJCA	Ministry of Justice and Constitutional Affairs
MOES	Ministry of Education and Sports
MOH	Ministry of Health
MTEF	Medium Term Expenditure Framework
MTTI	Ministry of Tourism, Trade and Industry
MWLE	Ministry of Water, Lands, and Environment
NGO	Non-governmental Organization
OPM	Office of the Prime Minister
PEAP	Poverty Eradication Action Plan
PHC	Primary Health Care
PMA	Plan for Modernization of Agriculture
PMAU	Poverty Monitoring Analysis Unit
PMES	Poverty Monitoring and Evaluation Strategy
PPA	Participatory Poverty Appraisal
PS	Private Sector
UBOS	Uganda Bureau of Statistics
UDHS	Uganda Demographic and Health Survey
UFNC	Uganda Food and Nutrition Council
UFNP	Uganda Food and Nutrition Policy
UFNS	Uganda Food and Nutrition Strategy
UHRC	Uganda Human Rights Commission
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNHS	Uganda National Household Survey
UNICEF	United Nations Children Fund
WFP	World Food Program

EXECUTIVE SUMMARY

This Food and Nutrition Strategy presents the agenda of action that the Government of Uganda must take to fulfil legally binding international and national obligations of banishing hunger and malnutrition. At the 2020 Vision Initiative Conference held in Kampala in April 2004, attended by well over 500 delegates, it was agreed that the needed policy agenda to assure food and nutrition security to all citizens of Uganda centres on prioritising actions, empowering actors, and facilitating partnerships that create the synergy needed for success. It was also agreed that the goal of ending hunger and malnutrition in Uganda can only be achieved with strengthened governance and public accountability, increased investment, prudent management of resources, and end to conflict. These are the basic targets and values that must be met and around which the Uganda Food and Nutrition Strategy has been formulated.

Food and nutrition security remain Uganda's most fundamental challenge for human welfare and economic growth. The sorry state of food and nutrition security in Uganda spells the need for strategic interventions to enable government at various levels to meet its obligations towards the many hungry and under-nourished Ugandans. Food and nutrition insecurity is an important component of the development challenge the nation faces and fundamentally undermines efforts to meet its development vision. It is in view of comprehensively addressing these problems that the Uganda Food and Nutrition Strategy (UFNS) was formulated as a guide to action for the Uganda Food and Nutrition Policy (UFNP) that was approved by government in 2003. The vision of the UFNS is a hunger-free country without malnutrition. Its over-arching goal is to transform Uganda into a properly nourished country within 10 years.

To appreciate the magnitude of the problem Uganda faces, an important point of departure is to understand the difference between food and nutrition and the gravity of the latter for the entrenchment and transmission of poverty in a population and across generations. Food security, as against food production, is concerned with access to food. A household is food secure if it can reliably gain access to food in sufficient quantity and quality for all its members to enjoy a healthy and active life. Food security is a component of nutrition security. However, nutrition security is as concerned with the utilisation of the food obtained by a household as it is with access to this food. A household achieves nutrition security when it has secure access to food – that is, food security – coupled with a sanitary environment, adequate health services, and knowledgeable care to ensure a healthy life for all household members. In Uganda, the problem is not so much on access to food but, rather, malnutrition, particularly among pregnant and lactating women and infants. The problem is fully documented in this Strategic Framework.

The design of the Strategy has been guided by several concerns. These include vulnerability and gap analyses; attention to human rights and gender differences; decentralisation, and the cross-sectoral nature of effective measures that can redress food and nutrition insecurity. These criteria are elaborated in Section 4.0. Vulnerability analysis defines a population's propensity to fall or stay below a pre-determined food or nutrition security threshold. This has been a principal orientation of the Strategy and has been undertaken to indicate who and how many Ugandans are

vulnerable and the types of interventions required to enable them to be more resilient in the face of shocks that have the potential to render them food insecure or malnourished. The focus on vulnerable groups in this strategy is in line with Uganda's Poverty Eradication Action Plan (PEAP).

The strategy seeks to minimise duplication of effort and conflicts of interest which tend to misdirect scarce public and private resources. Food security and nutrition are cross-cutting issues. With no strong sectoral advocates responsible for seeing that attention is paid to nutrition security, it can easily be ignored or addressed in an uncoordinated manner. It is important, therefore, that the strategy should not be saddled with activities related to food and nutrition security that already clearly feature in sectoral action plans. A national organ should be set up and provided with a statutory mechanism to effectively direct action across sectors so as to ensure that they fulfil adequately their mandated tasks that contribute to food and nutrition security. It is also important for the strategy to foster and facilitate partnerships to accelerate resource mobilisation and their effective use in a coordinated manner. This need applies, for instance, to cooperation between government ministries and between business and civil society organisations working together to address food and nutrition insecurity.

As several aspects of the determinants of improved nutrition are of a public good nature, government must shoulder its responsibilities in this regard. Responsibility for assuring that individuals are able to attain food security ultimately lies with government, which has a duty to establish the conditions and institutions necessary to enable citizens to access their basic requirements for nutrition security.

Many of the actions that are needed to address food and nutrition insecurity are already within the mandates of the various sectors, most notably agriculture, health, trade, lands, and education. It is critical that these sectors undertake the nutrition and food security related activities for which they are responsible and are held accountable for doing so. Consequently, the undertaking of these actions will not be a direct component of the implementation of the UFNS. Whatever is already a mandated activity of various ministries and agencies will not be included as a specific role and function of the UFNS.

However, where necessary action for food and nutrition security is not being taken, the UFNS will not develop its own agency to take on these tasks itself. Rather, the UFNS Secretariat, through gap analysis, will identify the missing activities needed to ensure food and nutrition security and assign them to the appropriate sector(s). The UFNS Secretariat will play coordination, oversight, and advocacy roles, rather than those of project and program implementation that duplicates those for which existing sectoral agencies are already responsible. This advocacy role will supplement efforts of the sectors themselves to acquire the empowerment and resources that they require to carry out effectively their responsibilities with regard to food and nutrition security, while also making the sectors accountable for fulfilling these duties.

Several fundamental aspects must be built into the UFNS if it is to be effective. First, human rights concerns provide an important set of criteria for selecting food and nutrition interventions. Under the UFNS there needs to be a transparent, documented examination of who, within the context of a 'right to food', are the 'duty-bearers' and

the ‘rights-holders’ – in particular, those citizens for whom exercising this right is immediately critical to their well-being – and providing guidance as to how their needs for food and improved nutrition will be addressed by the duty-bearers, particularly state agencies and actors. There is need to shift from a basic-needs approach to food and nutrition to a human-rights approach. Empowerment of duty-bearers and rights-holders is an essential component. It is important that the comparative strengths and weaknesses of various actors be recognised. Duty bearers must be assisted to recognise and have the capacity to carry out their responsibilities and rights-holders must be assisted to recognise their rights and to engage in the policy process to argue for their fulfilment. The pool of rights-conscious people essential to increasing community participation in decision-making about social and economic priorities must be enhanced.

Secondly, gender relations play an important role in ensuring food and nutrition security in the household and community. Nutrition oriented activities are inherently gendered. The UFNS seeks specific tailoring of food security and nutrition interventions based on a clear understanding of the differing roles that men and women play in assuring the food and nutrition security in their households. Doing so will lead to more effective interventions.

Thirdly, to improve food security and general nutrition levels, effective leadership, good governance, and advocacy are central elements of the strategy. Leadership must be exercised and policymakers goaded persistently to engage with the issues of food and nutrition security as an issue of broad public concern in all parts of the country and at all policy levels. Building political awareness of the burden of malnutrition on welfare and on development prospects at the local level is crucial.

Ultimately, food and nutrition security needs to be attained by households and individuals where they live. The devolution of the implementation of food and nutrition activities to local governments is necessary, as the district and sub-county governments are likely to be more effective than central government in appropriately tailoring to local conditions the support for nutrition security that they provide their citizens.

In its structure, the UFNS focuses on a set of ten issues related to addressing the particular food and nutrition needs of nutritionally vulnerable target groups in Uganda. Generally, three to five activities are programmed under each focus issue.

The institutional home of the UFNS, the Uganda Food and Nutrition Council (UFNC), should be determined by the desired profile of action, stature and functions. Whichever sector can best reliably provide capable leadership to a dynamic, broad inter-sectoral network of advocates for nutrition security should be the home for nutrition formally. The law setting up the Council shall fix the profile of its members and structure and location within government. However, it is recommended that the UFNC be located in the Office of the Prime Minister.

The functions of the UFNC shall include cross-sectoral coordination, policy advocacy, monitoring and evaluation, and the coordination of the implementation of the Strategy of activities to enhance food and nutrition security in Uganda. The Council shall:

- Participate in the annual government budget process to ensure that all activities relating to food and nutrition security in various ministries and public sector agencies receive sufficient resources to meet their objectives.
- Maintain close relations with Uganda's development partners to raise supplemental resources for food and nutrition security activities.
- Ensure that the policies of those sectors with food and nutrition security responsibilities reflect the contribution the sector is mandated to undertake with regard to reducing malnutrition. It will also be the role of the Council to undertake critiques of sectoral policies from a food and nutrition security perspective.
- Ensure that nutrition concerns are reflected in the master development policies of Uganda as a basic problem of social and economic development.
- Foster and facilitate the formation of an advocacy network for food and nutrition security made up of dedicated policy actors in Uganda.

The monitoring and evaluation function of the UFNC will involve monitoring UFNS inputs, outputs and outcomes in order to make adjustment over time in strategic design and in the development of investment options. This monitoring information should reach decision makers and actors at all levels in a timely way so that it informs decisions and actions. Moreover, broader monitoring of UFNS impacts on reducing food insecurity and vulnerability will also be done. The UFNS monitoring process will be conducted based on human rights principles.

1.0 INTRODUCTION

1.1 Why Food and Nutrition Insecurity are Issues of Policy Concern

Uganda faces significant problems of malnutrition and for the past 20 years there have been deep pockets of hunger due to natural and man-made shocks, particularly delayed rains and civil strife. Over 40 percent of deaths among Ugandan children can be attributed in part to malnutrition. Over 38 percent of children below 5 years of age in Uganda are stunted, being significantly shorter than they should be given their age, while 22.5 percent are underweight for their age. Micronutrient deficiencies are common. Vitamin A deficiency has a prevalence rate of 5.4 percent. Iron deficiency anaemia affects slightly more than 50 percent of the population, while 10 percent of Ugandan women are undernourished. The total goitre rate due to iodine deficiency is over 60 percent.

It is estimated that average calorie consumption in Uganda is only between 75 and 90 percent of recommended requirements. Moreover, the levels of protein and fats intake are 33 and 20 percent below minimum recommended levels, respectively. As a result, stunting and underweight, as well as malnutrition related diseases like kwashiorkor; marasmus, anaemia, and cretinism are quite common, particularly in infants and children. The problem of nutritional insecurity is further compounded by cultural beliefs and food taboos, which tend to discourage women and children from consuming certain foods, such as poultry products, pork and liver.

This sorry state of food and nutrition spells the need for strategic interventions that would enable the Uganda government at various levels to meet its obligations towards the many hungry and undernourished Ugandans. Nutrition insecurity is an important component of the development challenge that Uganda faces. There is need to reduce the health burden at the individual and household level arising from food and nutrition insecurity. The economic burden of malnutrition on the household has far-reaching national effects as the preventable problem of malnutrition results in reduced intellectual capacity and general human capital erosion, which translates into reduced aggregate economic productivity. Malnourished individuals require more costly care and increase demand for health services. Food and nutrition insecurity fundamentally undermines efforts to meet the vision of the Poverty Eradication Action Plan (PEAP), the master development strategy for Uganda. It is in view of comprehensively addressing these problems that the Uganda Food and Nutrition Strategy is formulated.

1.2 Obligations of Uganda Government to Ensure Right to Food for all Ugandans

The Constitution of the Republic of Uganda recognises that human beings have a right to food. Objective XXII on food security and nutrition requires the State to take appropriate steps to encourage people to grow and store adequate food. It also requires the State to establish national food reserves and to promote proper nutrition through mass education and other means to build a healthy state.

In pursuance of this objective, the Government of Uganda adopted a development policy agenda that resulted in several action plans being passed by parliament to

address problems of poverty, hunger and malnutrition. The most important of these are:

- Poverty Eradication Action Plan (PEAP), 1997
- Plan for Modernization of Agriculture (PMA), 2000
- Health Sector Policy and Strategic Plans (HSSP)
- Decentralization Policy/Local Governments Act, 1997
- The Children's Statute No.6, 1996
- The Food and Drug Act
- The Water Statute No. 7, 1997
- The Uganda National Bureau of Standards Act, 1993

While these policies singly and collectively address certain dimensions of the food and nutrition problem, they do not comprehensively address the underlying problems of advocacy, partnerships, and coordination that are required to address effectively food and nutrition insecurity. Reducing undernutrition and food insecurity must be key components of the overall development effort in Uganda. Integral to these efforts, particularly as formulated in the PEAP, is a need for strategic policy interventions to improve nutrition security.

