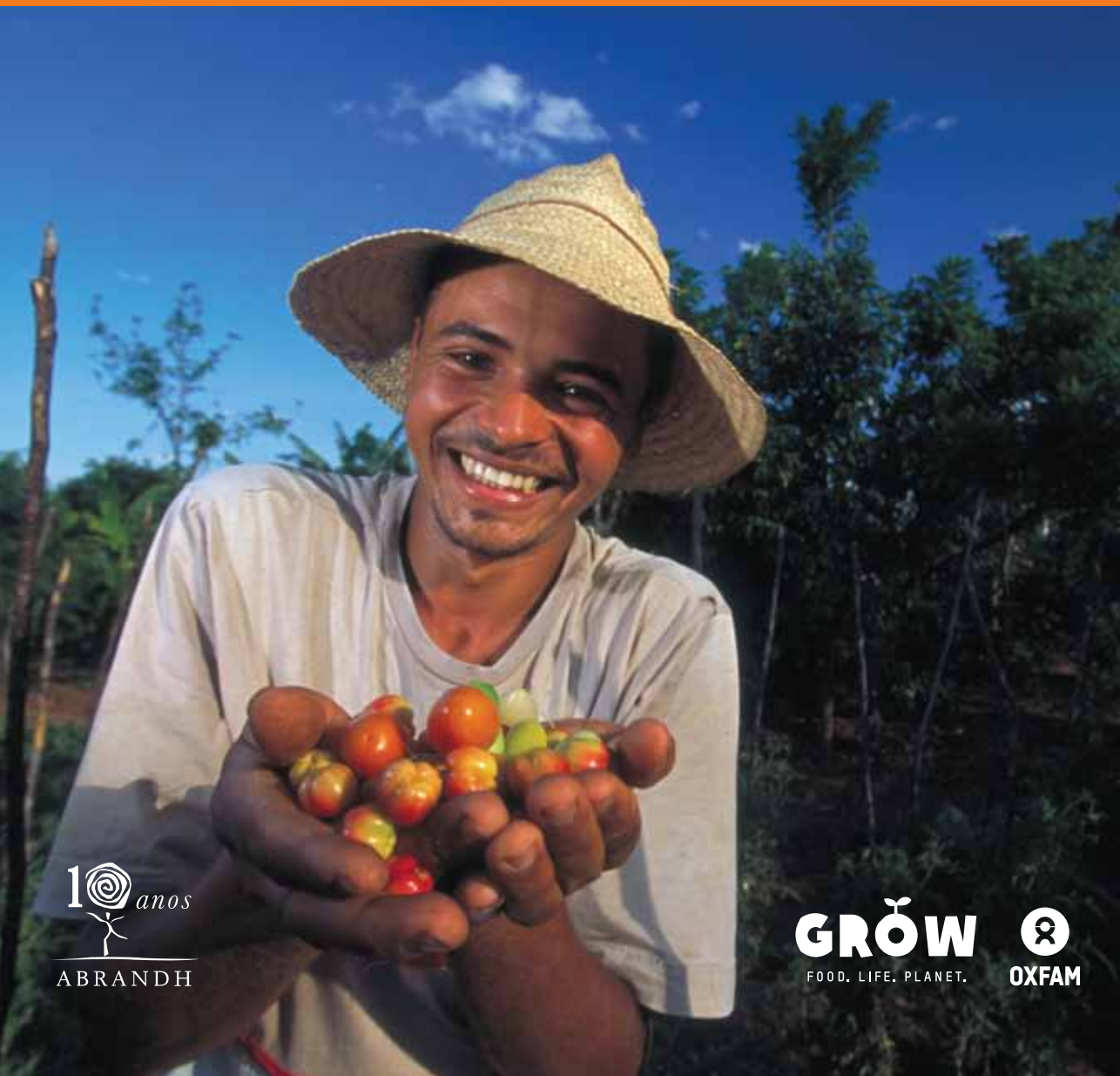


# Effective public policies and active citizenship

Brazil's experience of building a  
Food and Nutrition Security System



**Effective Public Policies and Active Citizenship: Brazil's experience of building a Food and Nutrition Security System**

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Marília Leão and Renato S. Maluf

## Effective public policies and active citizenship

### Brazil's experience of building a Food and Nutrition Security System

English  
translation  
2013

This paper describes the path toward building a new governance framework for the provision of public policies that were able to initiate a virtuous cycle for the progressive elimination of hunger and poverty in Brazil.



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## Executive Summary

1. Brazil has achieved promising results in the fight against hunger and poverty. This paper describes the path toward building a new governance framework for the provision of public policies that initiated a virtuous cycle for the progressive elimination of hunger and poverty. However, it is important to emphasize that the country continues to be characterized by dynamics that generate inequalities and threaten social and environmental justice.
2. The paper explains how Brazil has sought to find original solutions to eliminate hunger and poverty, imposing on the State the obligation to implement public policies that guarantee the fundamental rights of the human being: the right to minimum income, food, health, education and work. The document is addressed to people and organizations interested in learning about the strategies that the country has been adopting to ensure food and nutrition security and sovereignty as well as the human right to adequate food.
3. The country's redemocratization process, which started in the mid-1980s, was instrumental in forging the current relations between the State and civil society. The 1988 Constitution guaranteed social, civil and political rights that forced the Brazilian State to recognize the need to reorganize its structure and governance in order to fulfill its new obligations. Moreover, the 1988 Constitution ensured new forms of participation in public policies through councils and social control policies, while enabling partnerships between the public sector and the nonprofit private sector. A new arena for social dialogue has been established.

4. It was evident that the necessary changes to public institutions transcended the boundaries of administrative and financial reform, requiring a more comprehensive reformulation and expanding of the concepts of the various government sectors and their corresponding action. Civil society has always been present and played a leading role in this process of reconstruction and expansion of public institutions, with a view to ensuring the newly achieved rights.
5. The systemic approach was the option of various sectors, possibly because it facilitates the regulation of inter-federative coordination - federal, state and municipal - and inter-sectoral management, where the roles and responsibilities of each can be clearly defined and the autonomy of each federative entity preserved. The adoption of a “national system” for the provision of public policies was also in tune with the national trend of understanding the various sectors of society in an inter-dependent and indivisible way. For Brazilians the concept of food and nutrition security, in its broadest sense, is the result of the realization of the right to food (regular and permanent access to adequate food for all) in the conditions under which food is produced and sold, without compromising other rights such as housing, health, education, income, environment, labor, transportation, employment, leisure, freedom, and land access and tenure.
6. The Zero Hunger Project was originally conceived in 2001 by a nonprofit civil society organization interested in contributing to the formulation of a National Food and Nutrition Security policy that was still lacking in the country. The project, which was adopted by Lula’s administration in 2003, defined the fight against hunger and poverty as a political priority and paved the way for the development of legal instruments that would ensure the continuity of policies and programs targeted at the poor. In 2006, the Organic Law on Food Security (LOSAN) created the National Food and Nutrition Security System (SISAN), with the aim to guarantee and protect the human right to adequate food. It is important to note that LOSAN has a strong human rights approach, placing human dignity and empowerment at the core of discussions on public policy and strengthening relations between governments and civil society. It also launched the basis for the Constitution to include the right to food in the list of other social rights which had already been secured, and which finally happened in 2010.
7. The mandate of the National Food and Nutrition Security System (SISAN) is to organize and strengthen the institutions of the Brazilian State and create formal spaces for social participation through Food and Nutrition Security Councils (CONSEA) in designing, influencing and monitoring public policies in the field

of food and nutrition security and sovereignty. This paper presents the *modus operandi* and inter-relations between the governance system forums and civil society participation. It also presents the legal instruments that make up the reference framework governing the human right to adequate food in Brazil.

8. Some of the key lessons learned from this historic process include: (i) the importance of participatory pacts related to concepts and principles; (ii) the appropriateness of the choice of a systemic and intersectoral approach as a way to guarantee the human right to adequate food and promote food and nutrition security; (iii) the relevant role of civil society ensured through formal spaces of social dialogue (CONSEAs); (iv) the importance of the State putting the protection of human rights above market interests; (v) the necessary practice of intersectoral coordination in the design and management of public policies on food and nutrition security; (vi) the strategic role of women in the struggle to guarantee food sovereignty as well as the conservation and sustainable management of natural resources; and (vii) the respect for and guarantee of ethno-development principles in the design and implementation of public policies for indigenous peoples, blacks, traditional peoples and communities.
9. Despite the undeniable progress made, many challenges still remain on the Brazilian development agenda. The existing social inequality is incompatible with the country's current level of economic development. The number of socially vulnerable people is still high, and they have no access to all the public programs to which they are entitled. Moreover, there is a recurring effort from conservative sectors to weaken and criminalize the social movements and organizations fighting for social and environmental justice, which threatens to undermine Brazilian democracy.
10. The paper concludes that the progress made by Brazil in the fight against hunger and poverty resulted from the combination of the interests of government and civil society through a process of collective, participatory and democratic construction. The continuity of the main public policies that have contributed to this progress and the convergence of political and social forces are indispensable conditions to overcoming the challenges that still hinder the elimination of all forms of social inequality and violation of rights.



