

PART ONE

PREAMBLE

1

INTRODUCTION

The Right to Food Guidelines¹ re-affirm that states have the primary responsibility to promote and protect the right to adequate food. This means that state duty bearers should have adequate capacity to discharge those responsibilities. Failure to meet their responsibilities may be due to a lack of capacity. It assumes that duty bearers know what their responsibilities are. The concept of capacity, as applied here, is broken down into five dimensions: motivation, authority, access to resources, communication skills, and capacity to make rational decisions. A capacity analysis seeks to investigate why duty bearers do not meet their duties, by identifying and assessing gaps in each of the dimensions of the capacity of duty bearers, so that remedial actions can be proposed. These dimensions of capacity of duty bearers are:

- ◆ being motivated to accept responsibility for making decisions and implementing measures for the enjoyment of rights;
- ◆ having the authority to implement such measures;
- ◆ having access to and controlling economic, human and organizational resources. Being capable of communicating well with other duty bearers and rights holders;
- ◆ being capable of making rational decisions and learning from experience.

What does this all mean for the development and implementation of a right to adequate food course curriculum? First, it means that in the process of designing certain courses or training programmes, the capacity of the learner groups

1 FAO. 2005. *Voluntary Guidelines to support the progressive realization of the right to adequate food in the context of national food security*. Adopted by the 127th Session of the FAO Council, November 2004. Part 1 available at: <ftp://ftp.fao.org/docrep/fao/meeting/009/y9825e/y9825e01.pdf>
Parts 2 & 3 at <ftp://ftp.fao.org/docrep/fao/meeting/009/y9825e/y9825e00.pdf>

targeted should be assessed. What is their capacity to undertake specific right to adequate food tasks as part of normal responsibilities? Secondly, the courses or programme may need to be designed to attempt to have an impact on more than one dimension of capacity. Thirdly, the way that the courses are imparted, i.e. the course modality or format, should also be designed to have an impact on one or more dimensions. And lastly, if the concern is (as it should be) for the real impact of the learning, understanding what dimensions of capacity represent obstacles to implementing right to adequate food tasks is important in deciding what corollary actions to the training are needed. Even though those actions may fall outside the competence of the course instructor or trainer, they should be shared with the appropriate duty bearers to deal with.

How can the course content have an impact on dimensions of capacity? By providing knowledge, understanding and/or skills, individual control over human resources is increased. With more knowledge and understanding, inter-person communication may improve, together with the capacity to make rational decisions. Persons who have a greater understanding may also be more motivated to act, and feel more secure in accepting responsibility.

It is also possible that a course that is designed for one duty bearer group may have an impact on the capacity of another duty bearer group. For example, a right to adequate food course that is targeted at policy or institutional decision-makers may actually lead to an increase in access to economic, human or organizational resources.

Course modalities can have an impact on capacity to undertake right to adequate food tasks. If a course is designed to be highly participatory and promotes inter-person communication, this may contribute to greater capacity to communicate with other duty bearers when different duty bearer groups are among the course participants.

Concretely, what does this all mean for the users of the present course curriculum, i.e. the instructors and trainers? Instructors and trainers should:

- ◆ make an attempt to understand the gaps in the capacity of the target learner group prior to designing the course curriculum. Preferably, pre-course interactions with members of the target learner group are helpful, for example, by administering a brief assessment instrument. The same instrument can then be administered again to the target learner group after the course curriculum has been completed;
- ◆ develop the course content by selecting and combining specific modules or units that address, in combination, knowledge and experience gaps in the target learner group; the course curriculum presented here thus represents a menu from which to choose;
- ◆ develop course modalities that can be expected to affect several dimensions of capacity, as explained above;

- ◆ if feasible, undertake post-course assessment with course participants to see whether the course content and the course modality have effectively contributed to the capacity to undertake the right to adequate food tasks on which the course focused.