1.3 International Obligations and Commitments to Which Uganda has Subscribed

From a global standpoint, international treaties and conventions recognize that the right to adequate food is a human right. Article 25 (1) of the *Universal Declaration of Human Rights* and Article 11(1) of the *International Covenant on Economic, Social and Cultural Rights* (ICESCR) both provide for the right of everyone to an adequate standard of living, including *adequate food*. Article 11(2) of the ICESCR recognizes the need for taking more immediate and urgent steps to ensure the *fundamental right to freedom from hunger and malnutrition*. Uganda ratified the ICESCR in 1987 and recognised this fundamental right to food and nutrition in the *1995 Constitution of the Republic of Uganda*.

The international community's commitment to the eradication of extreme hunger is clearly reflected in the target set at the World Food Summit to reduce the number of undernourished people to half their present level by no later than 2015, and in the first Millennium Development Goal which sets the objective of reducing by half the proportion of people who suffer from hunger by the same year. Uganda is party to both of these global commitments.

1.4 The Uganda Food and Nutrition Policy

In order to improve the nutritional status of the population, the Ministry of Health (MOH) in collaboration with Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) formulated the Uganda Food and Nutrition Policy (UFNP). The Uganda Government officially approved this policy in July 2003 to complement, in part, the Plan for Modernisation of Agriculture whose components do not directly address food and nutrition security. Uganda must look beyond increasing agricultural production to find solutions to the large number of undernourished children in the country. The UFNP is to promote, in accordance with the Constitution, the nutritional status of all

the people of Uganda through multi-sectoral and coordinated interventions that focus on food security, improved nutrition, and increased incomes.

The policy was developed through the efforts of a broad set of line ministries and sectors, and through a highly participatory consultative process at district level. The UFPN identifies twelve intervention focus areas:

1. Food supply and accessibility;
2. Food processing and preservation;
3. Food storage, marketing and distribution;
4. External food trade;
5. Food aid;
6. Food standards and quality control;
7. Nutrition;
8. Health;
9. Information, education and communication;
10. Gender, food and nutrition;
11. Food, nutrition and surveillance; and
12. Research.

The UFPN and the twelve intervention areas it describes guide the design of all sections of this Strategy.

The policy also spells out the multi-sectoral character of any effort to address undernutrition effectively. It reiterates that the implementation of the policy should be undertaken in a multi-sectoral manner for which there will be a need for an autonomous coordinating body at national level. This coordinating body should be linked with relevant multi-sectoral committees dealing with food and nutrition at local government levels.

The roadmap of the process by which this Uganda Food and Nutrition Strategy has been developed is presented in Annex 1.

2.0 CONCEPTUAL ANALYTICAL FRAMEWORK OF THE DETERMINANTS OF FOOD AND NUTRITION INSECURITY

2.1 Contrasting Food Security and Nutrition Security

To design effective strategic policy interventions, it is important to spell out the differences between food security and nutrition security, why food and nutrition are each important development issues, how the two are linked, as well as the key direct and indirect determinants and consequences of food and nutrition insecurity.

2.1.1 Understanding Food Security

Food security, as against food production, is concerned with access to food. If food is in fields or in the markets, but families cannot afford to acquire it, then they are food insecure. A household is food secure if it can reliably gain access to food in sufficient quantity and quality for all its members to enjoy a healthy and active life. Lack of availability of and access to food – the key factors behind food insecurity – remain central concerns in Uganda.

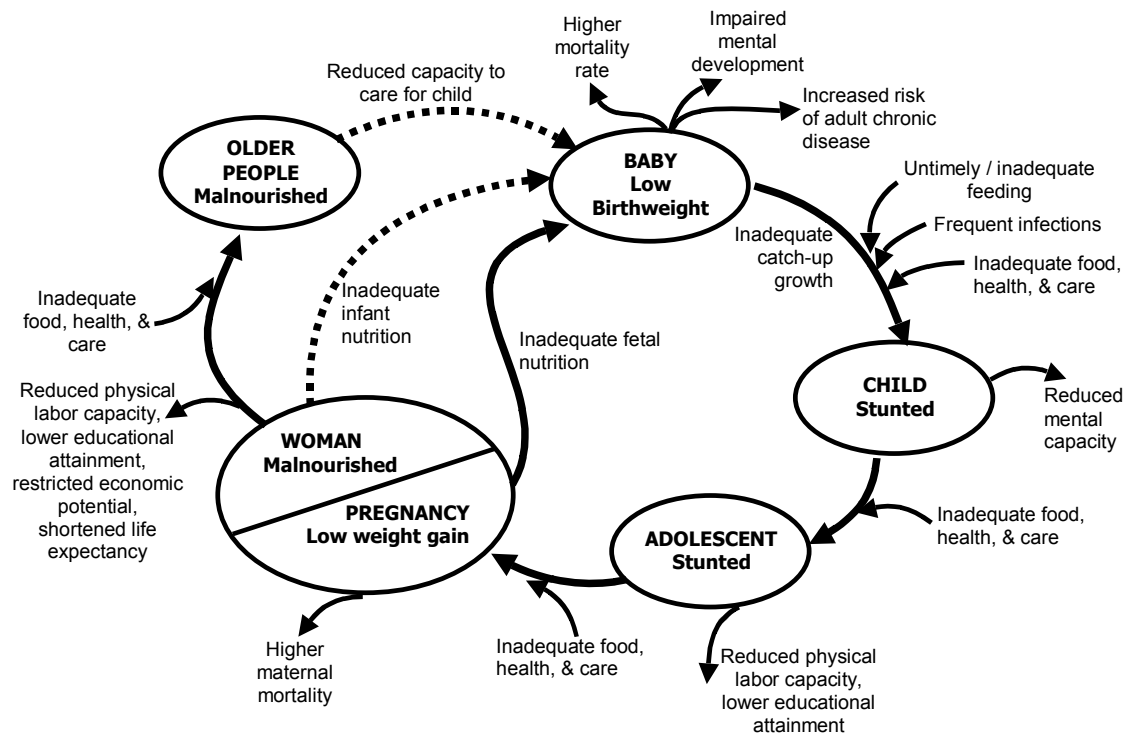
In Uganda, many households with good access to sufficient food for their caloric needs nonetheless suffer from poor nutritional status for dietary reasons. They often consume monotonous, unvaried diets and so suffer from micronutrient deficiencies. One third of the disease burden attributable to childhood and maternal under-nutrition in Uganda is due not to an absolute lack of food but to deficiencies in the micronutrient quality of that food. This can be addressed easily and inexpensively by salt iodisation, fortification of commonly consumed commercial foods, and supplemental doses of vitamin A and iron for women and children, as well as through encouraging individuals to consume a more diverse diet using locally available foods.

Particularly in rural Uganda, agriculture and the market system are important components of whether individuals and households are food insecure. Raising agricultural productivity remains a powerful force for reducing food insecurity. Higher production and productivity on one's own farm or from one's own herds enhances household food security. However, poverty constrains the ability of farming households to invest in productive assets and agricultural technologies. Moreover, poor market systems result in high costs of inputs and low prices for farm outputs, providing poor economic incentives for farmers to invest in yield-enhancing sustainable agricultural production systems. Moreover, for both rural and urban Ugandans, stable access to food through the market requires that the food marketing system is effective in supplying food, while also providing benefits to farmers who have food to sell. Yet efforts within agriculture alone, if conducted in isolation from activities in other sectors such as marketing, health and education, will not bring food security to the many under-nourished Ugandans.

2.1.2 Understanding Nutrition Security

Food security is a component of nutrition security. However, nutrition security is as concerned with the utilisation of the food obtained by a household as it is with access

Figure 1: The effects of malnutrition on productivity and across generations.



to this food. A household achieves nutrition security when it has secure access to food – that is, food security – coupled with a sanitary environment, adequate health services, and knowledgeable care to ensure a healthy life for all household members.

When food insecurity interacts with problems of health and care, it translates into nutrition insecurity. However, food availability and access alone are insufficient to assure nutrition security. Several complementary factors relating to how the food is utilized must also be in place if all are to enjoy a healthy and active life resulting from proper nutrition. Among these is a hygienic environment and access to health services. Access to clean water and adequate health services - both preventive and curative - are central components of attaining nutrition security. Unhygienic environments coupled with poor access to health services impose a heavy burden of disease that makes it difficult for individuals to utilize properly and absorb the nutrients they consume.

In addition to the cost of human suffering, nutrition insecurity in Uganda has significant economic costs – those of dealing with disease and other problems related to malnutrition and the enormous reductions in human potential and economic productivity brought about by hunger and malnutrition. As shown in Figure 1, malnourished children suffer from irreparable intellectual impairment and stunted physical growth. Hungry children make poor students and are prone to drop out of the educational system. Hungry and malnourished adults are unable to be fully productive workers and are more likely to be ill, increasing the burden on often over-stretched health systems. Under-nourished women give birth to low birth-weight babies, transferring the broad economic disadvantages of malnutrition in their own lives to the next generation. The aggregate costs of nutrition insecurity at the national level

impose a heavy burden on efforts to foster sustained economic growth and improved general welfare.

The ultimate objective of nutrition security is improved welfare for individuals so that they are able to live healthy and productive lives. From this perspective, efforts to improve food and nutrition security share the same objective as those aimed at eradicating poverty. It is, therefore, important that the implementation of the Uganda Food and Nutrition Policy (UFNP) be clearly identified as a component of the PEAP.

2.2 Determinants of Nutrition Insecurity

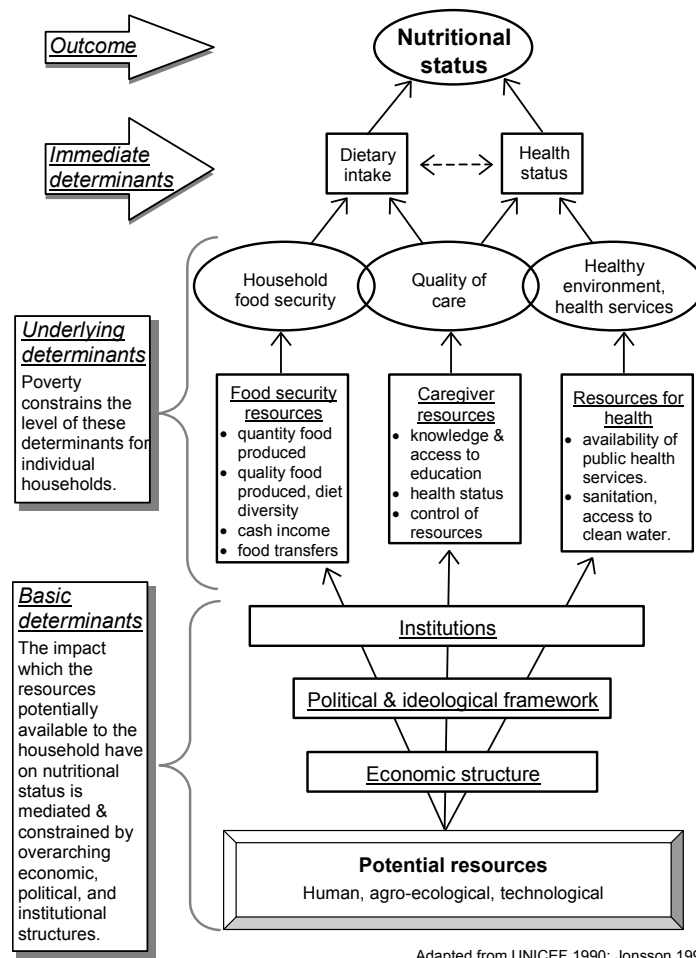
A model or conceptual framework of why children, in particular, suffer from malnutrition puts in clearer perspective those determinants of nutrition insecurity on which the Uganda Food and Nutrition Strategy must be focused. Such a model helps define key problems to be addressed; prioritises activities for the investment plan, especially in identifying the sectors and institutions whose responsibility it is to clear the burden of food and nutrition insecurity; and provides a basis to judge whether a particular candidate activity should be included in the plan. Moreover, such a conceptual framework provides a basis to select key indicators that should be monitored to evaluate success in efforts to attain broad nutrition security or to determine where different actions are needed to achieve such success.

The conceptual framework of child undernutrition developed by UNICEF, shown in Figure 2, presents a generalised understanding of how malnutrition is the outcome of specific development problems related directly to the level of dietary intake and the health status of the individual. These are the *immediate* determinants of nutritional status.

The quality of these immediate determinants is controlled by three underlying determinants – the underlying food security status of the household in which the child resides, the quality of care he or she receives, and the availability of health services and a healthy environment. The degree to which these underlying determinants are expressed, positively or negatively, is a question of resources. These include the availability of food, the physical and economic access which an individual or household has to that food, the caregivers' own health status, and the control the caregiver has over resources within the household that might be used to nourish the individual. Finally, the level of access to information on and services for maintaining health, whether curative services are available, and the presence or absence of a healthy environment with clean water, adequate sanitation, and proper shelter all contribute to determining the nutritional status of an individual. Sustained healthy and active life is only possible when these underlying determinants of the nutritional status of children and, indeed, all household members are of a sufficiently beneficial character.