# Effective public policies and active citizenship Brazil's experience of building a Food and Nutrition Security System<sup>1</sup>

By Marília Leão and Renato S. Maluf<sup>2</sup>

“We will never achieve peace in a world divided into abundance and deprivation, luxury and poverty, waste and hunger. We must put an end to this social inequality.”

Josué de Castro

## Introduction

The results and impact achieved by Brazil in the fight against hunger and extreme poverty are impressive and have drawn attention worldwide. “Zero Hunger” has become a household name. There is interest in replicating this public policy, but little is known internationally about the process that led to the construction of the National Food and Nutritional Security Policy and System (SISAN) in Brazil, which is the expression of the country's aspiration to eradicate hunger and poverty.

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1. This document is the result of the partnership between Oxfam and Abrandh. Oxfam is an international confederation of 15 organizations working together in 99 countries to find sustainable solutions for the elimination of poverty and injustice. Abrandh is a Brazilian non-governmental and nonprofit organization that advocates democracy and human rights, in particular the right to adequate food.

2. This document was prepared by Marília Leão, president of Abrandh and civil society counselor at CONSEA, and Renato S. Maluf, a professor at the Federal Rural University of Rio de Janeiro (UFRRJ), former president of CONSEA during the period 2007-2011 and currently civil society counselor at CONSEA. The final version of this document incorporates relevant contributions from the Oxfam team: Simon Ticehurst, Muriel Saragoussi, Juana Lucini and Carlos Aguilar.

Thinking about the Brazilian experience requires thinking about the complexity of a pluralistic society that seeks creative solutions amidst conflicting and competing development models and political interests. In Brazil, we know that it was necessary to develop a capacity for intersectoral work, skills for dialogue between social actors, and cross-cutting action between government and public organizations. We know that this construction is based on processes of social participation and control, designed against a backdrop of struggles and victories - a social technology. Other countries seeking to solve problems similar to ours are very much interested in hearing this story, despite its dichotomies and the contextual differences.

Through the Zero Hunger Strategy, Brazil has strengthened the human right to adequate food by seeking to contribute to the United Nations (UN) system, especially the United Nations Food and Agriculture Organization (FAO) and the World Food Program (WFP), in compliance with the internationally agreed principles of sovereignty of peoples, neutrality and solidarity. The Brazilian experience influenced the reform of the FAO Committee on World Food Security (CFS), in the hope that it will become the main multilateral forum for debate and proposals on food and nutrition security. Brazilian international cooperation and the Brazilian National Council on Food and Nutrition Security (CONSEA) have been constantly asked about the experience by other countries.

By deciding to tell this story, Oxfam and Abrandh hope to contribute to its dissemination as well as to the multiplication of the capacity of different societies to achieve concrete and lasting results in the fight against hunger and poverty, through democratic means by combining active citizenship and effective public policies.

Enjoy your reading and let's get to work!

## Objectives and scope of the document

This document describes the process of formulating a public system to respect, protect, promote and provide the right to adequate food. The document intends to contribute to civil society organizations and social movements as well as to public and private sector agents interested in learning about the strategies that Brazil is adopting to fight hunger and poverty and promote food and nutrition security and sovereignty. Brazil has tried to “do things differently” by establishing effective public policies to increase access to adequate food, ensure income redistribution, and create opportunities for socially vulnerable families and individuals.

The extreme inequality that characterizes Brazilian society has its roots in the very history of the country, exemplified by the high concentration of land ownership, which dates back to the early days of colonization and persists to date. The legacy of slavery is also seen in the discrimination against blacks and indigenous peoples. A significant number of poor people living in very precarious conditions have always been proof of the inequality that exists in the country, which until recently was unable to provide decent living conditions for its population as a whole.

This document provides a brief historical review to show that the current stage of political and social organization in the country with regard to food and nutrition security results from the desire to change this situation by part of Brazilian society. The document presents the progress made in this field and shows that, above all, civil society organizations have pressured and contributed decisively to the participatory construction of the governance that currently exists in this field. The study describes the history behind the creation of the National Food and Nutrition Security System (SISAN) in its present form, which originates in the activism and commitment of political, social and intellectual leaders to the fight against hunger and the defense of human rights, triggered by the process of democratization of Brazilian society in the 1980s.

SISAN's mandate is to structure the entities of the Brazilian State and establish formal forums for social participation through public policy councils called Councils on Food and Nutrition Security (CONSEA), which in turn are charged with submitting proposals for public policy design, monitoring and evaluation. It is important to emphasize that all this has been accompanied by a human rights approach, which in conjunction with the permeability of the Brazilian State has enabled social actors and movements to actively participate in public policy management. The human rights approach has been a great ally of democracy by placing the dignity of human beings and their empowerment at the center of discussions on public policy and in the relations between government and civil society. This approach equips individuals and groups with the tools they need to fight for the individual and collective rights that enable them to exercise their citizenship.

The document discusses the current characteristics of the government bodies that make up SISAN, such as the National Conference on Food and Nutrition Security; the CONSEA(s) network (National, State and Municipal CONSEAs); and the Interministerial Food and Nutrition Chamber (CAISAN). It also describes how these entities are organized to meet the challenges and address the hegemonic market sectors that threaten or violate the human right to adequate food in addition to presenting the instruments that make up the legal framework governing the human right to adequate food in Brazil.

# 1

## Food and Nutrition Security and the Human Right to Adequate Food: the path taken



The construction of the National Food and Nutrition Security System (SISAN) was not a singular political decision of a government, but rather a process shared with civil society, resulting from two decades of social mobilization and struggle that combines institutional participation with the autonomous mobilization of social organizations and networks.

Civil society has long-advocated for concepts and proposals that led to the current design of SISAN. Grassroots movements have mobilized around the issues of hunger, reflection and criticism of existing agricultural production models, food supply, and public food and nutrition programs. There have been many attempts to formulate public plans and policies, even in times of political and economic hardship (PELIANO, 2010). But it was undoubtedly the pioneering work of Josué de Castro in the 1940s that triggered the debate on the problem of hunger and poverty in Brazil as a social and political issue.

Since then the food problem has been understood as a set of simultaneously biological, economic and social manifestations. At the time, it also became clear that eradicating hunger required above all the political decision to do so. Josué de Castro warned that hunger was not simply a public health problem (lack of nutrients) or a problem restricted to the social area (welfare policies). He was the first intellectual to report hunger as a product of both underdevelopment and an economic model that perversely perpetuated appalling living conditions, high rates of malnutrition among children and adults stemming from poverty, and the consequent lack of access to drinking water and adequate food that affected most of the Brazilian population (CASTRO, 2005). Castro had the courage to tackle the issue of hunger, which until then had been a taboo in Brazil and in many parts of the world.

Based on a diagnosis by Castro in the 1940's-1950's, the first collective food services were created, the minimum wage was introduced in the country and the "School Food Campaign" – currently the National School Food Program (PNAE) - was established. These are some examples of his political contributions.

In 1964, Brazil underwent a coup that established a military dictatorship that lasted 20 years (1964-1984). The period was marked by successive military presidents who ran an authoritarian and undemocratic regime, coupled with harsh repression of individual and collective freedoms. At the time there was a massive suppression of basic civil and political rights such as the right to vote, freedom of speech, and freedom of the press and political organization among others. During the 1970s, a period dubbed "The Brazilian Miracle", the country experienced significant economic growth, but there was no significant change from the social point of view, since the wealth generated failed to reach the poorest segments of the population. The economic justification of the regime was that it would be necessary to "make the pie bigger" before dividing it. What actually happened was an increase in social inequality and the expansion of public 'handouts' and

compensatory policies. Brazil then became one of the most unequal countries in the world.

The range of human rights violations, the strong repression imposed by the regime, and the situation of poverty in which the majority of the Brazilian population lived, led at the time to strong outrage and motivation among civil society groups that struggled to change that reality. Despite the limitations of social demands and channels for participation, there was resistance through social movements organized on the outskirts of big cities, as well as unions and professional associations, activists and politicians linked to left-wing sectors and groups linked to universities. Thus, the period of greatest political and social repression was also a period of great mobilization of Brazilian civil society for the end of the dictatorship, direct elections and restoration of democracy.

From 1985 onwards, the political struggle for democracy and rights that had intensified at the beginning of the 1980s led to the transition from military dictatorship to civilian rule, a period during which civil society organizations actively fought for the restoration of the rule of law. There is no doubt that popular mobilization and pressure from various segments of civil society were critical to the success of the redemocratization process. The emergence of a broad social movement against hunger and for food and nutrition security from a citizenship perspective was part of that process.

The drafting of the 1988 Constitution was one of the periods of greatest intensity and plurality of debates ever experienced by Congress, with the participation of hundreds of interest groups, rural and urban organizations, leaderships and social movements, unions, professional associations, public and private sectors, churches, and traditional peoples and communities. Minorities that used to be totally excluded from society such as indigenous peoples, traditional communities, people with specific diseases like Hansen's disease, mental, tuberculosis, persons with disabilities, and sex workers among other relevant segments of Brazilian society were also represented. All the leaders of these groups strongly influenced the text of the Federal Constitution adopted in 1988, which is the current Brazilian Constitution.