PURPOSE OF THE CURRICULUM OUTLINE

Overall intent

The purpose of this right to adequate food curriculum outline is to contribute to strengthening in-country capacity to implement the right to adequate food by different state duty bearers and by others with responsibilities to work towards the realization of the right to adequate food. It is through the implementation of effective measures by various stakeholder groups that the right to adequate food can be protected and progressively realized for all. Among the learner groups targeted by this course curriculum are staff of human rights institutions, and of non-governmental organizations (NGOs) and social movements that represent rights holders. In accordance with the Right to Food Guidelines, states should empower civil society to participate in the implementation of these Guidelines through capacity building.² Thus, in effect, the curriculum targets duty bearers, rights holders and what have been termed ‘agents of accountability’, namely, human rights institutions.

This document outlines a right to adequate food curriculum and presents a compendium of lessons designed to provide different right to adequate food actors with knowledge, understanding and skills needed for the implementation of certain right to adequate food tasks as part of their normal obligations, responsibilities and activities. By being exposed to and internalizing additional knowledge and skills, in-country actors are expected to become more effective in developing, implementing and monitoring right to adequate food measures by: (i) being more motivated, (ii) acquiring more authority to act, (iii) being able to communicate better with other actors, and (iv) making better decisions to protect and implement the right to adequate food; this in addition to augmenting their knowledge and skill base, and thus their own human capital.

The curriculum outline can be used as a reference guide by course instructors and trainers when developing specific courses or complete training programmes, and by commissioned lesson authors. It provides guidance on what knowledge and skills may be needed to improve the capacity of certain target learner groups to protect and actively work for the realization in the country of the right to adequate

2 Right to Food Guideline 11.11

food, within the context of their normal responsibilities. Specific thematic training programmes of different duration can be developed by combining lessons contained in this outline, such as on how to assess and monitor the right to adequate food status in the country, or how to promote respect for, and provide protection of, human rights workers. Content from the unit lessons can be adapted to be integrated into specific courses offered at secondary schools and universities on economic, social and cultural rights, or as part of a political science or human rights curriculum. The lesson outlines can serve to develop long-distance e-learning courses, or right to adequate food advocacy materials.

2 THE ROLE OF ACADEMIC INSTITUTIONS

As the readers may have noted, academia is not included in the list of specific target learner group for this right to adequate food curriculum. That does not mean this sector is ignored; on the contrary, academic institutions have particularly crucial roles to play in capacity development for work with the realization of the right to adequate food. Scholars from various academic institutions and with different backgrounds have already contributed to the development of this curriculum outline, and will be further called upon as lesson authors. However, several factors warrant a functional distinction between academia and the specified learner groups targeted by this right to adequate food curriculum outline.

Academic institutions of research and higher education have the double function of being both ‘knowledge producers’ and teachers. As the first, they are expected to continuously develop and legitimize new insights and understanding, while teaching should be a mix of conveying established knowledge and inspiring innovative thinking among a wide range of ‘learners’. Learners need to be not only students following a regular line of study, but also groups that are given opportunities for continued learning in specialized fields related to their work situation. Many of these will eventually serve as teachers or trainers of yet new learners. Given the many disciplines and subjects typically found within academia, scholars and teachers at academic institutions form a particularly heterogeneous group that can contribute to capacity development for the right to adequate food, from a variety of disciplinary perspectives.

In a considerable number of countries, academic institutions enjoy a certain respect from leaders and society in general, and are considered authoritative sources of information obtained through research and studies. This means they can often, though not always, more easily help legitimize innovative approaches and facilitate the use of new knowledge, given their presumed greater freedom of expression

than might be the case with other groups, whether in government or civil society. That such freedom is often jeopardized in some countries does not detract from the general rule of the role expected of universities in society.

While there is a tremendous need to mobilize more academic groups and institutions for capacity building in different aspects of the right to adequate food and of related human rights, experience has shown that the willingness is often limited to free space and resources for formal training. Specialized departments and curricula are often overloaded with requests for formal training to cover new fields, and discipline-loyal scholars are carefully watching that any add-on subject must not come in at the cost of 'their own' subjects. Consequently there are, so far, relatively few formal programmes in institutions of higher learning around the world in terms of courses and modules on the right to adequate food. It is therefore crucial to build up academic interest in human rights, including economic, social and cultural rights, and specifically in the right to adequate food. The means by which this can be achieved need to be considered carefully.