The quality of the underlying determinants of nutritional status for children and others within a household is dependent to a considerable degree on how available resources are distributed within society. The availability of nutrition resources at the household level is linked to a set of basic determinants, which are themselves a function of how society is organized in terms of economic structure, political and ideological expectations, and the institutions through which activities within society are

Figure 2: Conceptual framework of the determinants of child undernutrition



Adapted from UNICEF 1990; Jonsson 1993; and Smith & Haddad 2000.

regulated, social values are met, and potential resources are converted into actual resources. It is principally in this area of the conceptual framework that the framework moves from the realm of the individual and household to the political and policy and governance issues come to the fore. Indeed, it is because the structure and actions of the state and the economy at this broad level are basic determinants of nutritional status that the development of the Uganda Food and Nutrition Policy and this Uganda Food and Nutrition Strategy is justified.

Among the several important features and considerations for the design of the UFNS arising from this conceptual framework include:

- Nutrition is more than food. Attaining nutrition security requires cross-sectoral action. Food availability and access alone are insufficient to assure nutrition security. Uganda must look more broadly than only to increasing agricultural production to find solutions to the large number of undernourished children in the country. Several complementary factors relating to how the food is utilized must also be in place if all are to enjoy a healthy and active life resulting from proper nutrition.

- Unhygienic environments coupled with poor access to health services impose a heavy burden of disease that makes it difficult for individuals to properly utilize and absorb the nutrients they consume.
- Attaining nutrition security requires knowledge building at all levels. Consequently, the education sector plays central role in efforts to attain nutrition security.
- Several aspects of the determinants of improved nutrition are of a public good nature, so are the responsibility of government to provide. In consequence, undernutrition is not exclusively a problem at the household level, but a problem that is of public policy concern.
- Nutrition insecurity is a systemic problem at all levels of government and the community and, therefore calls for an interdisciplinary strategy and approach to address effectively. Responsibility, therefore, is scattered and, in consequence, must be coordinated.

The foregoing conceptual analytical framework on the determinants of malnutrition and nutrition insecurity serves to make important distinctions between food and nutrition security and highlights the implications of nutrition insecurity to poverty eradication, development and the welfare of society. The framework also guides the selection of appropriate strategies and policy interventions to ensure broad nutrition security in Uganda.

3.0 NUTRITIONALLY INSECURE GROUPS IN UGANDA

3.1 The Status of Food and Nutrition in Uganda

Using the analytical understanding provided by the conceptual framework, the nutrition security of Uganda's population as a whole and at the household and individual levels was assessed to provide the necessary background to the design of the strategy.¹ Despite a widely-held view of food self-sufficiency and abundant natural resources to produce adequate food for the entire population, results of the assessment indicate that many households and specific segments of Uganda's population suffer from food insecurity and high levels of malnutrition. Despite producing enough food to feed the population with a surplus for export, Ugandans face food distribution and affordability problems that results in both seasonal acute and perpetual chronic under-nutrition and food insecurity at the household level.

The assessment revealed that the causes of food insecurity and malnutrition include, among others, poverty, low agricultural productivity, irregular food accessibility, inadequate food intake, pre-disposing diseases, ignorance, taboos and other cultural restrictions, poor child-rearing practices, inadequate safe water supply, poor environmental sanitation, and the effects of HIV/AIDS. In addition, there is an increasing incidence of diet-related, chronic, non-communicable diseases such as hypertension, diabetes, and heart disorders, particularly in urban centres.

3.2 Identification and Characterization of Vulnerable Groups in Uganda:

Vulnerability, which defines people's propensity to fall or remain below a pre-determined food or nutrition security threshold, is a key concept in the design of policy interventions. Characterisation of nutritionally vulnerable groups helps to indicate who and how many Ugandans are vulnerable. This information in turn is important for making resource allocation decisions, both human and financial, to assist those vulnerable to food insecurity and malnutrition. Knowing where the vulnerable live improves geographic targeting. Finally, understanding why these groups are vulnerable enables more effective interventions to be undertaken. The nutritionally vulnerable groups should receive particularly close attention in the implementation of the UFNS.

There are three principal categories of nutritionally vulnerable groups in Uganda – those who have specific increased nutritional requirements due to their *demographic or health status*, those whose vulnerability is related to *conflict*, and those who are nutritionally vulnerable due to the nature of the *livelihood strategies* they pursue. Table 1 provides a description of several of the nutritionally vulnerable groups found within these three categories in Uganda. Further analysis is needed to more accurately define and characterise these groups so that their needs can be prioritised and they can be targeted effectively. Only if it is clearly known why specific households suffer

¹ An Assessment of the Food and Nutrition Status in Uganda: Background Information: Ministry of Agriculture Animal Industry and Fisheries (MAAIF) and the Ministry of Health May 2004.

from food insecurity and why certain individuals are malnourished can effective interventions be designed and implemented to address the needs of these groups.

Table 1: Nutritionally vulnerable groups and factors contributing to vulnerability.

Vulnerable group	Estimated numbers	Key contributing factors to nutritional vulnerability
<i><u>Vulnerable due to demographic or health status.</u></i>		
Pregnant and lactating women	- about 6.5 million	<ul style="list-style-type: none"> - Insufficient diets; micronutrient deficiencies. - Poor personal health care and family planning practices. - Insufficient access to household resources to ensure own health. Lack of rights and control over productive assets. - Heavy time demands and work load.
Baby in the womb (foetus)	- as above.	<ul style="list-style-type: none"> - Early pregnancy. - Mother with poor diet – insufficient quantity and quality, micronutrient deficient. - Mother with poor health or experiences preventable illness while pregnant. Poor personal health care by mother.
Children in the first two years after birth	- 3 to 4 million	<ul style="list-style-type: none"> - Poor infant feeding practices, i.e. not practicing exclusive breast feeding in first 6 months of life. - Diet – young children require nutrient dense foods and more frequent feedings than older children do. - Micronutrient deficiencies. - Disease and pest prone environments. - Poor primary health care services, increased illnesses. - Mothers who are uninformed on proper childcare practices, particularly nutritional care practices.
Children 3 to 5 years of age	- 2 million	<ul style="list-style-type: none"> - Micronutrient deficiencies. - Disease and pest prone environments. - Poor primary health care services, increased illnesses. - Mothers who are uninformed on proper child care practices, particularly nutritional care practices.
School going children (6 to 12 years of age)	- 5.4 million	<ul style="list-style-type: none"> - Insufficient food at home. - Lack of school meals. - Walking long distances to school.
Poor widows and elderly	- 2 million	<ul style="list-style-type: none"> - Widows frequently dispossessed of late husband's assets by relatives and in-laws. - Burden of orphans on widows and on the elderly caring for orphaned grandchildren. - Lack of social support networks. - Degenerative diseases.
HIV-AIDS sufferers	- 1.9 million	<ul style="list-style-type: none"> - Chronic sickness. - Higher nutritional requirements. - Increasing poverty as health care costs mount.
Orphans	- 1.8 million	<ul style="list-style-type: none"> - Lack of basic necessities – food, housing, clothing. - Staying in large families with limited parental care. - Significant numbers living with HIV/AIDS. - No support for health and education. - Lack of productive assets.

Vulnerable group	Estimated numbers	Key contributing factors to nutritional vulnerability
Persons with disabilities	- 0.9 million	<ul style="list-style-type: none"> - Discrimination in household and community. - Lack of ownership of key assets. - Inability to engage in income generating activities.
Vulnerable due to unhealthy lifestyles	- unknown	<ul style="list-style-type: none"> - Addictions – tobacco, alcohol, illicit drugs. - Diet-related chronic diseases - obesity, hypertension, cardiovascular diseases, diabetes, gout, etc. – resulting from over-consumption of energy rich foods and sedentary lifestyles.
<i><u>Vulnerable due to conflict.</u></i>		
Internally displaced persons (IDPs)	- 1.2 million	<ul style="list-style-type: none"> - Dependent on food aid distribution. - Lack basic necessities. - Poor access to land, or unable to farm or keep livestock due to insecurity. - Limited income-earning opportunities. - Social support networks broken or overwhelmed.
Refugees	- 200,000	- As for IDPs immediately above.
Children in IDP camps, on the streets, or otherwise displaced	- unknown	<ul style="list-style-type: none"> - Disease and pest prone environments. - Poor primary health care services, increased illness. - Dependent on food aid distribution. - Early exposure to delinquent practices (drugs, alcohol, sex and defilement, etc).
Pastoralists in NE Uganda	- unknown	- Cattle raiding has severely undermined ability of households to obtain their nutritional requirements – Karamoja, Lango, Acholi, Teso, Kapchorwa, and Bugisu.
<i><u>Vulnerable due to livelihood strategies.</u></i>		
Landless or near-landless rural households – the rural poor	- unknown	<ul style="list-style-type: none"> - Insufficient land to produce own subsistence requirements or engage in commercial production. Landlessness. - Low wages and erratic rural labour market. - Increasing poverty and further asset erosion. - Frequently excluded from social support networks. No social safety nets.
Pastoralists	- unknown	- Drought, animal disease, or cattle raids frequently makes it difficult for many pastoral households to meet their nutritional requirements.
Urban poor	- unknown	<ul style="list-style-type: none"> - Lack of job security. - Low wages. - No social safety nets. - Limited opportunities for subsistence farming.

Source: MFPED. 2003. *Poverty Status Report*.

4.0 STRATEGY FOCUS AND SELECTION CRITERIA

4.1 Linking the Strategy to the Uganda Food and Nutrition Policy

The Uganda Food and Nutrition Policy identifies broad issues and concerns as critical in the design of the UFNS. These include the following:

- Inter-institutional linkages and collaboration, including coordination of partner ministries, are fundamental for success.
- The question of how to operationalise the strategy must be carefully addressed. Much has been said about what needs to be done, but this has resulted in only minimal change in the status quo. More emphasis now is needed on "how" to get things done.
- Special attention needs to be given to nutritionally vulnerable groups.
- Peace and stability is a prerequisite for the implementation of the UFNS.
- Strengthening education and information services with regard to nutrition, particularly in rural areas, will enhance impact on food and nutrition security.
- Improving primary health care facilities is of central importance.
- Decentralized planning and implementation of the F&N strategy will result in greater impact.
- Creation of an independent body mandated to deal with broader issues of food and nutrition will help realise the objectives of UFNP.

4.2 Strategy Selection Criteria

This section highlights the bounds within which the UFNS is to be developed as well as considerations that will guide its design.

4.2.1 Sectoral characteristics of the determinants of food and nutrition insecurity

The determinants of food and nutrition insecurity are cross-sectoral, as are the amelioration measures necessary to ensure food and nutrition security. The actions that need to be taken are already within the mandates of the various sectors, most notably agriculture, health, and education. While it is critical that these sectors undertake their nutrition and food security related activities and are held accountable for doing so, the undertaking of these actions will not be a direct component of the implementation of the UFNS. Whatever is already a mandated activity of specific ministries and agencies will not be included as a specific role and function of the UFNS.

4.2.2 Vulnerability

Vulnerability to food and nutrition insecurity is a major consideration for selection of target groups under the strategy. As was noted, it is critical that we have a better understanding of who the nutritionally vulnerable are and why they are considered to be vulnerable. Based on such a vulnerability analysis, strategies that would best assist specific vulnerable groups in meeting their food and nutrition needs can be selected.

The source of vulnerability for each group should be the principal guide for targeting programmes under the Uganda Food and Nutrition Strategy.

4.2.3 Gap Analysis

Because of their cross-sectoral nature, diverse sectors have mandates for many on-going activities targeting certain aspects of food and nutrition insecurity. Consequently, it is critical in strategy selection to consider the range of activities needed and then assess whether the sectoral actors are sufficiently addressing the needs of food and nutrition insecure populations. The strategy needs to assess what currently is not being done to ensure food and nutrition security.

However, where necessary action to attain food and nutrition security is not being taken, the UFNS should not develop its own agency to take on these tasks itself. Rather, the UFNS secretariat must identify the missing activities needed to ensure food and nutrition security and make certain that relevant sectors take responsibility for carrying out those activities. The secretariat must then advocate for the implementation of these activities and work alongside the sectors concerned to see to it that they are allocated the resources necessary to carry them out. The UFNS secretariat will play coordination, oversight, and advocacy roles, rather than those of project and program implementation for which existing sectoral agencies are already responsible. The advocacy role of the UFNS secretariat will supplement efforts of the sectors themselves to acquire the resources and empowerment they require to carry out their responsibilities with regard to food and nutrition security, while also making the sectors accountable for fulfilling these duties.

Without a coordination and advocacy focus for the UFNS, the Food and Nutrition Policy runs the risk of becoming meaningless, serving simply as an added secondary justification for sectorally-specific action that probably will only have limited effect on improving food security and nutrition. Uncoordinated sectoral actions in themselves likely will prove insufficient to bring about food and nutrition security. There is a clear role for the UFNS to ensure that such sectoral actions are coordinated and that the sectors are held accountable for undertaking them.