The 1988 Federal Constitution is one of the most important results of that struggle and reflects the central importance of democracy and social participation in that political context. The various constitutional provisions on institutional channels for social participation that recommend holding referendums and plebiscites, in addition to popular initiatives related to laws and public hearings are some examples of this. In this same vein, the participatory budget and public policy councils were established later on in many government areas.

This brief history of the social struggle for democracy in Brazil (still under construction) reminds us that if we live today in a more democratic society, enjoy freedom of vote, speech, organization and public participation, this is due to the

political struggle and social participation of many who gave their lives to this cause. It should also remind us that a mobilized, politicized, empowered and organized society can change its reality.

“Since its democratization, Brazil has introduced extraordinary innovations in the field of food and nutrition security by expressing the intense social dynamic that was, and still is, behind its construction. Currently the country has public policy aimed to ensure the human right to adequate food. This policy is anchored in a public system that involves government and non-governmental players. While the challenges are huge, since we are far from solving our problems, significant advances have been made and this experience needs to be shared with other countries.”

**Nathalie Beghin**, economist, policy coordinator at INESC and civil society counselor at National CONSEA

### Contributions from the Health sector and other social fields

The strong popular mobilization in the field of public health organized by the “Health Reform”<sup>3</sup> movement for the creation of the Unified Health System (SUS) played a decisive role in the design of the SISAN as it is today, although the two systems have followed very different social and political paths. The 8th National Health Conference held in 1986, in addition to building the body of doctrines and practical proposals has also contributed to defining the core elements of the new health system to be established (BRAZIL, 2006). The final report of the 8th Conference highlights the major elements proposed by the Public Health Reform Project: a) expansion of the concept of health; b) recognition of health as a right of the people and obligation of the State; c) creation of the Unified Health System (SUS); d) guaranteed social participation and control within and in the management of the system; and e) establishment and expansion of the social policy budget, where the Health Policy was included (PAIM, 2008). The formulation envisaged for the field of Food and Nutrition Security twenty years later (in 2006, the Framework Law on Food and Nutrition Security was approved), was very similar.

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3. “The Brazilian Health Reform emerged from the struggle against the dictatorship under the theme ‘Health and Democracy’, and was structured in universities, in the unions’ movement, and the regional experience of service organization. This social movement was consolidated in the 8th National Health Conference in 1986, when for the first time ever more than 5,000 representatives from all segments of civil society discussed a new health model for Brazil. The result was the guarantee in the Constitution, by popular amendment, of health as a right of citizens and a duty of the State.” Sérgio Arouca, 1998. Available at: <http://bvsarouca.icict.fiocruz.br/sanitarista05.html>, accessed on 05/31/2012.



The First National Conference on Food and Nutrition, whose final report already proposed the formulation of both a National Policy and a Food and Nutrition Security System as well as the creation of a National Council was held in the context of the 8th National Health Conference of 1986. Back then, the health sector led the discussion and coordination of public policies against hunger from the perspective of its perverse impacts (malnutrition) on public health (LEÃO; CASTRO, 2007). Also, in the final report of this Food and Nutrition Conference, the issue of “food as a right” was already being addressed in participatory debates, the concept of “food and nutrition security” was being outlined, and the creation of a “National Food and Nutrition Security System” was proposed.

Several other documents produced since the 1980s have contributed to the proposals approved at the Second National Conference on Food and Nutrition Security (2004). Special mention should be made of the proposal for a National Food Security Policy (1985) under the Ministry of Agriculture, which materialized in the document prepared by the so-called Parallel Government (1991) mentioned below and to the Brazilian National Report to the World Food Summit (1996) prepared by the Brazilian Government with the participation of civil society. Social mobilization around this Summit was the seed of the Brazilian Forum on Food and Nutrition Sovereignty and Security (FBSSAN), which involves organizations, social movements, people and institutions actively engaged in the field of food and nutrition sovereignty and security. The topic gained decisive visibility when it was incorporated by the Movement for Ethics in Politics in a broad national mobilization called “Citizens Action against Hunger and for Life” (MENEZES, 2010).

These contributions led to the adoption of the following guidelines for the creation of National Food and Nutrition Security System: a) development of a comprehensive “food and nutrition security “ concept specific to the Brazilian reality; b) recognition of food as a human right and therefore a duty of the State; c) creation of a public food and nutrition security system (SISAN); d) social participation and control within this system and management thereof; and e) establishment a specific budget for managing the system through increased funding for food and nutrition public policies.

### **Contributions from civil society and the origins of the Zero Hunger Project**

In the early 1990s, in the wake of the defeat of left-wing parties in the 1989 elections, a group of activists organized the so-called “Parallel Government”, which was coordinated by the future President Lula with the aim of monitoring the actions of the then elected government and present alternative proposals deemed more appropriate to the project of reconstruction of the Brazilian nation. Among these was the proposal for a “National Food Security Policy for Brazil,” presented to society in 1991 with the goal of “guaranteeing food security by ensuring that all Brazilians at

all times have access to the basic food they need”. This document also referred to the creation of a National Food and Nutrition Security Council, and provided the basis for the first and brief experience of a National Food and Nutrition Security Council (CONSEA), which operated between 1993 and 1994 and was formed at the time by 10 State Ministers and 21 civil society representatives appointed by the president from nominations of the Movement for Ethics in Politics. The Council was chaired by civil society, and the executive secretariat for government actions was located at the Institute for Applied Social Research (IPEA) (SILVA; SILVA, 1991).

Later, a similar initiative came from the Instituto Cidadania (Citizenship Institute), a non-governmental organization, that presented a new proposal for a national food security policy relying on contributions from hundreds of experts and civil society activists in response to the worsening of the situation of poverty and social vulnerability enhanced by the economic crisis and the rise in unemployment in the late 1990s. The document titled Zero Hunger Project later became the government program of the same name that was implemented from the early days of Lula’s government in 2003 (TAKAGI, 2010).

The Zero Hunger Project emerged from the evidence at that time that 44 million Brazilians (28% of the population) were vulnerable to hunger and the country still did not have a public food and nutrition security policy in place (TAKAGI, 2010). It also took into account that the hunger that plagued this segment of the population was more closely related to the lack of access to food due to insufficient income than to the unavailability of food, since the country’s food production was already far above the *per capita* food consumption needs of the population.

All these proposals were exhaustively debated throughout the 1990s and early 2000s and resumed in 2003 in the wake of the Zero Hunger Project, a strategy adopted by Lula’s administration to fight hunger. At the same time the National Council on Food and Nutrition Security (CONSEA) was reestablished. The Second National Food and Nutrition Security Conference was held in Olinda (Pernambuco) in 2004, under the slogan: “For the construction of a National Food and Nutrition Security Policy” (MALUF, 2010).

Figures 1 and 2 below seek to show the main concepts of hunger and the topics of the four National Food and Nutrition Security Conferences held to date, which reflect mainly the demands of civil society and provide a brief idea of the socio-historical phenomenon that preceded the creation of SISAN in 2006 through the approval of the Framework Law on Food and Nutrition Security<sup>4</sup>.

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4. BRAZIL. Law No. 11346 of September 15, 2006. Creates the National Food and Nutrition Security System (SISAN) with the aim to ensure the human right to adequate food among other provisions. Available at: <http://www4.planalto.gov.br/consea/legislacao/lei-no-11-346-de-15-de-setembro-de-2006/view>. Accessed on 06.13.2012

FIGURE 1

### Timeline of the different approaches to fighting hunger in Brazil

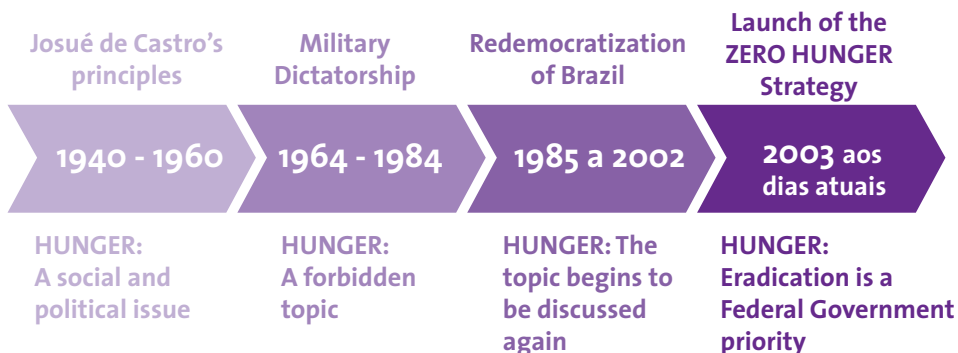
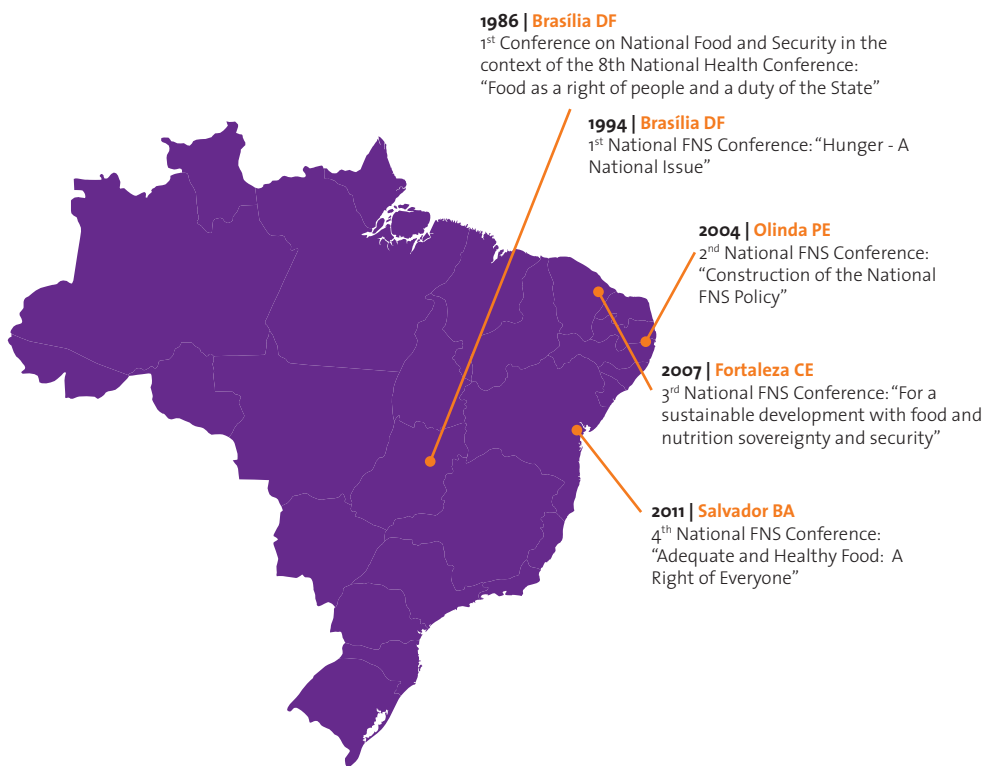