Academic institutions will themselves draw greatly from the right to adequate food curriculum by having their own insights and contributions complemented by expertise and experiences from people with different backgrounds. It is important, however, to recognize that academic institutions have scholarly and educational activities based on their own inbuilt premises. This should not be seen as a constraint, but rather an opportunity for a continuously widening scope of choices of theoretical and practical approaches. These can still remain well within the broader frame of curriculum objectives and content, as suggested here.

Other, non-academic, groups will obviously also be part of the training in the right to adequate food. These groups may include staff of capacity building units in national or international NGOs; technical cooperation agencies; national human rights institutions; or line ministries. Some of these will be closer to communities and grassroots organizations and therefore best serve as the actual instructors and trainers vis-à-vis community members and members of grassroots organizations. Through mutual respect and collaboration, all will contribute to creating needed capacity at all levels, speaking with a common voice.

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NOTES FOR THE USERS OF THE CURRICULUM OUTLINE

PURPOSE OF THESE NOTES

These notes are designed to provide the users with an understanding of the process by which the right to adequate food curriculum outline was developed and what its purpose is.

LOGIC OF THE DEVELOPMENT PROCESS OF THE CURRICULUM OUTLINE

The main features of the development process are the following, more or less in sequence:

- ◆ different experts were involved, individually and through consultative workshops;³
- ◆ a task and learning content analysis was undertaken as the starting point for developing the curriculum outline;
- ◆ right to adequate food tasks were linked to main areas of primary responsibilities of different state and non-state actor groups, who constitute the target learner groups;

3 FAO organized two consultative workshops in Rome during the process of developing the right to food curriculum. The first workshop was held in March 2007 for the purpose of launching the effort, in partnership with a number of experts. The second workshop was held in June 2007, and had as its primary purpose to finalize the tasks and content analysis as a basic input into developing the current curriculum outline aimed at strengthening in-country capacity for the implementation by different stakeholder groups of the human right to adequate food. This workshop brought together 22 experts and institutional representatives to review the draft of the tasks and content analysis document, and to provide inputs for the design of the curriculum.

- ◆ knowledge needed to implement different right to adequate food tasks as part of primary responsibilities was identified for each target learner group;
- ◆ learning objectives were formulated for different lessons;
- ◆ lesson contents were outlined to meet learning objectives.

The task and learning content analysis constitutes a basic input into developing the course curriculum. It closely relates to what is referred to as role and capacity analysis. Role and capacity analysis (RCA) originates in organizational theory and leadership building.⁴ RCA offers a solid framework that can incorporate a range of other approaches and methods. While the methodology was originally developed by and for programme staff in development organizations, it is equally valid for understanding roles and capacities of staff in government departments and institutions, civil society organizations and in academic communities. Here we are particularly interested in the capacity of various stakeholder groups to contribute to the implementation of the right to adequate food. Understanding gaps in capacity of duty bearers and of others with responsibilities for the right to adequate food should help shape the courses and their contents, with the aim of strengthening the capacity of those groups. The basic idea is that various duty bearers in society all play different roles for the fulfilment of a specific human right.

A role analysis seeks to identify relevant duty bearers, understand their duties and assess the degree to which duty bearers meet their responsibilities. Basically, the key questions are: (i) Who or which institutions and organizations are the duty bearers in relation to the realization of a certain human right in a given country? (ii) What are their specific corresponding obligations and responsibilities? and (iii) How do the duty bearers perform in meeting their obligations and responsibilities?

For the preparation of this curriculum outline, a partial role analysis was performed as part of the task and learning content analysis. A number of duty bearer groups and the areas of their primary responsibilities were identified (see the Annex on Task and Learning Content Analysis).⁵ Next, certain right to adequate food tasks were defined as part of their normal or primary responsibilities. The incorporation of these right to adequate food tasks as part of their normal responsibilities is thus designed to increase the role and effective contribution of these and others duty

4 In the right to food movement and the nutrition and human rights discourse, role and capacity analysis entered on the scene in the beginning of the present decade when the UN System Standing Committee on Nutrition (SCN) proposed this analysis as a tool for developing process indicators to monitor the realization of the rights to food, health and care (SCN, 2001). Initially developed by the UNICEF Regional Office of East and South Africa (UNICEF-ESAR, 2000) to give practical guidance for programme staff to implement human rights-based development programming, it has since been developed further by others (Gillespie, 2001; Jonsson, 2003; Sabatini, 2005; Engesveen, 2005).