4.2.4 Human Rights Concerns

Human rights concerns provide an important set of criteria for selecting food and nutrition strategies. There needs to be a transparent, documented examination of who, within the context of a 'right to food' approach, are the 'duty-bearers' and the 'rights-holders' – in particular, those citizens for whom exercising this right is immediately critical to their well-being. Such an examination will provide guidance as to how the special and differing needs for food and improved nutrition of the rights-holders will be addressed by the duty-bearers. Since there are critical public goods elements in ensuring rights to food and proper nutrition, clearly many government institutions within Uganda and their staff are duty-bearers.

Responsibility for enabling individuals to attain food security ultimately lies with the government at national and local levels. It has the duty to establish the conditions and institutions necessary to enable citizens to access the basic requirements of nutrition security—sufficient quantities of food necessary for a balanced diet; the means to

acquire this food, whether through cash incomes or access to productive resources; education in order to provide proper nutritional care to one's dependents and oneself; clean water and adequate sanitation; and effective health services. If the government does not fulfil its duty in this regard, it is unlikely that nutrition security can ever be achieved. The Uganda Constitution and the Food and Nutrition Policy are both grounded in a human rights perspective. The UFNS also reflects this orientation.

4.2.5 Nutrition within policy processes in Uganda

Three issues are of critical importance here: policy processes, decentralisation and the multiple responsibilities involved in ensuring food and nutrition security.

First, relating to policy development, dedicated advocacy is required to inform policy makers at all levels of government of the critical role improved nutrition plays in development and poverty alleviation. Consequently, leadership, advocacy, coordination, empowerment and accountability all emerge as critical components of the UFNS. Moreover, there is a critical need for mass education on this same issue. The general public must be made aware of the critical importance of food and nutrition security to their physical and intellectual well-being. This knowledge should then become an important component of policy making and political debates. Voters that are informed on these issues will make it more difficult for politicians to ignore the food and nutrition needs of their constituents. The current pattern is that politicians, when seeking votes at their next election, find that it is more glamorous and easier to point to a road or community centre that they brought to their constituency than to point to a nutrition programme that may actually be more significant for the well-being of local residents.

Secondly is the issue of decentralisation. Nutrition security needs to be perceived as a vital local political priority. Building a cadre of trained nutritionists that can work at the district and sub-county levels should be a priority of government. Central government should consider instituting nutrition-related conditional grant funding to enable local governments deliver effectively the food and nutrition security services that they should be expected to provide local residents.

Thirdly, assuring nutrition security is essentially the concern of all. The individual and the household are most centrally responsible. However, they require public support from community institutions and multiple sectors within government at local and at national levels. Within the public sphere, there is a very real risk that nutrition security becomes the responsibility of no institution – each will expect the other to be responsible. The UFNS asserts that responsibility in the public sphere for building nutrition security lies foremost in the hands of the leaders of the national government. They must foster the political will, make the decisions, and facilitate the action necessary to remove or mitigate the constraints to good nutritional status that so many Ugandans face.

However, this said, efforts aimed at improving the food and nutrition security that involve strong central government planning and control are unlikely to succeed. Locally conceived and implemented action is the primary manner in which the locally-specific barriers and constraints to such security can be removed. The role of the central government should be much broader and looser, consisting of giving broad

general direction to local efforts and facilitating those efforts by allocating resources, providing needed expertise, offering institutional support, and the like.

4.2.6 Gender related food and nutrition issues

Gender relations play an important role in food security and nutrition management in the household and community. Gendered aspects of food and nutrition security tend to be largely ignored in attempts to address the problems of food insecurity and malnutrition and yet there is considerable instrumental benefit from adopting a gender perspective on these issues. Nutrition oriented activities are inherently gendered. Women are the primary nutrition caregivers in households in all societies – the food growers, the cooks, the caregivers. The manner in which they carry out these activities and the control that they have over the resources necessary to carry them out effectively are critical determinants of the nutritional status of those in their care.

Improvements in child nutrition are closely linked to the resources that caregivers can use to improve care and to increase the diversity and quantity of food provided the children under their care. Specifically tailoring food security and nutrition interventions with a clear understanding of the differing roles that men and women play in assuring the food and nutrition security of households will lead to action that is more effective in addressing food insecurity and malnutrition.

5.0 THE FOOD AND NUTRITION STRATEGY

The principal objective of the strategy is to improve and assure nutrition security for all Ugandans. To meet this objective, the Food and Nutrition Strategy design centres on the following components:

5.1 Advocacy for Good Leadership and Governance

To improve food security and general nutrition levels, effective leadership, development, and good governance are central elements of the strategy. Leadership must be exercised and policymakers goaded persistently to engage with the issues of food and nutrition security in all parts of the country and at all policy levels as an issue of broad public concern. Building political awareness of the burden of malnutrition on welfare and on development prospects at the local level is crucial.

The message that poverty is an intrinsic component of food and nutrition insecurity must be disseminated widely. This operates at both the level of the individual seeking a better, healthier life and at the level of the economy as a whole, the growth of which is critically dependent upon enhancing the quality – that is, the human capital – of the people working in the economy. The UFNS should be seen as an integral part of the PEAP.

Advocacy is a critical element of any effort to raise the policy profile of food security and nutrition. A wide section of policy makers are quite ignorant of the important human and economic development benefits of improved nutrition, and, therefore, will not increase the resources allocated to activities that enhance nutrition security on an automatic basis. The motivation for their doing so must come from elsewhere. Hence, advocacy is much more central to the role of nutritionists and nutrition planners than it is for most other professionals across sectors. The UFNS must facilitate such advocacy efforts.

In a complementary fashion, a key component of the advocacy effort will be raising the general knowledge of the population of the importance of good nutrition so that malnutrition becomes a political issue for which political leaders, the government, and individual sectors of government are held accountable by CSOs and by the general public.

5.2 Coordination

Food and nutrition security are cross-cutting issues. With no strong sectoral advocates responsible for seeing that attention is paid to these issues, they can easily be ignored or addressed in an uncoordinated piece-meal fashion.

A national organ should be provided with a statutory mechanism to effectively direct action on these issues across sectors. It must assume responsibility for coordinating and overseeing necessary sectoral action against malnutrition, engage in budgeting and planning processes that guide the allocation of necessary resources to the various technical sectors concerned, and holding those sectors accountable for the use of their

resources. The national organ's principal role is in making sure that the sectors responsible for food production, importation, distribution and trade, and food crisis management fulfil adequately their mandated tasks that contribute to food security. Similarly, it will engage the health, education, and water and sanitation sectors, in particular, to fulfil their roles in assuring that the immediate health determinants of good nutritional status are attained. Among its roles should be establishing incentives within these sectors so that their technical staff undertakes as high-priority tasks the efforts required to meet the UFNP objectives.

5.3 Empowerment

Reflecting a human-rights approach to food and nutrition security, empowerment of duty-bearers and rights-holders is an essential component of the strategy. It is important that the comparative strengths and weaknesses of various actors be recognised. Each group of actors needs strengthening to differing degrees and in different ways. Duty-bearers must be assisted to recognise their responsibilities and have sufficient capacity to fulfil them, while rights-holders must be assisted to recognise their rights and engage in the policy process to argue for their fulfilment. In particular, the decentralised government system that has been established in Uganda is to have primary responsibility for implementing the Food and Nutrition Policy. This poses a broad range of challenges within a human-rights perspective. Capacity and knowledge must be built among local government leaders and officers so that they are able to effectively carry out their duties in order to ensure that the right-to-food of local citizens is respected adequately.

5.4 Decentralisation

Ultimately, food and nutrition security needs to be attained by households and individuals where they live. The devolution of action under this strategy to local governments is necessary, as the district and sub-county governments can be much more effective than central government in appropriately tailoring, according to local conditions, the support for nutrition security that they provide their citizens.

There is, need, however, to signal caution with respect to decentralising UFNS responsibilities to local governments. This devolution should be seen as a process that will only be fulfilled in the medium-term. A process to build sufficient capacity within Uganda must be engaged upon first to enable the UFNS to be effectively implemented at the local government level in a comprehensive fashion.

5.5 Gender Targeting

It is crucial to mainstream gender within the UFNS. Improving nutrition inherently requires a strong gender perspective to achieve lasting success. In the end, the government wants all Ugandan children to be born and raised so that the full potential for how they live their lives is maintained. It is the care that they receive from conception through the first two years of life that is biologically the most critical for them in this regard. Ugandan society, as do most societies around the world, places the responsibility for care for children during this period of their lives on their mothers. The UFNS seeks to ensure that this care is of the highest quality possible.

Moreover, since malnourished women lead to malnourished infants who will be physically and mentally retarded in consequence, the UFNS seeks to provide universal nutritional support for women of childbearing age.

5.6 Human Resource Capacity Building

Improved nutrition requires access to knowledge on how to eat a proper, balanced diet and how to provide proper feeding, care and medical attention to children and other dependents. All levels of policy implementation must be empowered to know how to make use of available resources to achieve good nutritional status and a healthy, active life.

The nutrition education messages that need to be learned include: components of a balanced diet and information on how locally available foods can be used to build balanced diets, the value of exclusive breastfeeding, the importance of prenatal care and regular child growth monitoring, maintaining sanitation and a healthy environment, and the control of infant and childhood illnesses.

6.0 THE UGANDA FOOD AND NUTRITION STRATEGY FOCUS ISSUES

6.1 The Vision and Goal

The vision of the Uganda Food and Nutrition Strategy is a hunger free country without malnutrition in all segments of the population. Its over-arching goal is to transform Uganda into a hunger free and properly nourished country within a timeframe of 10 years.

6.2 Strategy Focus Issues and Activities

The focus issues for the Strategy have been identified in earlier sections. These include addressing the needs of various nutritionally vulnerable groups, ensuring political mobilisation and advocacy, cross-sectoral coordination, empowerment, and gender targeting.

Issue One: How to address the food and nutrition needs of the child in the womb and during the first two years of the child's life after birth?

The target group here consists not only of the infant children, but also their mothers. Moreover, the nutritional concern for the mothers extends to before the conception of the child. This group is critically important as it determines the possibilities for Uganda's future to a very significant extent. Special attention must be paid to mitigate malnutrition in the mother and the child, as the effects on the child of such malnutrition result in especially severe and irreversible long-term physical and mental damage. This is a large group constituting over 25% of the population of Uganda. Strategic interventions and actions have to focus on the following:

- Educate pregnant and lactating women on the components of a balanced diet and on how locally available foods can be used to build such balanced diets, the value of exclusive breast-feeding, the importance of prenatal care and regular child growth monitoring, maintaining a sanitary and healthy environment, and controlling infant and childhood illnesses, in particular.
- Provide education about the kinds of foods that can increase the intake and absorption of vitamins and minerals.
- Prevent low birth weight through prenatal food and micronutrient supplementation.
- Improve child growth by encouraging exclusive breast-feeding for the first six months of life, the appropriate use of fortified complementary foods as the child grows, and control of diarrhoea and acute respiratory diseases.
- Address micronutrient deficiencies through direct interventions and food-based approaches. These include preventing and treating anaemia among women and children through iron supplementation and the consumption of iron-rich foods, reducing iodine deficiency through advocating the consistent use of iodised salt in the household, and preventing and treating vitamin A deficiency through the incorporation of vitamin A-rich foods into the diet of Ugandans and through vitamin-A supplementation for vulnerable groups.

- Advocate against early pregnancies.
- Undertake interventions to prevent diseases and reduce parasite loads – such as malaria, hookworm, guinea worm, bilharzia (schistosomiasis), and intestinal parasites – that reduce the body’s ability to absorb and retain nutrients consumed.
- Institute measures that will enable mothers to continue breast-feeding during the early post-partum period and at places of work. The provision of facilities for breast-feeding and care of infants at places of work and in the community is an element of this.
- Ensure that employers and employees in both public and private sectors comply with maternity leave laws.
- Legislate and enforce regulations on the marketing of breast milk substitutes and iodised salt.
- Promote the use of local produce in manufacturing appropriate weaning foods.
- Provide effective therapeutic feeding for sick and malnourished children.
- Increase coverage of safe water sources and proper sanitation.
- Increase coverage of and accessibility to family planning services.

Issue Two: How to address the food and nutrition needs of pre-school children (3 to 5 years of age)?