FIGURE 2

### National Food and Nutrition Security Conferences (1986-2011): the social building of SISAN in Brazil





# 2

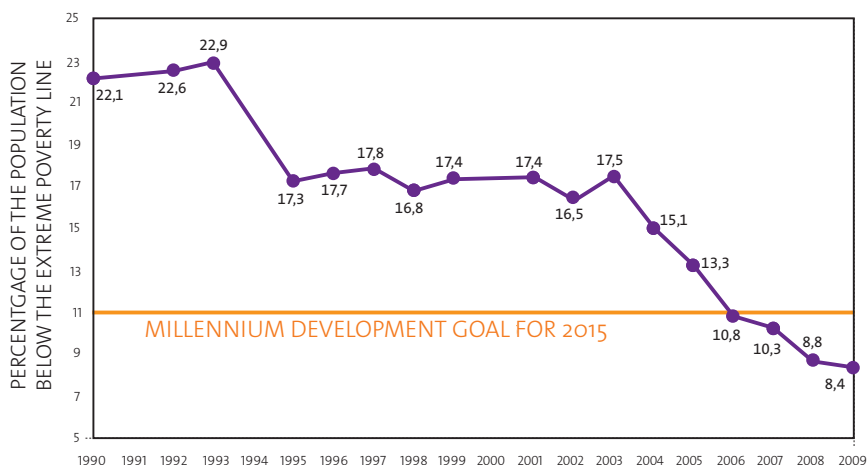
## The great Brazilian challenge: to eradicate hunger and social inequality



As already mentioned, Brazilian society is characterized by high social inequality and a significant number of poor people living in very precarious conditions, millions of whom are below the extreme poverty line and without adequate means to purchase food. Brazil has always been an example of the paradox represented by the coexistence of hunger and malnutrition on a massive scale, alongside a thriving food producing and exporting industry.

Many social indicators have improved over the past decades, and more intensively and consistently since 2000. Between 2004 and 2009, the share of Brazilians living in families with incomes equal to or greater than one minimum wage *per capita* rose from 29% to 42%, from 51.3 to 77.9 million people (BRAZIL/IPEA, 2011). The population in income range corresponding to the extremely poor, poor and vulnerable has declined in absolute numbers. The stratum with the greatest relative reduction (44%) was that of the extremely poor, which fell from 15.1% to 8.4% between 2004 and 2009. There was a real growth in average *per capita* income of 22% over the same period, a phenomenon that occurred in all Brazilian regions but was stronger in the Northeast, the poorest region in the country. In the case of Brazil, the 1st Millennium Development Goal (UN) of reducing extreme poverty by half the 1990 rates by 2015 was achieved in 2006 (from 22.1% in 1990 to 10.8% in 2006) and therefore nearly a decade in advance. However, it must be pointed out that about 8.4% of the population still lived in extreme poverty in 2009 (Chart 1) (BRAZIL, SAE, 2011).

**Chart 1: Temporal evolution of extreme poverty: Brazil, 1990-2009**



Source: Estimates based on the National Household Survey (PNAD) 1990-2009 available at: BRASIL, Presidência da República, Secretaria de Assuntos Estratégicos (SAE). Barros, R, Mendonça, R e Tsukada, R. Portas de saída, inclusão produtiva e erradicação da extrema pobreza, no Brasil. Brasília, 2011.

5. In June 2012, the minimum wage in Brazil was R\$ 622.00, equivalent to US\$ 306.92. Quotation from Central Bank of Brazil: 2,0266 Real-Brazil = 1 US Dollar. accessed on: on 06.05.2012.

## **The *Bolsa Família* Program (PBF)**

The strong growth in the incomes of the poorest stems mostly from the improvement and appropriate targeting of cash transfer programs in Brazil, in particular the *Bolsa Família* (Family Grant - PBF) Program. The PBF is a direct cash transfer program conditional on some requirements aimed at families living in a situation of extreme poverty, with a monthly *per capita* income of up to R\$70 (US\$34.65) and in a situation of poverty with a monthly *per capita* income from R\$70.01 (US\$34.66) to R\$140 (US\$54.48). The main legal frameworks of the program are: Law 10836 of January 9, 2004 and Decree No. 5209 of September 17, 2004.

The PBF was created in the context of the Zero Hunger Strategy, which aimed to ensure the human right to adequate food by promoting food and nutrition security and contributing to the eradication of extreme poverty and the achievement of citizenship by the portion of the population most vulnerable to hunger. Currently the PBF Plan is part of the Brazil without Extreme Poverty Program (Brasil Sem Miséria), which has its focus on the 16 million Brazilians with a monthly *per capita* household income below R\$70. The Program benefits more than 13 million families nationwide, and the monthly benefit of R\$70 is transferred to extremely poor families.

The Program is based on the combination of three essential dimensions for eradicating hunger and poverty: a) promoting the immediate relief of poverty through the direct transfer of cash to the families; 2) strengthening the exercise of basic social rights in the areas of Health and Education through the fulfillment of certain conditions (families must ensure school attendance and health controls in the public health network, while the State must ensure the provision of public policies), thus helping families to break the cycle of intergenerational poverty; and 3) coordinating complementary programs aimed at the development of families, so that *Bolsa Família* beneficiaries can overcome the situation of vulnerability and poverty. Management of the *Bolsa Família* Program is decentralized and shared by the Union, States, Federal District and municipalities.

Available at: <http://www.mds.gov.br/bolsafamilia>. Accessed on 7.25.2012

Progress can also be seen in the evolution of some social indicators: improvements in education through the increase in the average years of schooling, which rose from 5.2 years in 1992 to 7.4 years in 2008; reduction in the infant mortality rate, which fell from 47.1 to 19.0 deaths per thousand live births (a reduction of about 60% in 18 years) between 1990 and 2008; a significant decrease in malnutrition in children under 5 years, although important regional, racial and ethnic inequalities persist, as shown in Figure 2. Based on these data, it is clear that the complete eradication of hunger and improvements in the living conditions of certain segments of the population remain a goal to be gradually pursued in Brazil (CONSEA, 2010).

“Food security depends on the commitment and effort of governments and all peoples and nations.”

**Dourado Tapeba**, indian, civil society counselor at National CONSEA

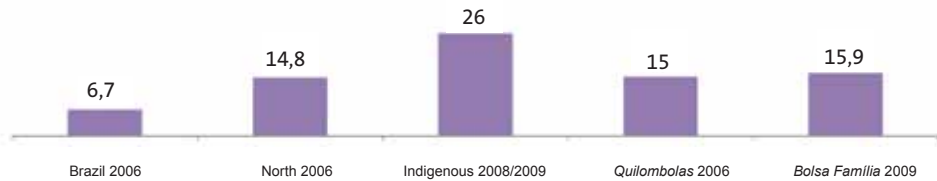
A challenge still far from being met is related to indigenous peoples, because they are marginalized and have real difficulties accessing key public policies (health, education, social security, access to land, etc.). The First National Survey of the Health and Nutrition Status of Indigenous Peoples<sup>6</sup> conducted by National Health Foundation (FUNASA) (2008-09) aimed to assess the health and nutrition conditions of the indigenous population. The study showed that 26% of the children surveyed were affected by stunting. In the northern region of the country, where most of these peoples live, 41% of the children had the same problem, a condition that is unacceptable considering the current social and economic situation in Brazil. Infant mortality rate was 44.4 deaths per thousand live births, about 2.3 higher than the national average for the same year. (BRAZIL, MS, 2009)

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6. Survey conducted by the National Health Foundation (FUNASA), Ministry of Health, which included a sample of 6,707 indigenous women and 6,285 indigenous children living in 113 villages. The survey was conducted with the support of the ABRASCO Consortium (Brazilian Association of Graduate Health Studies) and the Institute of Ibero-American Studies, Goteborg University, Sweden.