5 It was decided not to include certain potential learner groups, such as private sector associations or organizations, as primary audience groups.

bearer groups to the realization of the right to adequate food. What of course was not done was an assessment of the degree to which duty bearers actually perform their primary responsibilities. To be meaningful, this can only be done in specific situations.

The primary responsibilities of the various target learner groups were sorted by the following broad thematic areas in order to make the whole exercise manageable:

- ◆ assessing the right to adequate food;
- ◆ formulation, implementation and monitoring of national laws, policies and programmes;
- ◆ public budget planning, implementation and monitoring;
- ◆ institution building and capacity strengthening;
- ◆ human rights monitoring and international reporting on progress;
- ◆ public information and education, and advocacy;
- ◆ enforceability of, and access to, judicial, quasi-judicial and administrative recourse systems;
- ◆ policy assistance and advice by international agencies;
- ◆ respect for and protection of human rights activists and workers;
- ◆ multilateral negotiations on the right to adequate food.

The specific roles of each learner group in these broad areas may be different. But when it comes to fulfilling those roles with respect to the right to adequate food, there is considerable overlap in knowledge needed among certain groups. We shall deal with this issue of overlaps below. And of course, depending on institutional mandates, not all groups have responsibilities in each of these ten areas.

4 TARGET LEARNER GROUPS

The major learner groups that were identified are the following:

- ◆ legislators and their staffs;
- ◆ policy decision-makers, politicians;
- ◆ civil servants: planners, technical staff in public institutions;
- ◆ human rights institutions;
- ◆ courts and legal officers;
- ◆ NGOs engaged in right to adequate food work;
- ◆ social movements;
- ◆ technical cooperation agencies; international financial institutions.

Some of these groups are generically defined as individuals who occupy certain positions within an institution, while in other cases reference is made to an institution or organization. In the latter case, it will be necessary to define with greater precision which individuals with what duties or responsibilities should be included in the target learner group. This may of course differ from country to country, depending on institutional or organizational mandates.

The matrix in the following Section brings together the different learner groups and the broad areas of responsibilities (thematic areas) that were outlined above. Greater detail can be found in the Annex. Since the areas of responsibilities or thematic areas, as well as the target learner groups, are broadly defined, there are overlaps in right to adequate food tasks. In many cases, a course or training programme should target members of multiple learner groups. A multiple group course modality contributes to cross-group understanding of respective roles and of constraints faced by each group. It may contribute to an understanding

of how to form multi-group partnerships with a common aim. In those cases, a specific training module could be included on how members of different learner groups can work together. Courses that target a single learner group should not be interpreted as being exclusive in the sense of excluding anyone. It merely suggests the course content might most immediately benefit members of a specific learner group.

TABLE 1. Thematic units

TARGETED LEARNER GROUPS	RELEVANT THEMATIC UNITS											
	A. Introduction to the right to adequate food *	B. Roles and right to adequate food tasks *	C. Assessing the realization of the right to adequate food	D. Formulation, implementation and monitoring of national laws, policies and programmes	E. Public budget planning, implementation and monitoring	F. Institution building and capacity strengthening	G. Human rights monitoring and international reporting on progress	H. Public information and education, and advocacy	I. Enforceability of, and access to, judicial, quasi-judicial and administrative recourse systems	J. Policy assistance and advice by international agencies	K. Respect for and protection of human rights advocates, activists and workers	L. Multilateral negotiations on the right to adequate food
NATIONAL GOVERNMENT DUTY BEARERS												
1. Legislators	✓	✓	✓	✓	✓	✓			✓		✓	✓
2. Policy decision makers; politicians	✓	✓	✓	✓		✓						✓
3. Civil servants, planners, technical staff	✓	✓	✓	✓			✓					
4. Decision-makers, planners, technical staff	✓	✓	✓	✓	✓		✓					
5. Human rights institutions	✓	✓	✓	✓	✓		✓	✓	✓		✓	
6. Courts and legal officers	✓	✓							✓		✓	
CIVIL SOCIETY AND SOCIAL MOVEMENTS												
7. Non-governmental organizations	✓	✓	✓	✓	✓		✓	✓	✓			
8. Social movements	✓	✓	✓	✓				✓	✓			
INTERNATIONAL DONOR AND TECHNICAL COOPERATION AGENCIES												
9. International Financial Institutions	✓	✓			✓					✓		✓
10. Technical Cooperation Agencies	✓	✓				✓				✓		