It will not be the direct role and responsibility of the UFNC to address the food and nutrition needs of pre-school children, but to advocate for and monitor the responsible Ministries and Agencies as they address these needs. The Strategy will focus on the following:

- Educate lactating women on the importance of regular child growth monitoring, maintaining a sanitary and healthy environment, and the control of infant and childhood illnesses, in particular.
 - Provide education about the kinds of foods that can increase the intake and absorption of vitamins and minerals.
 - Prevent low birth weight through micronutrient supplementation.
 - Improve child growth by encouraging the appropriate use of fortified complementary foods as the child grows, and control of diarrhoea and acute respiratory diseases.
 - Address micronutrient deficiencies by preventing and treating anaemia among women and children through iron supplementation, reducing iodine deficiency through advocating the consistent use of iodised salt in the household, and preventing and treating vitamin A deficiency through facilitating incorporating vitamin A-rich foods into the diet of both mother and child and through vitamin A supplementation.
- Advocate for optimum child spacing and increase coverage of and accessibility to family planning services.
- Promote the use of local produce in manufacturing appropriate weaning foods.
- Increase coverage of safe water sources and proper sanitation.

Issue Three: How to address the food and nutrition needs of school-going children (6 to 12 years of age)?

It will not be the direct role and responsibility of the UFNC to address the food and nutrition needs of school-going children, but to advocate and monitor the responsible Ministries and Agencies as they address their food and nutrition needs. The Strategy will:

- Advocate reducing distances children have to walk from home to school.
- Advocate for the establishment of school children feeding funds.
- Institute a review of training institutions' curricula to improve their food and nutrition education components.
- Encourage the establishment of demonstration farms and school gardens.

Issue Four: How to address the food and nutrition needs of internally displaced persons, refugees, and others affected by conflict?

The Ministry for Disaster Preparedness has the responsibility to address directly the food and nutrition needs of these vulnerable groups. The UFNS will take on the responsibility to:

- Advocate for the establishment of an emergency food fund in the line ministry.
- Advocate for a strengthening of the Early Warning System (EWS) to enhance disaster preparedness.
- Advocate and lobby for the safety of donated food.
- Advocate for special care and nutrition education programmes for children and pregnant and lactating mothers in conflict situations.
- Advocate for putting in place formal social safety net programmes that provide direct transfers of cash, food, agricultural inputs, or other goods to those in conflict situations.

Issue Five: How to address the food and nutrition needs of HIV/AIDS sufferers?

The UFNS will centre on advocacy and monitoring in these areas. Virtually all of the HIV/AIDS related activities noted are the responsibility of HIV/AIDS dedicated agencies that have already been established. The role and focus of the UFNC will be to:

- Advocate for improved census taking to establish the numbers of those infected and their location.
- Advocate for creating a fund to support agencies caring for this vulnerable group, particularly those providing food and nutritional care services.
- Ensure that supporting Agencies and Institutions providing comprehensive care for people living with HIV/AIDS, particularly in addressing their nutritional needs.
- Initiate food accessibility and nutritional programme for HIV/AIDS infected people

Issue Six: How to address the food and nutrition needs of asset-less widows and widowers, orphans, female and child-headed households, adolescent mothers, victims of domestic abuse, and people with disabilities?

While the sources of vulnerability for these groups include food and nutrition insecurity, typically a much broader set of vulnerabilities are also significant factors. Consequently, assisting and supporting these groups are the principal responsibility of several line ministries (MAAIF, MGLSD, MOH, MOES, OPM and MTTI). The major role for the UFNC will be that of advocacy, analysis, and monitoring to see to it that appropriate action is taken to ensure the access of members of these vulnerable groups to food, health care, and the other components needed to ensure their nutrition security.

Issue Seven: How to address the food and nutrition needs of the poor?

As with the previous issue, food and nutrition insecurity is but one element in a broad set of issues that contribute to the poverty of these individuals and households. The role of the UFNC is one of advocacy and monitoring to ensure that matters relating to food and nutrition security are adequately addressed by mandated ministries and agencies. In addition, the UFNC will seek to:

- Promote appropriate agricultural technologies and crops that provide significant nutritional advantages.
- Develop and expand local and external food markets by assisting the private sector improve food storage, marketing and distribution systems.
- Develop a well-coordinated system for collecting collating and disseminating information on food marketing and distribution.

Issue Eight: How to address the emerging problems of obesity and diet-related non-communicable diseases?

As the policy objectives of fostering economic growth are achieved in Uganda and incomes increase, dietary habits and lifestyles are likely to change as consumption levels rise. Uganda already is experiencing a marked upsurge of non-communicable diseases caused by poor lifestyles, involving over-consumption of energy-rich foods, smoking, improper use of drugs, and increasingly sedentary lifestyles. These diseases, which lead to high death rates, various disabilities and high medical care costs, include hypertension, obesity, cardiovascular diseases, diabetes, some cancers, gout, and other illnesses. It is proposed to:

- Continue to monitor trends in diet-related disorders and promote healthy diets and lifestyle choices.
- Where judged effective, implement both supply-side and demand-side policies to slow increases in obesity in Uganda. Supply-side policies might include market interventions to encourage the production of healthier foods, particularly fruits and vegetables, and controls on the fat content of processed foods, for example, while demand-side policies include changing the relative prices of healthy and unhealthy foods, providing information on healthy diets, and promoting healthy, active lifestyles.

Issue Nine: How to address the problem of cross-sectoral coordination in implementing the Food and Nutrition Strategy?

This issue concerns how the Uganda Food and Nutrition Council should be structured and what its specific responsibilities will be. It is proposed to:

- Set up a national food and nutrition coordinating body to ensure that sectors are accountable for the effective implementation of the components of the UFNS that are within their existing mandates.
- Provide the national coordinating body with the institutional and legal framework for discharging its designated responsibilities.
- Set up incentive mechanisms to induce sector technical staff to undertake the efforts required to implement their respective food and nutrition responsibilities.
- Establish a food and nutrition surveillance and monitoring system.
- Set up an advocacy fund for food and nutrition policy implementation.
- Set up food and nutrition advocacy and oversight focal points in sector ministries and at various levels of local government.

Issue Ten: How to address human-rights concerns in implementing the Food and Nutrition Strategy?

The UFNP reflects the human-rights perspective of the Constitution of Uganda. Consequently, the UFNC must pay explicit attention to the right-to-food and put in place the mechanisms necessary to ensure that all Ugandans attain their right to food and, by extension, nutrition security. It is proposed to:

- Undertake efforts to foster increased political participation by rights-holders, particularly the nutritionally insecure.
- Assure an institutional seat on the UFNC to the Uganda Human Rights Commission to ensure that the Council remains cognisant in its actions of the duty it bears toward the citizens of Uganda.
- Advocate for the establishment and strengthening of human rights institutions in Uganda. This should include guaranteeing the independence of NGOs to advocate for and promote human rights, particularly those related to food and nutrition security.
- Advocate for and monitor investments in human capacity building centred on the education and empowerment needs of the nutritionally vulnerable.
- Advocate for the establishment and strengthening of risk-reducing social safety nets to help those nutritionally vulnerable who might otherwise be by-passed or negatively affected by the growth-oriented approaches envisioned in the development policies of the Ugandan government.

The matrix table in Annex 2 describes the detailed roles and responsibilities for stakeholders and the relevant actions needed under each of these issues. It also lists the sectors involved, indicating both the lead and the subsidiary duty-bearers. In most cases, both the lead and the subsidiary sectors already have mandates to carry out these activities. It will be the role of the UFNC to ensure that the sectors implicated accept these responsibilities, have the authority to carry out the actions needed, and have access to and control over the resources required to meet their obligations.

Finally, the matrix table also provides a generalized sequencing for the activities under each issue, indicating those actions that should be undertaken now in the short term, in the medium term, and in the long term. This is done to facilitate planning and budgeting for the implementation of these activities.

7.0 INSTITUTIONAL FRAMEWORK AND COORDINATION MECHANISMS FOR THE UGANDA FOOD AND NUTRITION COUNCIL

7.1 UFNC Institutional Home

The institutional home for the implementation of the Uganda Food and Nutrition Strategy is determined by its desired profile of action, stature, and functions. Evidence from around the globe demonstrates that the institutional ‘home’ for the food and nutrition sector does not really matter in determining its broad effectiveness. The principal determinant is leadership and access to the resources that can catalyse successful action for broad nutrition security. Whichever sector can best reliably provide capable leadership that can champion food and nutrition issues and can ensure that sufficient resources are provided for any actions undertaken should be the institutional home. The institutional location must facilitate rather than restrict dynamic leadership, foster the development of a strong nutrition advocacy network, and enable participation in a broad range of policy processes. Effective, active champions leading dynamic networks of advocates for improved nutrition are required to improve food and nutrition security in Uganda in a sustainable manner.

Based on the above desired features of the institutional location within government, several models around the world have placed the food and nutrition sector in varied locations such as the Ministries of Health or of Agriculture, in a cross-sectoral location such as the Ministry of Finance, the Office of the Prime Minister, or the Office of the President. Since the UFNC is not supposed to be an implementing agency, it does not have to be located in a technical ministry such as Health or Agriculture. Thus, given a choice, whichever sector can best reliably provide capable leadership to a dynamic, broad inter-sectoral network of advocates for nutrition security should be the formal institutional home for the implementation of the UFNP.

It is expected that the law setting up the Council shall fix the profile of its members, structure, and location within government. **It is recommended, however, that the UFNC be located in the Office of the Prime Minister for the reasons aforesaid.**

7.2 Functions and Specific Terms of Reference for the UFNC

In accordance with the provisions of the UFNP, the functions of the UFNC shall include cross-sectoral coordination, policy advocacy, and monitoring and evaluation.

It will be the responsibility of the Council to coordinate the implementation of the strategy to enhance food and nutrition security in Uganda. The Council shall:

- Participate in the annual government budget process to ensure that all activities relating to food and nutrition security in various ministries and public sector agencies receive sufficient resources to meet their objectives.
- Maintain close relations with Uganda’s development partners to raise supplemental resources for food and nutrition security activities to supplement those provided by government.

- Ensure that the policies of those sectors with food and nutrition security responsibilities reflect the contributions the particular sector is mandated to undertake with regard to reducing malnutrition. This will require that the UFNC maintain links with key individuals in each of the sectors concerned, particularly in the sectoral policy and planning units. It will also be the role of the Council to undertake critiques of sectoral policies and annual action plans from a food and nutrition security perspective.
- Ensure that nutrition concerns are reflected in the master development policies of Uganda as a basic problem of social and economic development.
- Foster and facilitate the formation of an advocacy network for food and nutrition security made up of dedicated policy actors in Uganda.

7.3 Membership and Composition of UFNC

An important role for the UFNC is to hold relevant sectors responsible for successfully accomplishing their food and nutrition mandated tasks. Consequently, a key consideration in establishing the UFNC is ensuring that sufficient latitude is provided the Chairman and members of the UFNC to enable them to participate in policy processes within and across government sectors that have a bearing on food and nutrition security.

The right leaders – in terms of personality, personal and political networks, and complementarities of technical abilities – need to be selected for the Council. This is a necessary approach to enable action, to mobilise resources, to enforce compliance in various sectors, and to achieve the desired results and outcomes. The membership of the Council must be strategic from the standpoint of coordination and advocacy.

Attention needs to be paid as to what level of seniority within their home sectors is expected of the regular participating members of the UFNC. Clear trade-offs exist between generally non-participating senior members assigned to the UFNC and participating but politically ineffective junior or technical council members. The proper mix of political weight and technical competence must be achieved in the membership of the Council. Moreover, given the ‘human right to food’ foundation for UHRC, the Uganda Human Rights Commission will be represented on the UFNC.

With regard to the selection of the Council Chair, strong consideration should be paid to allowing some flexibility in the selection of the leader of the council to ensure that its leadership is dynamic and effective. Consequently, it should not necessarily be assigned on an institutional basis, but the Chairman should be selected in a strategic fashion from the institutions represented on the Council.

8.0 MONITORING AND EVALUATION OF THE UGANDA FOOD AND NUTRITION STRATEGY (UFNS)

8.1 Overview

The basic principles underlying the UFNS monitoring framework and process are the following:

- Monitor UFNS inputs, outputs and outcomes in order to make adjustment over time in the strategic design and development of investment options to address food insecurity and malnutrition in Uganda effectively.
- Monitor UFNS impacts on reducing food insecurity and vulnerability, within the context of poverty reduction.
- Implement the UFNS monitoring process based on human rights principles as expressed in the UFNP Guiding Principles.
- UFNS monitoring information should rapidly reach decision makers and actors at all levels to ensure that it is transformed into decisions and actions in a timely manner.
- The UFNS will initially include a core monitoring system that can be expanded as needs for additional information are clearly demonstrated in the future.
- The monitoring framework and process consist of the following components:
 - (a) generation of information and synthesis of existing information;
 - (b) information processing and management;
 - (c) analysis and interpretation (guided by an analytical framework of underlying causes of food insecurity and vulnerability, such as found in Section 2.2 of this document); and
 - (d) dissemination of information and analytical results in line with monitoring information needs.

Monitoring is a continuous activity that systematically uses information to assess over time:

- (i) progress with respect to achievement of goals, objectives and targets,
- (ii) the relationship between resources provided and outputs produced, and
- (iii) how outputs produced are linked to outcomes and final impacts.