**Chart 2: Differences in the prevalence of low height-for-age (%) among children under 5 years old, according to the situation for the general population of Brazil and the North Region, Indigenous Peoples and *Quilombola* Communities.**



Sources: Survey conducted by the National Health Foundation (FUNASA), Ministry of Health, which included a sample of 6,707 indigenous women and 6,285 indigenous children living in 113 villages. The survey was conducted with the support of the ABRASCO Consortium (Brazilian Association of Graduate Health Studies) and the Institute of Ibero-American Studies, Goteborg University, Sweden.

Another aspect of inequality to be considered is gender: women are the most affected by extreme poverty, illiteracy, health system failures, conflicts, and sexual violence. In general, women receive lower pay for the same work as men, participate less in key decision-making areas, are more present in the informal economy, and work double shifts (domestic work). The work of women family farmers and peasants, who are known to contribute significantly to the production of food for the population as a whole, is also invisible and these women are strongly discriminated against when trying to participate and having a voice in their families and communities. It is also known that among the poor, rural women and children are often the groups most affected by malnutrition due not only to unequal food distribution within the family but also to overwork (agricultural and domestic work) (SILIPRANDI, 2004).

“In a country where the black population is close to 48% and inequalities revolve mainly around this population, sometimes due to the slave regime “abolished” at least 135 years ago and others to the dictatorship overthrown less than 40 years ago, it is crucial that those concerned realize the consequences of that regime and join efforts around public policies so as to overcome the challenge of eradicating hunger and social inequalities. Like CONSEA, a valuable democratic space for coordination between civil society and government in the promotion of the populations that are at this stage of high vulnerability.”

**Edgard Ap. Moura**, researcher and member of the Black Social Movement, civil society counselor at the National CONSEA.



# 3

## A new governance to ensure the right to food



As already seen, the National Council on Food and Nutrition Security (CONSEA) was reestablished in 2003. Although its composition now includes government representatives, most of its members come from civil society. Since then, the debate between government and civil society on food and nutrition security as a human right has gained momentum. The process was driven forward by the need to advance an institutional development model that included the intersectoral approach in government actions as well as the role assigned to social participation. Since then, legal and institutional foundations that respect, protect, promote and originate in the human right to adequate food have been developed and implemented.

The Framework Law on Food and Nutrition Security (LOSAN) approved in 2006, by National Congress, is the main instrument on the issue in the country, and provided for the creation of the National Food and Nutrition Security System (SISAN) with a view to ensuring the human right to adequate food. It is the charter that shows the path to be taken by the nation in the field of food and nutrition security. It establishes the principles of the system: universal access, equity, autonomy, social participation and transparency.

**LOSAN: Art. 8 - SISAN shall be ruled by following principles:**

- I- Universal and equal access to adequate food without any form of discrimination;**
- II- Preservation of the autonomy of and respect for the dignity of all;**
- III- Social participation in the formulation, implementation, follow-up, monitoring, and control of food and nutrition security policies and plans at all government levels; and**
- IV- Transparency in all programs, actions and public and private resources and in the criteria for allocation thereof.**

The Framework Law recommended the development of a National Food and Nutrition Security Policy and Plan. The Policy is the most practical and operational expression of the guidelines issued by Framework Law, since it contains the procedures for its management as well as mechanisms for funding, monitoring and evaluating State actions. The Food and Nutrition Security Plan, in turn, is the basis for planning government actions and contains programs and actions to be implemented, as well as quantified targets and the time required for achieving them. The Plan is also linked to the public budget, as it defines how and where the resources will be used.

Figure 3



### What is the National Food and Nutrition Security System (SISAN)?

SISAN is the public system that brings together various government sectors to coordinate policies that have the common goal of promoting food and nutrition security and decent access to food for the entire population. Brazil has taken the path of managing public policy from the standpoint of integrated and coordinated systems to ensure human rights, always including social participation in the formulation, implementation and control of public actions.

**LOSAN: Art. 9 - SISAN is based on the following guidelines:**

- I – Promoting intersectoral governmental and non-governmental policies, programs and actions;
- II – Ensuring the decentralization and collaborative coordination of actions within government ;
- III – Monitoring the food and nutrition situation, with the aim of contributing to the management cycle of policies for the area with different government bodies;
- IV – Combining direct and immediate measures to ensure the right to adequate food, through actions that improve the autonomous subsistence capacity of the population;
- V – Coordinating budget and management; and
- VI – Encouraging the development of research and the training of human resources.

The management bodies of SISAN are:

- The National Conference on Food and Nutrition Security – forum that meets every four years to provide CONSEA with guidelines and priorities of the National Food and Nutrition Security Policy and Plan as well as to evaluate SISAN;
- CONSEA (National Council on Food and Nutrition Security), an immediate advisory body to the President;
- CAISAN (Interministerial Food and Nutritional Security Chamber) formed by State Ministers and Special Secretaries responsible for the areas related to the implementation of Food and Nutrition Security;
- Food and Nutrition Security agencies and entities in all governments levels: Federal, States, Federal District and Municipalities; and
- Private institutions, whether for profit or not, which express interest in joining in and meet the criteria, principles and guidelines of SISAN.

#### HIGHEST SISAN MANAGEMENT FORUMS AT FEDERAL LEVEL

##### NATIONAL FOOD AND NUTRITION SECURITY CONFERENCE

Approves the guidelines and priorities for the Food and Nutrition Security Policy and Plan.

Participants: 2/3 from civil society and 1/3 from the government. All 27 federative units or States are represented.

##### CONSEA

Proposes guidelines and priorities according to the deliberations of the Conference and establishes the budget necessary for the Food and Nutrition Security Policy and Plan.

Members: 2/3 of the counselors come from civil society and 1/3 from the government.

##### CAISAN

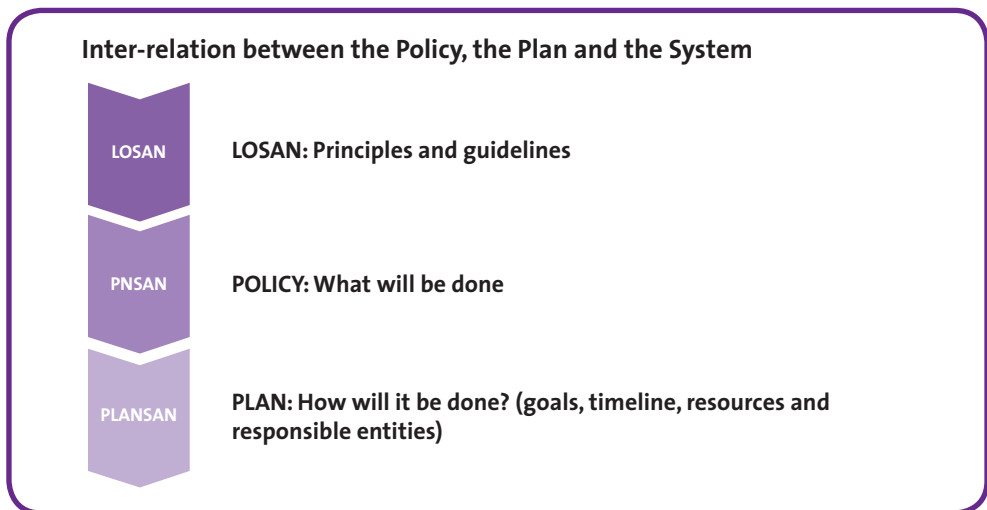
Based on the guidelines issued by CONSEA, prepares the Food and Nutrition Security Policy and Plan, establishing: Guidelines, targets, funding sources and follow-up, monitoring and evaluation tools.

## How the Policy, the Plan and the National System are inter-related

The System, the Policy and the Plan are like parts of the same engine, which together seek to give a concrete meaning to the principles of the Federal Constitution and LOSAN regarding the realization of the human right to adequate food. The system is the structuring element of the composition, providing coordination between sectors in the respective bodies, and inter-federal relations between the federal, state, district and municipal levels. The system takes shape through public food and nutrition security policies, which are the basic elements and the most relevant aspects of its structure since it is public action coming out of the offices of state bureaucracy and reaching the community to change the lives of rights holders.