* **Note on thematic units A and B:** Thematic Units A and B should be taken by all learners, independent of target group, as part of an introductory course. Unit A introduces basic concepts and terminology, of the right to adequate food and of human rights principles in a broader context. Unit B has been designed to link specific right to adequate food tasks to normal roles and responsibilities of the various target learner groups.

USERS OF THE CURRICULUM OUTLINE

This curriculum outline focuses on duty bearers and on representatives of rights holders as the target learner groups. Members of academia are viewed here mainly as instructors, not as duty bearers. Academic institutions have a crucial role to play in capacity development for the realization of the right to adequate food at country level, as briefly explained above. This role consists of serving as: first, a source of expertise to contribute to the lesson contents, as lessons authors, and, second, as instructors and trainers of members of target learner groups. Representatives of various academic institutions have already contributed to the development of this curriculum outline, and will undoubtedly be called upon to be lesson authors. Their inputs are important as members of the capacity building group, i.e. as users of this curriculum outline, and as lesson instructors. Thus, academics form part of the core users group of this right to adequate food curriculum.

Others, outside of academic institutions, may also have necessary expertise, and may be in a position to be instructors and trainers. These individuals might include staff of a capacity building unit in (i) a national or international NGO, (ii) a technical cooperation agency, (iii) a national human rights institution, or (iv) a government institution such as a line ministry. The curriculum covers a considerable number of subjects, pointing to the need to involve instructors and trainers with expertise in different fields and subject matters.

A 'training of trainers' system could be created, with experts who have considerable capacity in specific parts of this right to adequate food curriculum, or who have previously received relevant training, preparing others to serve as instructors or trainers.

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THE STRUCTURE OF THE CURRICULUM OUTLINE AND HOW TO USE THE DOCUMENT

The curriculum outline is structured as 12 thematic units, each with one or more lessons. A total of 41 lessons are included in this curriculum outline. Each lesson outline covers the following:

- ◆ **Learning objectives** identifying what the learners are expected to be able to understand and/or do, once they have completed the lesson.
- ◆ **Guidelines and suggestions for instructors and trainers** for developing the specific contents of the lesson.
- ◆ **Main target learner group or groups** (in accordance with Table 1. See also Annex).
- ◆ **Learning steps** to orient the lesson authors and the instructors and trainers as to how the lesson content should relate to the normal roles and responsibilities of members of the target learner group(s); this orientation is provided in the form of scope notes.
- ◆ **Reference materials**, which provide information on sources of reference materials, in the form of documents (hard and electronic copies), e-learning courses and materials, manuals, reference guides, etc. Reference materials can be used by lessons authors, and/or can serve as background or reference materials for the instructors and course or training participants. An effort is made to include easily accessed materials.

- ◆ **Reference institutions or organizations** as a list of institutions or organizations that are known to have specific expertise related to the lesson content, and could serve as sources of additional information or documentation.

This curriculum outline will guide instructors and trainers in developing lesson contents. Once lessons have been prepared, they will become an integral part of a right to adequate food curriculum. Some instructors and trainers may already offer courses that include lessons that are part of this curriculum. This would serve to validate lesson contents and would indicate where changes are called for. In this way this curriculum could benefit from the insights gained from the actual teaching or training experience.