Evaluation is an objective, systematic assessment of the design, implementation and results of an ongoing or completed policy or programme. It aims to determine the relevance of the activity; the degree to which its objectives were fulfilled; the efficiency, effectiveness, and impact of the policy or programme; its sustainability, and its contribution to broader development goals.

One aspect of monitoring is seemingly not included in the above definition. Early warning monitoring assesses at regular intervals the likelihood of a man-made or natural disaster or shock to occur, either in a particular geographic areas or affecting specific population groups. However, early warning activities are relevant in two ways to monitoring the implementation of the UFNS. The occurrence of a shock can interfere with the achievement of set goals and targets. Secondly, exposure to either man-made or natural risks partially defines vulnerable areas or populations that need to be targeted for specific actions.

8.2 International Context: Reporting Progress

Uganda is a signatory party to the 2000 Millennium Summit at which the Millennium Development Goals (MDGs) were adopted. The MDGs are an important step aimed at addressing universal rights to development already adopted at different global conferences and summits. The MDGs are organized in a framework of 10 goals, 18 targets, and 48 indicators to measure progress towards achieving the goals. Most goals and targets have been set for 2015. Country-level monitoring is an indispensable element in assessing progress towards and in mobilising resources to assist the country in meeting the MDGs. The Government of Uganda tracks routinely almost all indicators related to the MDGs at national and sub-national levels, and reports periodically on progress. The UFNP and UFNS are designed to contribute to progress in achieving the MDGs in Uganda.

8.3 Rights-Based Monitoring of the Right to Adequate Food in Uganda

Monitoring the right to adequate food and, by extension, the necessary elements for nutrition security means applying human rights principles, such as participation, transparency and provision of information to hold duty-bearers accountable, while empowering rights-holders. The implementation of the UFNP and the UFNS is to take full account of human rights principles in accordance with the Guiding Principles expressed in the UFNP. Consequently, monitoring the UFNP and UFNS implementation and impacts will also be rights-based. The UFNP and UFNS are policy and programme instruments of the implementation of the right to adequate food in Uganda.²

Monitoring the implementation of the right to adequate food: (a) directly involves stakeholders, i.e. duty-bearers and rights-holders, (b) focuses on policy and programme impacts and processes, and (c) provides information with which rights-holders can hold duty-bearers accountable, while strengthening rights-holders' capacity for self-action. Holding duty-bearers accountable involves establishing clear and verifiable benchmarks against which progress can be assessed. As with the implementation of the UFNP and UFNS, duty-bearers (information providers) and rights-holders (information users) in the monitoring process need to be clearly identified. The Government of Uganda is a primary duty-bearer with respect to monitoring the implementation of the right to food.³ Other stakeholders, such as NGOs and CSOs, are secondary duty-bearers, recognising that they also generate and analyse important information with respect to the implementation of this right. Moreover, they frequently are also intermediate users when their activities involve working directly at community level to create awareness about human rights.

² Monitoring the implementation of the right to adequate food is covered by Guideline 17 (Monitoring, Indicators and Benchmarks) of the Voluntary Guidelines to Support the Progressive Realization of the Rights to Adequate Food in the Context of National Food Security (Text approved during IGWG IV – 23 September 2004). The next step is to implement these Guidelines at country level, to which Uganda is fully committed.

³ Article 31, General Comment 12, Committee on Economic, Social and Cultural Rights, 20th Session, May 1999.

The government institution tasked with monitoring the implementation of the right to adequate food, the Uganda Human Rights Commission, should have:

- (a) clear mandate from highest levels (constitutional mandate), that is widely understood by all stakeholders;
- (b) adequate and identifiable human and financial resources;
- (c) a high level of credibility among duty-bearers and rights-holders, with the sole agenda of promoting and facilitating the implementation of ESCRs;
- (d) a good communication and advocacy strategy to promote the implementation of the right to adequate food and nutrition security;
- (e) strong linkages with key stakeholders to ensure that the provision of monitoring information leads to sound decision making; and
- (f) effective access to relevant information generated by other government institutions, as well as civil society organisations, with capacity to validate such information.

As food and nutrition security involves many sectors and various disciplines, this government institution will avail itself, as needed, of adequate technical expertise over and beyond the expertise of its own staff through, for example, ad-hoc technical committees.

The monitoring process itself should conform to human rights principles. To ensure this, the monitoring process must be participatory, empowering, transparent, and provide a basis for rights-holders to hold duty-bearers accountable. Information providers should understand the information needs of duty-bearers and rights-holders, and provide information in line with those needs. Monitoring information and analytical results should be made available to duty-bearers and rights-holders in ways and language so that these are interpretable by duty-bearers and rights-holders with different levels of technical knowledge, and who are from different socio-cultural and ethnic backgrounds. The monitoring information and analytical results should be broken down by different vulnerable groups, so that across-group comparisons can be made about relative outcomes and impacts of different policy and programme measures. In line with equity principles, it should be possible to assess the distributional effects of food and nutrition policies and programmes.

8.4 Monitoring the Implementation of the UFNS

In accordance with the institutional framework for the UFNS, the institutions that are the main implementers of the Strategy at national and sub-national levels constitute part of the user groups of monitoring information. Other institutions will use information to monitor the UFNS outcomes and processes. These are also users, who may be described as “advocates and monitors”. The development of the monitoring process will closely follow the needs of information by different user groups at national and sub-national levels, making appropriate use of existing and routinely generated information. Annex 3 provides a provisional inventory of current data sources. This inventory needs to be updated and assessed periodically.

8.4.1 Towards a Framework for the UFNS Monitoring Process

The typology applied in the PEAP Monitoring and Evaluation Framework serves as a useful guide to identify: (a) purposes for monitoring, (b) users of monitoring information, and (c) indicators that should be made available in the monitoring process. This generic classification of levels of monitoring can easily be adapted to serve as a partial framework for UFNS monitoring. As shown in Table 8.1, the successive levels of monitoring essentially follow the underlying logic of an investment project. The allocation of human and other resources (*inputs*) filter through different *processes* to produce *outputs*. According to a logical framework, outputs are designed to produce *intermediate outcomes*, which in turn should contribute to attaining desired *final outcomes*. To monitor the impact of investments made to reduce food and nutrition insecurity and vulnerability (an outcome) in Uganda means monitoring all levels and the linkages between them. Monitoring should also serve the purpose of constantly assessing the underlying logic of the investment project against reality. Different stakeholders will concentrate their monitoring activities at different levels. At all levels, monitoring should result in effective and corrective action when monitoring results are not in line with expectations.

Table 8.2 attempts to link the general monitoring framework in Table 8.1 to sources of information, detailed by institution. The sources of information are described in detail in Annex 3. The focus here is on data, but it should be recognised that other types of information should be used to complement and validate data, particularly at sub-national levels. Valuable qualitative information can be obtained by means of participatory methods that will involve target groups (rights-holders) in data gathering and monitoring activities.

8.4.2 UFNS Monitoring Information Users

Which institutions will be in need of monitoring information and analytical results directly depends on the UFNS institutional framework, which in turn is based on the

Table 8.1: Typology of levels of monitoring and evaluation

Inputs	The allocation and availability of human, financial, and other resources and the conditions under which the resources are made available to the implementing institution(s).
Processes	The procedures and operational mechanisms being applied, including resource management procedures, institutional linkages, stakeholder participation in decision making, and mechanisms for accountability. External processes and factors, such as the policy and regulatory environment and unforeseen crisis, are also to be monitored, as these may affect the input-output relationships.
Outputs	The immediate results of project activities, e.g. school buildings, higher skill levels, increased production, greater awareness, etc.
Intermediate outcomes	Changes in income levels, better social and governance conditions, higher quality services, higher educational attainment, improved health and nutritional status, and other outcomes that directly affect the well-being of the poor.
Final outcomes (impacts)	Improvements in people's well being.

Table 8.2: Monitoring of the UFNS: Sources of data⁴

Levels of monitoring	Sources of data	Responsibility	Frequency	Output
Inputs	<ul style="list-style-type: none"> ▪ Administrative records ▪ Public Expenditure tracking studies 	<ul style="list-style-type: none"> ▪ MAAIF ▪ MOH ▪ MWLE ▪ LG 	Quarterly or annually	<ul style="list-style-type: none"> ▪ Quarterly & annual reports
Outputs	<ul style="list-style-type: none"> ▪ Sectoral MIS ▪ District MIS ▪ Disaster Response MIS ▪ Field visits 	<ul style="list-style-type: none"> ▪ MAAIF ▪ MOH ▪ MWLE ▪ LG ▪ UFNC 	Quarterly or annually	<ul style="list-style-type: none"> ▪ Quarterly & annual sectoral reports ▪ Budget framework papers
Intermediate outcomes & processes	<ul style="list-style-type: none"> ▪ UNHS ▪ PPAs ▪ Health (HIV/AIDS), Ag., Food & Nutrition surveys and censuses* ▪ Nat'l Service Delivery & Integrity Surveys 	<ul style="list-style-type: none"> ▪ PMAU ▪ UBOS ▪ HIV/AIDS commission ▪ UHRC ▪ PMA Secr. ▪ UFNC 	Bi-annually	Reports on: <ul style="list-style-type: none"> ▪ Service delivery ▪ Beneficiary assessment ▪ PMA themes ▪ Special surveys ▪ Poverty status
Final outcomes (impact)	<ul style="list-style-type: none"> ▪ Population census ▪ UDHS ▪ Agricultural census ▪ Impact studies 	<ul style="list-style-type: none"> ▪ MFPED ▪ PMAU ▪ UBOS ▪ MAAIF ▪ UFNC 	Every 5 or 10 years	<ul style="list-style-type: none"> ▪ Impact assessment reports ▪ Food Insecurity and Vulnerability Baselines ▪ Progress Reports

* Special studies initiated by PMA Secretariat and UFNC and ad-hoc studies conducted by donors, NGOs and CSOs.

UFNP. The latter defines the respective roles and functions that each national and sub-national institution will play in the implementation of the UFNS. This forms the basis for deciding what information at which monitoring level(s) each institution will require to support those functions and responsibilities.

National-level sectoral ministries and agencies

The UFNP establishes that the Ministries of Health and of Agriculture, Animal Industry, and Fisheries are the lead line ministries for the implementation of the UFNP, and assigns them normative and policy development functions. As lead agencies, it is important that food and nutrition security objectives feature prominently among the objectives and strategies of their sector plans. Line ministries are responsible for monitoring the implementation of their technical programmes, using their management information systems (MIS). Ministries thus primarily monitor at the levels of inputs, processes, and outputs.

Plan for the Modernisation of Agriculture (PMA)

Monitoring and evaluation are priority functions of the PMA Secretariat. It has an M&E framework that reflects the fact that it is an umbrella and multi-sectoral programme. The monitoring process relies on input, process, and output indicators generated by line ministries. The monitoring framework consists of a set of 165

⁴ Adapted from the Poverty Monitoring and Evaluation Strategy, p.10

performance indicators.⁵ The PMA Secretariat focuses on generating data related to the intermediate outcomes of its programmes. To assess its overall contribution to poverty eradication, the PMA relies on final outcome monitoring by the PMAU.

Poverty Monitoring Analysis Unit (PMAU)

The PMAU, housed within MFPED, is the lead agency in charge of monitoring intermediate and final outcomes of the PEAP. Because of the recognised links between the objectives of reducing food insecurity, malnutrition and poverty, the PMAU is to play a key role in monitoring the intermediate outcomes of the UFNS. PMAU disseminates results of its monitoring and evaluation work by producing periodic reports and the Poverty Status Report every two years. Monitoring information also feeds into bi-annual reviews that are the basis upon which the MFPED rewards sector ministries and individual districts with additional resources under the Poverty Action Fund as part of the Medium Term Expenditure Framework. Thus, monitoring information on outputs is used for subsequent resource allocation decisions (inputs).

Sub-National Level

The UFNP is envisioned to be implemented through existing local government multi-sectoral committees. The functions of these district, sub-county, and community level committees in the implementation of the UFNP have been defined as:

- (a) coordination of all food and nutrition activities;
- (b) monitoring local food and nutrition status;
- (c) promoting the incorporation of food and nutrition issues into local development plans;
- (d) advocating for the establishment of local food and nutrition committees; and
- (e) providing advice on food and nutrition matters to executive committees and local governments.

District, sub-county, and community structures will thus undertake monitoring at the input, process, output, and outcome levels in their respective jurisdictions. Key to this activity will be the development of district statistical plans. Sub-counties and communities will also need to be assisted with implementing a monitoring plan. It is especially at these levels that opportunities exist for the use of participatory information gathering methods.

8.4.3 UFNS Advocates and Monitors⁶

Uganda Food and Nutrition Council (UFNC)

The UFNP assigns specific functions to the UFNC, both in a broad sense, as well as, more specific to the implementation of the Policy. These functions can be summarised as:

⁵The M&E framework and approaches to developing M&E systems for the PMA, PMA Secretariat, 2002.

⁶ The exact roles and functions with respect to the implementation of the UFNS of these institutions is under discussion, and will be clarified in the Food and Nutrition Bill now being drafted.