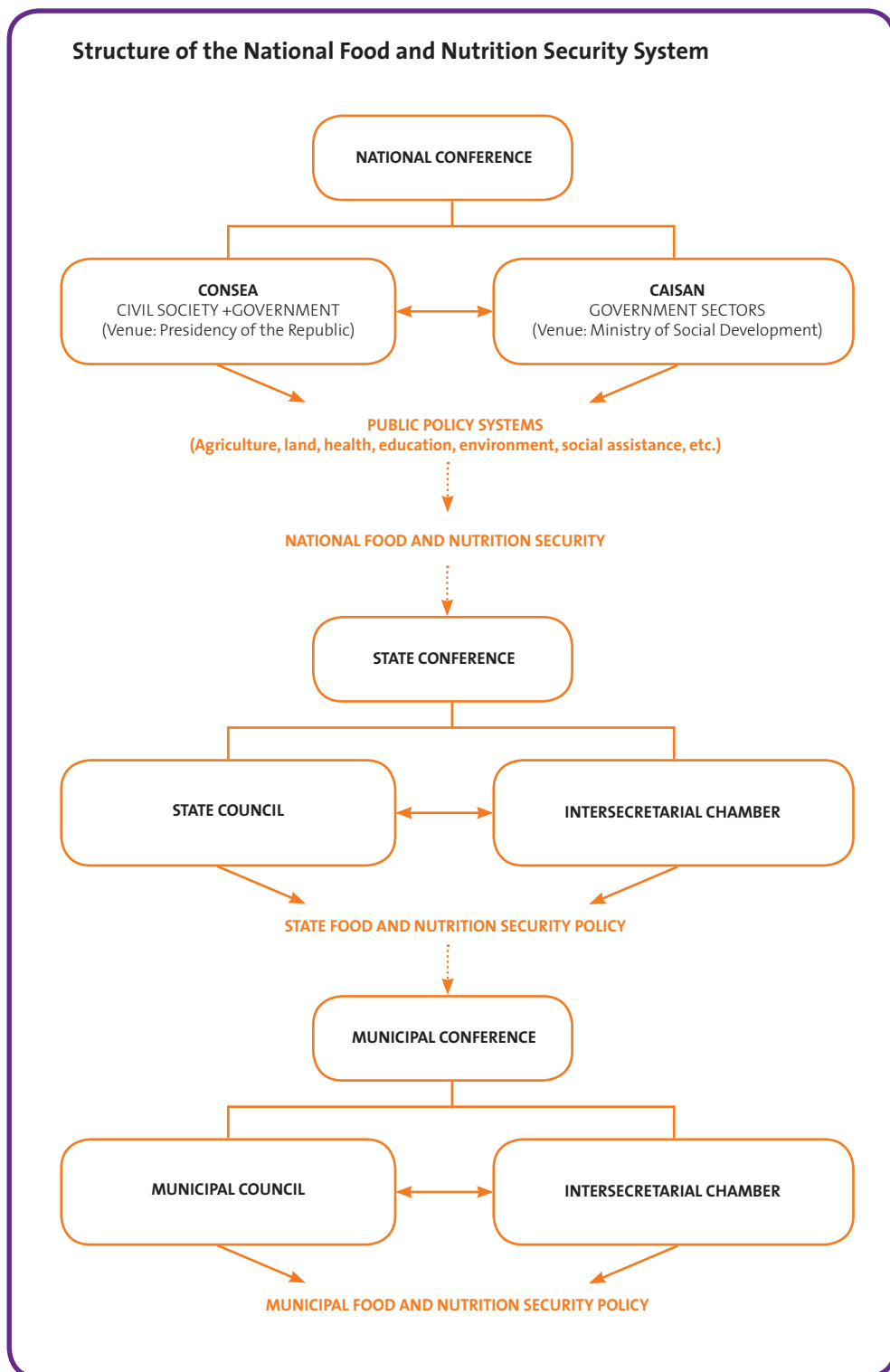
The complexity and diversity of public food and nutrition security policies reinforce the relevance of the systemic approach, which among other positive aspects, ensures greater rationality, an integrated view of the problems of the population, and cost-effectiveness, as it avoids the overlapping of programs and facilitates the convergence of actions of different sectors.

Figure 4



The Food and Nutrition Security Policy and Plan are elements that implement the organized action of the system, by enabling a more accurate understanding of what will be done, how it will be done, who the public actors responsible are and what are their obligations, who the social actors are (rights holders of policies), when it will be done and with which human, material and financial resources.

Figure 5





## Food as a constitutional right

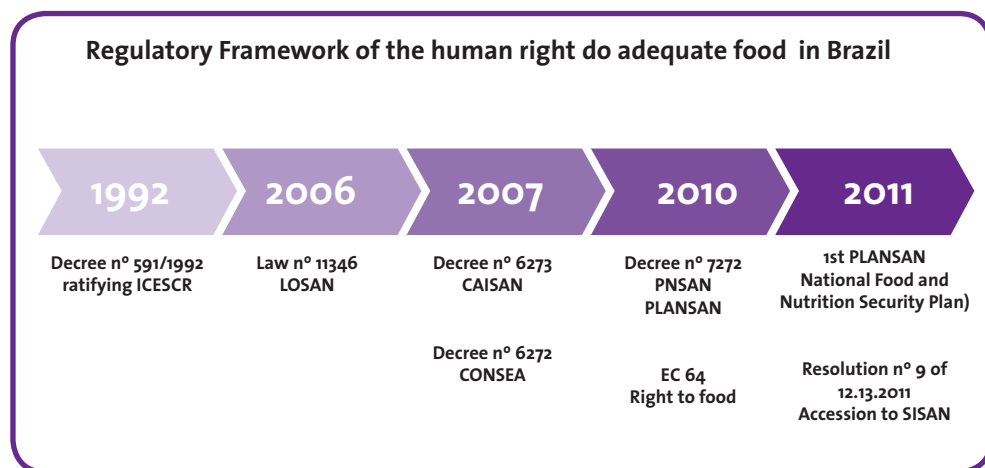
The passing of Constitutional Amendment 64 by Congress in 2010 became a hallmark in the legal framework of SISAN, by including the right to food among the social rights of all Brazilians together with education, health, labor, and housing among others. Food as a constitutional right requires the State to review its actions related to Food and Nutrition Security as well as social security policies and how they are developed.

The right to food as a constitutional right requires an approach that reaffirms the right of each person to be the “owner” - and not just a “beneficiary” – of public policies aimed at ensuring food and nutrition security. That is, people who for whatever reason have difficulty accessing adequate food, now have their rights guaranteed by the Constitution, and government may be held accountable for failing to realize this right (ABRANDH, 2012).

## Regulatory Framework of the human right do adequate food

Figure 6 shows the set of legal instruments that make up the regulatory framework of the human right do adequate food in Brazil. Social participation - both in the formulation and social control of the various initiatives - is an important feature of the process of formulating public policies in food and nutrition security in Brazil, and has been ensured by the exercise of participatory democracy promoted by the National, State and Municipal Conferences and the Councils on Food and Nutrition Security that exist at Federal and State levels and are already present in many municipalities. (ABRANDH, 2010)

Figure 6





# 4

What is CONSEA and how does social participation take place?



CONSEA is comprised of a plenary body (counselors), a president, a secretary-general, an executive secretary, standing thematic committees and working groups. The plenary body, which is the highest deliberative level of the council, is formed by all members of the council, whether permanent or alternate members, representatives of civil society and government, according to the percentages explained below. The plenary body meets ordinarily every two months and extraordinarily when necessary. Each permanent member has the right of voice and one vote in the council, whereas alternates and guests / observers have only the right of voice. (See table in Annex I - Composition of the National CONSEA, according to social groups and representative bodies, members of government and observers - Term 2012-2013).

This is an important exercise in participatory democracy which entails social participation in the construction of public policies in the country. It involves a learning process that requires improving the capacity of civil society representatives participating in councils and conferences to develop proposals. It also requires willingness from government representatives to ensure that their actions are presented and evaluated in institutionalized public forums of social participation, such as public policy councils. The councils give visibility to the different social sectors, enable the emergence of different views and interests, and also highlight existing conflicts and polarized differences not only between but also within government and society.

CONSEA has specificities as regards its constitution and actions. The first of such specificities stems from the intersectoral approach to food and nutrition security, which requires an institutional location of the council that promotes dialogue between the various government sectors, as well as an equally diverse representation of the social sectors. This realization led CONSEA to be established in the Presidential Palace, as a way of expressing the political priority given to the fight against hunger and the promotion of food and nutrition security. The proposal of establishing the state and municipal CONSEA(s) within the Office of the Head of the Executive Branch of the respective level of government (State Governor or Mayor) follows this same direction.

Another peculiarity is the adoption of criteria for representation that seeks to compensate for the unequal relationship between the State and civil society organizations. For this reason, 2/3 of the National CONSEA members come from civil society and 1/3 from different government sectors. Today, CONSEA is formed by 19 State Ministers and 38 representatives of civil society, who are joined by a dozen observers representing international organizations and other national councils. Equally important to the autonomy of the Council is the fact that the President of CONSEA is chosen among civil society representatives, and the General Secretariat is headed by someone from the Ministry with the largest number of actions related to food and nutrition security, namely the Ministry of Social Development and Fight against Hunger. This composition is being adapted to state and municipal

CONSEAs. CONSEA also includes observer organizations, which have the right of voice and participation in debates<sup>7</sup>. The full composition of the Council is shown in Annex.

CONSEA has the status of advisory council to the President of Brazil and therefore its deliberations are of a propositional character, i.e., they are not mandatory for the Executive branch. This sensitive issue is sometimes controversial and some of the aspects involved are worth exploring in terms of learning about the challenges faced by social participation in public policy. In the case of food and nutrition security policies, it can be argued that the status of the advisory council results from the intention to adopt an intersectoral perspective in the formulation and implementation of corresponding programs. Thus, the apparent limitation of the advisory character provides for the possibility of submitting proposals - from as high as the Presidential Palace to the most different areas of government, almost all of which have their own social participation mechanisms.

The success in implementing the intersectoral perspective of food and nutrition security has enabled CONSEA to incorporate a significant share of government sectors represented by their respective ministries. More than the number of federal ministries, a national food and nutrition security policy includes many of the programs and actions of a government which, in turn, have their own deliberation forums, often with social participation in the form of sectoral public policy councils. Making them mandatory would entail giving CONSEA's deliberations a questionable precedence over other equally legitimate deliberation forums, including some with more experience and institutional maturity.

In this institutional framework, the effectiveness of CONSEA's proposals depends not only on the grounds and consistency of their contents, but mainly on specific factors in the field of politics, such as the close relationship with the aspirations of society and the search for coordination with other forums of social participation. Advances in the definition and operating mechanisms of an intersectoral food and nutrition security system must be developed under a complex process of dialogue and negotiation between areas of the different sectors of government involved, and seek the involvement of social organizations and networks in various fields.

The ability of CONSEA to intervene in public policies is not determined solely by its nature as an advisory council. The content, social basis and political clout of its resolutions are what determines whether these policies will be successful or

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7. A Oxfam is one of the observers at CONSEA.

not. To this end, the positions taken by the council should have significant support from society, since the existence of councils does not preclude social mobilization. Conversely, the Brazilian experience shows that the effectiveness of CONSEA - in fact, of public policy councils in general - is greater when there are autonomous civil society organizations participating in them, and when social networks and movements are capable of putting pressure on them. At the same time, the council should have high negotiation ability, in order to generate proposals that are likely to be approved and implemented.

Since 2003 CONSEA has been very successful in its operation. It was the forum where the Program for the Acquisition of Food from Family Agriculture (PAA) was designed and the proposal to develop a specific Harvest Plan for family agriculture was launched. The council established a working group formed by representatives of both civil society and government to draft the bill of the Framework Law on Food and Nutrition Security that embodies all human rights concepts, principles and perspectives, which for years had been advocated by civil society organizations in the field of food and nutrition security.

The council's action through direct negotiation with the President of Brazil was crucial to trigger the recovery of the *per capita* value of the school meal under the National School Food Program (PNAE), and played an important role in the drafting of new and advanced legislation for the program. Proposals to improve the *Bolsa Família* Program (conditional cash transfer) were also further discussed. The council was at the center of the initiatives that led to the design of the first National Food and Nutritional Security Plan, currently in its initial implementation phase. But there were also proposals that never came through, either because they represented a serious conflict with hegemonic dynamics - such as the recommendation for additional safeguards in the production and sale of genetically modified foods - or because they failed to get sufficient support within the federal government, as in the case of a national supply policy consistent with the food and nutrition security guidelines.

In short, food and nutritional security found a political platform that ensured forums for dialogue and meetings between civil society and federal government that have given visibility to the issue and to different views, thus contributing to the formulation of public policies. CONSEA led the mobilization and construction of a public agenda on food and nutrition security in Brazil, a task that was facilitated by the visibility afforded by the federal government to the issue through the corresponding programs adopted in the area, and whose formulation and implementation are high on the council's work agenda.

Hybrid forums of discussion between the State and civil society such as CONSEA are not exactly partnership forums, as they often involve tensions and conflicts, with the consequent search for possible consensus. Despite the low participation of the private sector and even of some social movements, the Council has achieved increased recognition in the country. It is also permanently addressing

the challenge of improving procedures for consultation and appointment of civil society representatives, so as to ensure greater legitimacy and social diversity to social sectors and regions in the country, in terms of the various dimensions of food and nutrition security.

“CONSEA is the result of a clear political will to listen to the demands of society. It is the expression of the echoes of citizenship, the voices of the field, the forest, the city. A space for the exercise of democracy, dialogue between government and society, critical views, preparation of proposals, and monitoring of policies on food and nutrition security in its various dimensions summarized in the principle of intersectoriality.”

**Maria Emília Pacheco Lisboa** (FASE and President of National CONSEA)

### How CONSEA operates

The debates and formulations are held prior to the plenary session by the standing committees, which draft proposals for consideration by the plenary body. There are also working groups – of a temporary nature – which study and propose specific measures. The committees and working groups comprise a coordinator, a counselor representing civil society, who is chosen by members of the committee and assisted by technical staff linked to a government agency. Government specialists and representatives of guest entities, who are experts on the subject under discussion, may also participate in the committees.

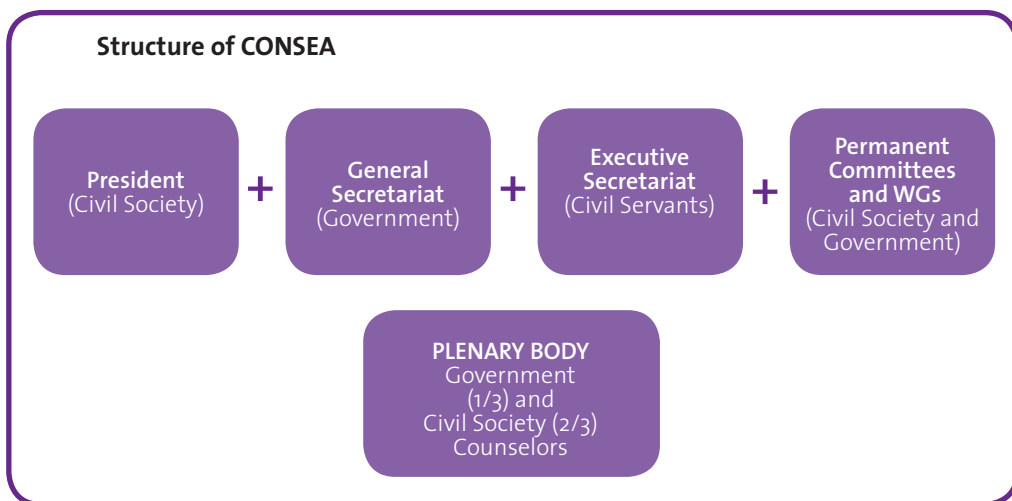
The current standing committees for the period 2012 - 2013 are:

- Standing Committee 1: National Food and Nutrition Security System and Policy, which includes the Working Group on Indicators and Monitoring of human right to adequate food realization;
- Standing Committee 2: National and International Macro-Challenges, which includes the Working Groups on International Agenda and Gender and Food and Nutrition Security;
- Standing Committee 3: Production, Supply and Adequate and Healthy Food, which includes the Working Group on Supply;
- Standing Committee 4: Human Right to Adequate Food;
- Standing Committee 5: Food and Nutrition Security of Black Populations and Traditional Peoples and Communities;
- Standing Committee 6: Food and Nutrition Security of Indigenous Peoples;
- Standing Committee 7: Consumption, Nutrition and Education.

Besides these committees, CONSEA also has a Standing Committee of Presidents of State CONSEAs, which is the fundamental link between the national and state levels of SISAN and, through it, with the municipal SISAN.

The definition of the Standing Committees is a periodic effort to improve the Council's structure, with a view to establishing discussion forums where the issues can be further reviewed and receive specific treatment, but without giving the approach a sectoral focus. Thus, the proposals of the Council, besides reflecting the intersectoral approach, also respond to the challenges and priorities of the national food and nutrition security policy and plan.

**Figure 7**



### **Instruments of intervention in public policies:**

The debate on controversial issues, with the idea of developing strategies for addressing them, is always very rewarding for everyone involved. Exercising participatory democracy means, above all, carrying out negotiations between the parties, and that is what is expected of counselors in a public council. A common perspective of all counselors is the view that hunger and poverty are the main causes of human rights violations and that the full realization of the human right to adequate food in Brazil requires a political, social and economic environment that is both stable and conducive to the implementation of the best strategies to eradicate hunger and poverty, based on the active and informed social participation of rights holders and on the accountability of duty bearers.



The following recommendations<sup>8</sup> should be implemented to ensure active and informed action in public councils:

**Be fully familiarized with the reality of your community:** In this regard, seek data, indicators and studies that prove the violation of rights (diagnosis of the situation). Get to know and coordinate with social organizations and movements.

**Identify vulnerable groups:** Find out what the most vulnerable segments of society are, what neighborhoods and communities are being most affected by violations of their rights. These people must have priority over all other members of society. As we know, human rights are universal, but in a situation of disaster and extreme poverty, public policies and services need to reach these people first (e.g. children, pregnant women and the elderly).

**Identify which policies should be brought to your community:** The first aspect is to know who the rights holders of public policies are. Authorities have the obligation to provide updated information on public policies, including reports on the fulfillment of targets, quotas and assistance criteria. The Internet can be a strong ally in this information process. Public transparency is a right of society and regulated by the Law on Access to Information<sup>9</sup> in Brazil.

**Improve training and information on the Public Budget:** Influencing and presenting effective proposals requires knowing the public budget. Get information from entities or civil servants that work on the theme. It is important to remember that the public budget should always be authorized by the Legislature, which decides, through a law, how much and how public money can be spent. To influence, it is necessary to comply with the deadlines for preparing and voting the budget.

**Demand from the State permanent investment in the capacity development of its executives** as well as of working conditions, so that they can fulfill their obligations and responsibilities. Demand the active participation of government counselors in the council's activities.