- (a) promotion of awareness of food and nutrition problems in Uganda, and their underlying causes;
- (b) undertaking and promoting analytical and normative work to provide policy advise on food and nutrition issues and to develop normative guidelines for the implementation and monitoring of the Policy and strategic plans; and
- (c) coordinating food and nutrition activities among national and sub-national government institutions and non-governmental and civil society organisations.

Thus, the UFNC (or its secretariat) will be a user of monitoring information, but will also engage in evaluation through impact and analytical studies.

Uganda Human Rights Commission (UHRC)

The role and responsibilities of the UHRC with respect to the implementation of the UFNS are not defined in the UFNP. As an autonomous body, it is the primary agency to monitor the progressive realisation of the ESCRs, including the right to adequate food and, by extension, the necessary elements for nutrition security. Its main responsibility is to hold duty-bearers responsible on behalf of rights-holders, and to empower rights-holders, while promoting the realization of the fulfilment of rights. The UHRC is directly involved in periodic reporting to international monitoring bodies on the progressive realisation of the ESCRs in Uganda.

The UHRC is a user of monitoring information at all levels of the monitoring framework to support its functions of: (i) holding duty-bearers accountable, (ii) international reporting, and (iii) promotion of the right to adequate food.

8.5 Implementation of the UFNS M&E Process

Implementation of the UFNS monitoring process will require: (a) operationalising the above M&E framework and process, and (b) undertaking a number of strategic activities designed to deal with technical, methodological, and institutional issues. These include:

- (a) problems that have been identified with information sources that will supply part of the information for the UFNS monitoring process;
- (b) the need to establish a baseline against which to monitor progress over time, especially in groups vulnerable to nutrition insecurity;
- (c) facilitation of inter-institutional information sharing; and
- (d) identification of client groups (intermediate and end users) of UFNS monitoring information and their information needs.

Moreover, the current capacities of the institutions responsible for different aspects of the monitoring process need to be assessed and, where needed, their capacities strengthened. The M&E implementation plan is an integral part of the UFNS, as these activities will require resources.

Implementation of the UFNS M&E framework and process requires a clearly defined work plan. It should focus on the following:

8.5.1 Institutionalisation

The Food and Nutrition Bill will need to assign clear institutional responsibilities in the monitoring process. For example, the UHRC should have a clear mandate to monitor the implementation of the right to adequate food and nutrition security in Uganda, and as such, have clear access to all relevant information. The role and responsibilities of the UFNC and the PMA in UFNS implementation should be mandated, including their respective roles in monitoring and evaluation. Monitoring at different levels and by different institutions needs to be rationalised, and duplication avoided. The Bill should mandate line ministries and sub-national (district and sub-country) agencies to release relevant information and define a monitoring information coordination mechanism at national and sub-national levels.

8.5.2 Methodological Development

To put the M&E process in practice will require defining a core group of indicators at each monitoring level. Existing data are to be used for the construction of these indicators. Relevant indicators have already been defined in some cases (e.g. the PMA M&E Framework). A minimal set of indicators should be selected in accordance with assessed information users needs, and according to a set of clear statistical criteria.⁷ Defining and validating rights-based process indicators will be a special challenge.

8.5.3 Setting Benchmarks

The UFNP sets out policy goals and objectives that translate into outcomes that need to be monitored. These outcomes guide the establishing of a baseline and help define benchmarks, particularly at the level of intermediate outcomes.

8.5.4 Identification and Characterisation of Vulnerable Groups

A consensus needs to be built on which are the vulnerable groups in Uganda in line with the goals and objectives of the UFNP and UFNS and the underlying causal framework of the UFNS. Although a generalized overview of nutritionally vulnerable groups was provided in section 3.0 of this document, the definitions and characterisations of nutritionally vulnerable groups in Uganda need to be further refined so that their needs can be prioritised and they can be targeted effectively. The location of vulnerable groups must be linked to administrative units that have the responsibility to implement interventions. Effective interventions can only be designed and implemented if the reasons are clearly known why specific households suffer from food insecurity and individuals from malnutrition.

8.5.5 Capacity Strengthening

Once the UFNS M&E process has been operationalised and institutional monitoring mandates have been defined, the institutional capacity needed for carrying out the

⁷ The criteria to select indicators may include: (a) being capable of measuring changes over time with a minimum of random measurement errors, (b) being equally valid for all classes or categories in a disaggregated analysis, (c) obtainable through simple measurement techniques and requiring a minimum of data transformation, (d) should provide clear and transparent information that is readily understood by the intended user, and (e) should be universally applicable but be “sensitive” to different cultural and social settings.

monitoring and evaluation tasks can be derived. An institutional capacity assessment at national, district and sub-county levels needs to be implemented and a capacity-strengthening plan defined and put in effect. Institutional capacity refers to human resources availability and skill levels, but also to adequate funding, i.e. to include monitoring costs in institutional budgets.

8.5.6 Advocacy and Social Communication

The UFNS will greatly benefit from specific advocacy and communication activities designed to facilitate its implementation and create an enabling environment. Food and nutrition security objectives need to be incorporated into sector strategies and investment plans and must be firmly linked to poverty reduction efforts. Food and nutrition problems and their underlying causes need to be understood by different policy decision makers and social actors. This should lay the basis for stronger partnerships among government institutions and between government institutions and civil society organisations. Raising awareness among rights-holders about their economic, social and cultural rights, including the right to adequate food, should also be the objective of social communication activities.

When advocacy and communication activities have an impact, it will create an enabling environment for UFNS monitoring and evaluation as well. Effectively carrying out advocacy and social communication is likely to facilitate information sharing, make the monitoring process more rights-based, and link monitoring information more directly to action.

9.0 IMPLEMENTATION WORKPLAN

The formulation process of the Uganda Food and Nutrition Strategy has been protracted. (This process is described in Annex 1.) It is hoped that it may be concluded in April 2006, by which time it is expected the strategy will be adopted by government. Consultations with the general population and with groups that have special interests in food security and nutrition have raised expectations.

Outstanding tasks include finalising the drafting of the Food and Nutrition Bill, its presentation to Parliament, and its eventual passage into law as the Food and Nutrition Act. This Act will define the Food and Nutrition Council and Secretariat, both in terms of their institutional locations and their membership. It is hoped this stage will be reached in June 2006 when the official launch of the strategy is envisaged.

Critical intermediary activities include advocacy and sensitisation of local governments to commit programmes and resources for the implementation of the UFNS in the coming financial year. Similarly, the central government has to create space in the MTEF to fund incremental costs of implementing the UFNS. It will be important to minimise lapses and lags. The operationalisation phase needs to start immediately after government approves the Strategy and puts in place the enabling law.

ANNEXES

Annex 1: Roadmap of the Process to Develop the UFNS.

1991-2001	<i>Design of Uganda Food and Nutrition Policy.</i>
July 2003	<i>Uganda Food and Nutrition Policy approved by GoU.</i>
Oct. 2003	Support to design of Uganda Food and Nutrition Strategy (UFNS) received from FAO. Consultative meetings on content of UFNS held with local governments.
Nov. 2003	First UFNS national workshop.
March 2004	First draft UFNS developed.
May 2004	Second draft UFNS completed.
August 2004	Support for additional work on UFNS received from FAO, EU, UNICEF, and IFPRI
Sept. 2004	Food and Nutrition Experts retreat in Jinja to review second draft of UFNS, Sept. 6-7. Regional consultation meetings, Sept. 16-24. Technical support for finalization of UFNS received from FAO and IFPRI.
Oct. 2004	Presentation of the draft UFNS to joint meeting of National Food and Nutrition Council, the Plan for the Modernisation of Agriculture secretariat, and the Food and Nutrition Steering Committee (under the PMA), Oct. 12. Formal critique of draft UFNS received from IFPRI, Oct. 21.
Jan. 2005	Third draft of UFNS finalized and circulated for comment to stakeholders.
Nov. 2005	Final draft of UFNS submitted.
<u>Anticipated</u>	
Dec. 2005	Solicit last comments on draft UFNS from the general public
Jan. 2006	Receive approval from the Food and Nutrition Steering Committee (under the PMA).
Feb. 2006	Revise draft Food and Nutrition Bill to incorporate text on the right-to-food and food safety. Submit final UFNS for Cabinet approval.
March 2006	Begin final consultations on draft Food and Nutrition Bill with local governments, line ministries, and the Food and Nutrition Steering Committee (under the PMA).
August 2006	Finalize draft Food and Nutrition Bill.
Sept. 2006	Submit draft Food and Nutrition Bill for Cabinet approval.
Nov. 2006	Submit Food and Nutrition Bill for Parliament to enact into law.
Jan. to Aug. 2007	Preparation for launch of UFNS – recruit/appoint members of UFNC; – engage in budget process for FY 2007/08 to ensure that relevant ministries and agencies incorporate F&N activities into their work plans and budget requests.
Sept. 2007	Official launch by H.E. the President of the Republic of Uganda of Uganda's Food Security and Nutrition Strategy to ensure adequate food and nutrition for all. Commence implementation of the UFNS at all levels.

Annex 2: Matrix of Food and Nutrition Strategies Showing Stakeholder Roles and Responsibilities.

Issue	Intervention and Action	Stakeholder responsibility level		Time frame
		Lead ⁸	Collaborating agencies	
Issue One: How to address the food and nutrition needs of the child in the womb and during the first two years of life?				
1	Educate pregnant and lactating women on components of a balanced diet.	MOH	LGs, MAAIF, MGLSD, NGOs, CSOs, community	Now
2	Provide education about foods that can increase intake and absorption of vitamins & minerals.	MOH	LGs, MAAIF, MGLSD, donors, NGOs	Now
3	Prevent low weight births through prenatal food and micronutrient supplementation awareness.	MOH	LGs, MAAIF, MGLSD, donors, NGOs, community	Now
4	Improve child growth by encouraging exclusive breast feeding for first six months of life.	MOH	LGs, MAAIF, MGLSD, NGOs, donors, community	Now
5	Address micronutrient deficiencies – anemia (iron), iodine, and vitamin A.	MOH	LGs, MAAIF, MGLSD, NGOs, donors, community	Now to Medium
6	Advocate against early pregnancies.	LGs	MGLSD, MOH, NGOs, donors, community	Now
7	Prevent diseases and reduce parasite loads that reduce body's ability to absorb and retain nutrients consumed.	MOH	LGs, community	Now to Medium
8	Enable mothers to breast-feed during early post partum period. Encourage provision of facilities for infant care at workplaces.	MGLSD	LGs, MOH, PS, MTTI	Medium
9	Ensure that employers and employees in both public and private sectors comply with maternity leave laws.	MGLSD	LGs, MOH, community	Medium
10	Regulate marketing of breast milk substitutes & iodised salt.	MTTI	MOH	Medium
11	Promote use of local produce for appropriate weaning foods.	MOH	MAAIF, MTTI, LGs	Now
12	Provide therapeutic feeding for malnourished children.	MOH	Donors, LGs, PS, community	Now
13	Increase coverage of safe water and proper sanitation.	LG	MWLE, MGLSD, donors, MOH, PS, community	Now to Medium
14	Increase coverage of and accessibility to family planning services.	MOH	LGs, MGLSD, NGOs, donors, community	Medium
Issue Two: How to address the food and nutrition needs of pre-school children (3 to 5 years of age)?				
1	Educate lactating women on importance of regular child growth monitoring, maintaining a sanitary and healthy environment, and control of infant and childhood illnesses, in particular.	MOH	LGs, MGLSD, NGOs, community	Now to Medium
2	Advocate for optimum child spacing and increase coverage of and accessibility to family planning services.	LGs	MGLSD, MOH, NGOs, community	Medium
3	Promote the use of local produce for appropriate weaning foods.	MOH	MAAIF, MTTI, LGs	Now
4	Increase coverage of safe water sources and proper sanitation.	LG	MWLE, MGLSD, donors, MOH, PS, community	Medium
Issue Three: How to address the food and nutrition needs of school-going children (6 to 12 years of age)?				
1	Advocate reducing distances children have to walk from home to school.	MOES	LGs, donors, PS, NGOs, community	Medium
2	Advocate for establishing school children feeding fund.	MOES	LGs, donors, PS, NGOs, community	Medium
3	Advocate for reviewing training institutions' curricula to improve food and nutrition education components.	MOES	LGs, NGOs, donors, community	Now to Medium
4	Encourage establishment of demonstration farms and school gardens.	MOES	LGs, MAAIF, NGOs, community	Medium
Issue Four: How to address the food and nutrition needs of internally displaced persons, refugees, and others affected by conflict?				

⁸ The role of the lead agency is to include programme formulation and review, initiation of action, and coordination of the efforts of other agencies.

Issue	Intervention and Action	Stakeholder responsibility level		Time frame
		Lead ⁸	Collaborating agencies	
1	Advocate for establishing emergency food fund.	OPM	Donors, MAAIF, LGs	Medium to long
2	Strengthen Early Warning System for disaster preparedness.	MAAIF	MWLE, LGs, MOH, donors	Medium
3	Advocate for ensuring safety of donated food.	MTTI	Donors, MOH, NGOs, MAAIF	Now to Medium
4	Advocate for special care and nutrition education programmes for children & mothers in conflict situations.	MOES	MGLSD, OPM, LGs, donors, NGOs, community	Now to Medium
5	Advocate for formal social safety net programmes.	OPM	LGs, donors, NGOs	Long
Issue Five: How to address the food and nutrition needs of HIV/AIDS sufferers?				
1	Take census to establish numbers and location.	MOH	UBOS, LGs, MGLSD, donors, NGOs, community	Now
2	Create a fund to support agencies and institutions caring for vulnerable groups.	MFPED	MGLSD, LGs, donors, NGOs, community	Medium
3	Support Agencies and Institutions providing comprehensive care for people living with HIV/AIDS.	MOH	MGLSD, LGs, donors, NGOs, community	Now
4	Initiate food accessibility and nutritional programmes for HIV/AIDS infected people.	MOH	MGLSD, community, LG, MOES, PS, NGOs, donors	Medium
Issue Six: How to address the food and nutrition needs of asset-less widows and widowers, orphans, female and child-headed households, adolescent mothers, victims of domestic abuse, and people with disabilities?				
1	Advocacy and monitoring to ensure access by members of these vulnerable groups to food, health care, and the other components needed to ensure their nutrition security.	UFNC	MFPED, OPM, MAAIF, MOH, MGLSD, LGs, NGOs, donors, community, MWLE, MTTI	Now to Medium
Issue Seven: How to address the food and nutrition needs of the poor?				
1	Advocacy and monitoring to ensure that matters relating to the food and nutrition security of the poor are adequately addressed by designated ministries and agencies.	UFNC	MFPED, OPM, MAAIF, MOH, MGLSD, LGs, NGOs, donors, community, MWLE, MTTI	Now to Medium
2	Promote appropriate agricultural technologies and crops that provide significant nutritional advantages.	MAAIF	LGs, PS, NGOs, donors, community	Now to Medium
3	Expand local and external food markets by assisting private sector improve food storage, marketing and distribution.	MAAIF, MTTI	LGs, PS, donors, community, NGOs	Medium to long
4	Develop pro-poor system for collecting, collating, and disseminating information on food marketing and distribution.	MAAIF	MTTI, MFPED, UBOS, donors, PS, NGOs, community	Medium
Issue Eight: How to address the emerging problems of obesity and diet-related non-communicable diseases?				
1	Monitor trends in diet-related disorders and promote healthy diets and lifestyle choices.	MOH	MOES, MFPED, OPM, MGLSD, NGOs, community	Now to medium
2	Implement both supply-side and demand-side policies to slow increases in obesity.	MFPED	MTTI, MOH, MAAIF, OPM	Long
Issue Nine: How to address the problem of cross-sectoral coordination in implementing the Food and Nutrition Strategy?				
1	Set up national food & nutrition coordinating body to ensure sectors implement their respective components of UFPN.	OPM	MAAIF, MOH, LG, NGOs, donors	Now to medium
2	Set up the institutional and legal framework for the national coordinating body.	OPM	MAAIF, MOH, LG, NGOs, donors	Now
3	Establish incentive mechanisms to induce sector technical staff to meet their respective food and nutrition responsibilities.	UFNC	MAAIF, MOH, MFPED, LG, NGOs, donors, community	Medium
4	Establish a food and nutrition surveillance and monitoring system.	UFNC	MAAIF, MOH, LGs, MOES, MGLSD, NGOs, donors	Medium
5	Set up advocacy fund for food and nutrition policy implementation.	UFNC	MAAIF, MOH, MFPED, LGs, MGLSD, NGOs, donors	Medium

Issue	Intervention and Action	Stakeholder responsibility level		Time frame
		Lead ⁸	Collaborating agencies	
6	Set up food and nutrition advocacy and oversight focal points in sector ministries, local government.	UFNC	MFPED, LGs	Medium to long
7	Build capacity of institutions at central and local governments responsible for food and nutrition.	UFNC	MOES, MOH, MAAIF, LGs, Makerere University	Medium to long
Issue Ten: How to address human-rights concerns in implementing the Food and Nutrition Strategy?				
1	Provide institutional seat on the UFNC to Uganda Human Rights Commission.	UFNC	UHRC, PMA	Now to medium
2	Establish, strengthen and build capacity of human rights institutions. Guarantee independence of NGOs that advocate for and promote human rights.	MJCA	LG	Medium
3	Advocate investments in education & empowerment needs of nutritionally vulnerable.	MOES,	MGLSD, LGs, MAAIF, NGOs, donors, community	Now to medium
4	Advocate for social safety nets to help nutritionally vulnerable.	MFPED	MAAIF, MOH, LGs, PS, NGOs, donors, community	Medium

Annex 3: Monitoring the UFNS: Indicators and Sources of Information

A number of government and non-government institutions are at the centre of the collection, management, analysis and dissemination of relevant food and nutrition information. An overview is provided in this Annex as reference for possible future expansion in the UFNS monitoring system. Over time, the information contained in this Annex needs to be updated periodically.

The Poverty Eradication Action Plan (PEAP)

Priority indicators for measuring performance have been selected in the Poverty Monitoring and Evaluation Strategy (PMES) of June 2002. The PMES is the national monitoring and evaluation framework guiding sectoral management information systems and district monitoring and evaluation systems. Selected indicators are listed in Table 8.3.1.

Table 8.3.1: Priority performance indicators under the PMES in Uganda, 2002

Priority Area	Performance Indicator
1. Economic growth and transformation	<ul style="list-style-type: none"> • GDP growth rate • Inflation rate • Domestic revenue to GDP ratio • Foreign exchange reserves • Proportion of national budget used for poverty focused programmes
2. Good governance and security	<ul style="list-style-type: none"> • Incidence of misappropriation of public funds • Number of people internally displaced • Beneficiary assessment of quality of services in the police and judiciary • Level of awareness about rights and entitlements
3. Increasing the incomes of the poor	<ul style="list-style-type: none"> • Incidence and depth of poverty • Economic dependency • Share of rural non-farm employment • Yield rates of major crops
3. Increasing the incomes of the poor	<ul style="list-style-type: none"> • Incidence and depth of poverty • Economic dependency • Share of rural non-farm employment • Yield rates of major crops
4. Improving quality of life	<ul style="list-style-type: none"> • Health: <ul style="list-style-type: none"> o Institutional deliveries in public and PNFPs o HIV prevalence o Life expectancy (every 5 years) o Infant mortality (every 5 years) o Maternal mortality (every 5 years) o Proportion of children stunted (every 5 years) • Primary education <ul style="list-style-type: none"> o Net-school enrolments o Pupil-teacher ration o Classroom- pupil ratio o Literacy rate (every 5 years) • Water and sanitation <ul style="list-style-type: none"> o Proportion of rural population with 1.5km to safe water and urban population within 200 m o Proportion of the population with good sanitation facilities

Under the PMES, the following responsibilities have been designated:

- The PMAU is responsible for monitoring intermediate and final outcomes of the poverty eradication strategy.
- The Uganda Bureau of Statistics leads the production of national statistical data on intermediate and final outcome indicators.
- Individual sectoral ministries assess their own performance through their Management Information System (MIS) by monitoring inputs, activities, outputs and level of reach of their services.
- The district authorities are responsible for monitoring the implementation of the PEAP in their respective localities of jurisdiction.

Uganda Bureau of Statistics (UBOS)

UBOS is the lead agency in producing national statistical data. These include:

- Population and Housing Censuses for 1991 and 2002.
- Uganda Demographic and Health Surveys (UDHS), 88/89, 1995 and 00/01.
- Uganda National Household Surveys (UNHS), 93/94, 94/5, 95/6 and 99/00.
- Agricultural Census, 2004.

An overview of nutrition security indicators from the UDHS is provided in Table 8.3.2.

Table 8.3.2: Nutrition security relevant indicators covered by the 2000/01 UDHS.

Section	Indicators
Nutritional Status	Nutritional status of children Nutritional status of women Prevalence of anaemia Vitamin A deficiency
Maternal and child health	Childhood immunisation Childhood illnesses Malaria control Breastfeeding Perceived problems in accessing health care Birth registration

Ministry of Health

The HSSP II and HMIS include logical frameworks with clearly identified input, process and output indicators for monitoring at national and district level. Indicators include benchmark and target values. For monitoring progress made in the context of the PEAP, three indicators have been agreed upon. These are:

- Per capita and age-specific outpatient department utilisation.
- Proportion of children under one year with DPT3 immunization according to schedule.
- Proportion of health centres with minimum staffing norms.

In total, about 45 indicators are used by technical programmes and districts for detailed monitoring and evaluation of interventions in the health sector. Not all of these are relevant to the priority areas identified under the UFNS. An overview of relevant indicators is presented in Table 8.3.3.

Table 8.3.3.: Selected monitoring indicators from HSSP relevant to UFNS M&E framework

Indicator	Baseline value	5-year target
% of GoU budget allocated to health sector	7.3%	-
% of disbursed PHC conditional grant that are expended	50%	90%
Prop. Of districts submitting complete HMIS monthly returns on time	15.6%	60%
% of facilities without chloroquine, measles vaccine, ORS and cotrimoxazole	29.1%	90%
% of population residing within 5 km of a health facility providing the national minimum health package	47%	75%
% of children <1 yr receiving 3 doses of DPT according to schedule	41.4%	80%
Proportion of health centres with at least the minimum staffing norms	40%	80%
Contraceptive Prevalence Rate (CPR)	15%	30%
% of surveyed population expressing satisfaction with health services	-	70%
Age-sex urban/rural specific HIV sero-prevalence rates	6.7%	1.7%
Proportion of morbidity due to malaria	20-40%	10-20%

The most important data management tool in the Ministry of Health is the Health Management Information System (HMIS) that collects data on the health and nutritional status of its citizens from all its health facilities on a monthly basis. The reports generated include the usual information on outpatient attendance, outpatient diagnoses of diseases, maternity, immunization and child health. Data from the districts is compiled at the centre and disseminated through monthly reports. Of particular value to the UFNS are the nutrition related indicators:

- Vitamin-A deficiency: supplementation 1st and 2nd round
- Weight of child when receiving measles immunization (9 months)
- Anaemia in mothers and children

The Ministry of Health also produces annual surveillance reports on the incidence of HIV/AIDS in the country. The Ministry works closely with the Uganda AIDS Commission, established in 1992 by Statute of Parliament under the Office of the President to ensure a focused and harmonized response to the HIV epidemic.

Ministry of Agriculture, Animal Industry, and Fisheries (MAAIF)

At present, MAAIF provides an annual bulletin providing information on:

- Traditional cash and non-traditional cash crops production.
- Main food crop acreage and production.
- Crop production forecasts and judgement on rainfall patterns.
- Agricultural inputs by type used, sources, and prices.
- Crop use – quantity and value sold, quantities consumed by household, other uses.
- Other sources of food for household consumption.
- Agricultural prices.
- Livestock production.
- Fish catch by water body and value.

MAAIF also hosts a Food Security and Early Warning Unit that works closely with OPM and its key partners under the Food Security Early Warning and Vulnerability Assessment Forum. This unit is responsible for monitoring agricultural production through conducting pre- and post-harvest crop assessment missions. Although set up with donor funding years ago, the current unit has limited resources at its disposal. Therefore, fieldwork is limited to interviews with key informants. The publishing of regular bulletins is currently undertaken by FEWS-NET and WFP.

Office of the Prime Minister (OPM)

As the main administrative body responsible for coordination among all ministries, OPM and its Department of Disaster Preparedness are coordinating emergency response in Uganda. OPM leads an informal group of government and non-government partners involved with food security surveillance. Important partners are FEWS-NET, WFP-VAM, UNHCR, Oxfam, and SCF-UK.

UNICEF

In 2001, UNICEF commissioned a multiple indicator baseline study that covered the 26 most vulnerable districts of the country. The baseline study provides information for use in advocacy, mobilisation and communication strategies. UNICEF further conducts ad-hoc nutrition assessments in emergency areas, in close collaboration with the Ministry of Health and others, such as WFP.

World Food Programme (WFP)

WFP conducts regular surveys to assess the status of specific vulnerable groups such as Internally Displaced People and refugees. WFP also conducts food requirements or food needs studies, which helps to optimise the outreach of food assistance programmes, as well as assist in assessing future needs for food commodities that form the core of the funding requests to donors.

Save the Children Fund-UK (SCF-UK)

SCF-UK has promoted the Household Food Economy Approach as an early warning and food security analysis tool for assessing, monitoring, and responding to food security crisis. The development of specific Food Economy Zones in Uganda has enabled the identification of a small but critical set of national and sub-national early warning indicators. Additionally, SCF-UK is undertaking the development of livelihood maps. At present, maps for about 15 districts are available. These livelihood maps with corresponding profiles identify the vulnerable population groups and assess the root causes of their food insecurity and vulnerability.