**Be aware of the circumstantial and urgent economic problems of your community:** At times, critical situations may arise in some communities such as floods, natural disasters, urban violence, land disputes and others that require immediate action by public authorities. CONSEA can be one of the entities to demand that immediate action be taken to preserve the right to life of the people affected.

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8. Resolution No. 3 of June 7, 2005. Available at: <http://www4.planalto.gov.br/consea/legislacao/resolucao-no-3-de-07-de-junho-de-2005/view>. Access on 7.27.2012.

9. More information about the Law on Access to Information available at (in Portuguese): <http://www.acessoainformacao.gov.br/acessoainformacao.gov>. Access on 7.27.2012.

**Monitor the processes of accession to and implementation of SISAN in your area:** It is necessary to know all the legislation concerning this system. Taking hold of all legal instruments is a necessary step for these “laws” to become a reality.

**Value new languages and forms of social participation,** such as the symbols of different cultures and ethnicities, art and music. Consider the enormous potential of participation through new social media. These languages can greatly contribute to the processes of social mobilization and dialogue between government and civil society.

### Gender inequality and food and nutrition security

We have seen that women and children are affected the most by conditions of social vulnerability. Therefore, special mention should be made of how this issue has been included on the agenda of the social movement for food and nutrition security in Brazil. The widespread recognition of gender inequality does not by itself lead to the implementation of initiatives to overcome it. The incorporation of women’s rights in public programs as well as on the agenda of social movements requires ongoing efforts and pressure for the establishment of appropriate conceptual references and instruments. These references and instruments cover a wide area, including recognizing the responsibility and the various roles of women in the field of food and nutrition, without neglecting the fact that food-related issues should be the concern of society at large, including women’s participation in decision making processes, as both subjects of policies and rights holders (SILIPRANDI, 2008).

Gender issues became the focus of attention in the early stages of CONSEA’S reestablishment in 2003, and in the Second and Third National Food and Nutrition Security Conference that followed in 2004 and 2007. Gender issues were incorporated in the form of representation criteria in the Council and Conferences, and in the form of proposals for special actions in public programs such as *Bolsa Família*, in which the money is transferred directly to women, and the Family Agriculture Credit Program (PRONAF), which has a credit line specifically for women.

One of the first and most significant outcomes of that initiative was the inclusion, among the outputs of the Fourth National Food and Nutrition Security Conference (2011), of the Political Charter of the Seminar “Women building food and nutrition sovereignty and security.” The full text of this document, which is contained in the final report of the Fourth Conference, is available at: [www.presidencia.gov.br/consea](http://www.presidencia.gov.br/consea). Some of the issues addressed in the document include: a criticism of the patriarchal values of the development model; coordination with the ethnic-development perspective; recognition of the role of women in food production, in conjunction with the adoption of the agro-ecological approach;

demand for visibility for the role of women as critical political subjects in the design of the food and nutrition security policy; existence of inequality indicators and of monitoring instruments for the design of gender equality policies.

However, the decision to start systematically addressing these issues within CONSEA was only made in 2010/11, with the creation of a Working Group (WG) on Gender and Food and Nutrition Security. This WG, although specifically focused on the discussion of women's rights and food and nutrition sovereignty and security, must ensure that the existence of a specific forum for the discussion of gender issues does not exempt the various Council bodies from the responsibility of including this perspective in their own agendas.



# 5

## Food and nutrition security: concepts and principles in Brazil



The contemporary Brazilian construction, drawing on contributions from the international debate on hunger, has sought to include food and nutrition security among the objectives of public actions and policies related to food and nutrition – whether governmental or not. The construction of this approach in Brazil, as in other parts of the world, combined the conceptual development of food and nutrition security with its recognition and dissemination as an objective of public actions and policies. The collective construction within SISAN and coordination between civil society and progressive sectors in government and in Congress succeeded in amending the Brazilian Constitution to include the right to a healthy diet and to food and nutrition security. Although the core element in the implementation of food and nutrition security is the formulation of public policies with social participation from state agencies, it also involves actions of a public nature by initiative of civil society.

The definitions of food and nutrition security are susceptible to different meanings and means for its implementation, involving a clear component of dispute when used to inform public policy proposals. The diversity of understandings and conflicts in this field involve governments, international organizations, representatives of productive sectors, civil society organizations, and social movements among others. However, different views do not preclude the construction of consensus or agreements, even if partial, aimed to implement food and nutrition security actions and policies, as is already the case in Brazil.

The table below shows the definition of food and nutrition security as enshrined in the Framework Law passed in 2006 and regulated in 2010 through Presidential Decree No. 7272. This definition emerged from a meeting of the Brazilian Food and Nutrition Security Forum in 2003 and subsequently approved at the Second National Food and Nutrition Security Conference held in Olinda (PE) in 2004. It collects contributions offered by social movements and governments throughout the development process of the concept in Brazil since the 1980s.

#### **FOOD AND NUTRITION SECURITY**

**Food and nutrition security is the realization of the right of all to regular and permanent access to quality food in sufficient quantity, without compromising access to other essential needs, based on nutrition practices that promote health, respect cultural diversity and are socially, economically and environmentally sustainable.  
(LOSAN, Art. 3, 2006)**

Thus defined, “food and nutrition security” becomes a public, strategic and permanent goal, a feature that puts it among the core categories of a country’s development options. From the beginning, the Brazilian formulation added the

noun “nutrition” to the term most commonly referred to as “food security”. The idea was to link the socio-economic and health and nutrition approaches that led to the evolution of this concept by expressing the inter-sectoral perspective. Another peculiarity is the unification of two actually inseparable dimensions - food availability and the quality of this food – into a single concept, without distinguishing physical availability (food security) from food quality in terms of safe consumption (food safety). The combination of both dimensions allows us to question the predominant models of production and consumption and the references to healthy food.

Food and nutrition security is understood as a goal of public actions and policies whose formulation, implementation and monitoring should reflect two fundamental principles: the human right to adequate and healthy food and food sovereignty. The link to these principles and the intersectoral nature of actions distinguish this approach from the common use of the term “food security” by many governments and international organizations and, above all, by entrepreneurial representations associated with large food production and processing corporations.

The concept of food and nutrition security is present in the right of all citizens to feel secure in relation to food and nutrition in aspects related to sufficiency (protection against hunger and malnutrition), quality (prevention of diseases associated with malnutrition) and adequacy (to social, environmental and cultural circumstances). A diet is appropriate when, in addition to being “nutritionally balanced” it also contributes to the development of healthy human beings, aware of their rights and duties as well as to their responsibility to the environment and the quality of life of their descendants.

The human right to adequate food should be ensured through food and nutrition security policies, which makes it the responsibility of both the State and society.

#### **HUMAN RIGHT TO ADEQUATE FOOD**

**Adequate food is a fundamental human right, inherent in the dignity of the human person and indispensable for the realization of the rights enshrined in the Brazilian Constitution, and the government should implement the policies and actions that may be necessary to promote and ensure the food and nutrition security of the population. (LOSAN, Art. 2, 2006).**

The Brazilian government and society have obligations toward the international legal rules on the right to food, such as: a) International Covenant on Economic, Social and Cultural Rights signed in 1966 and ratified by Brazil; b) General Comment 12 (“The Human Right to Food”) adopted by the Office of the UN High Commissioner for Human Rights in 1999; c) Voluntary Guidelines on the Human Right to Food adopted in 2004 by the Council of the United Nations Food and Agriculture Organization (FAO). However, there are no effective instruments in place for the promotion and monitoring of and accountability for fulfilling these obligations, a known limitation of international agreements in various areas. The fulfillment of the many commitments undertaken during the World Food Summit in 1996 and its evaluation meeting, five years later, has also been limited.

When considering the international order, the goal of food and nutrition security is faced with sovereignty issues, usually addressed from the national sovereignty perspective. This reference, although important, is insufficient either to distinguish between the interests that coexist within countries - after all, they are not homogenous blocks – or to meet the challenges posed by the construction of a global food system. More promising is the concept of food sovereignty that has been disseminated mainly by social movements since the mid-1990s. It expressed the progress in social coordination at the international level, in response to the development of a global food system under the control of large corporations, in a context where national States lost the ability to formulate sovereign agro-food policies.

The World Forum on Food Sovereignty held in Havana (Cuba) in 2001 defined food sovereignty as:

#### **FOOD SOVEREIGNTY**

**“... the right of peoples to define their own sustainable policies and strategies for the production, distribution, and consumption of food that guarantee the right to food for the entire population, based on small- and medium-scale production, respecting their own cultures and the diversity of peasant, fishing, and indigenous forms of agricultural production, of marketing, and of management of rural areas, in which women play a fundamental role.”**

The Framework Law on food and nutrition security included the food sovereignty perspective as shown below.

**The realization of the human right to adequate food and the attainment of food and nutrition security require respect for sovereignty, which confers primacy to countries in their decisions on the production and consumption of food. (LOSAN, Art. 5, 2006).**



Thus, the promotion of food and nutrition security requires the sovereign exercise of policies relating to food and nutrition that go beyond a strictly commercial logic – i.e., beyond private regulation - to incorporate the perspective of the human right to food. The connection is therefore established between an objective of public actions and policies (food and nutrition security) and the principle (food sovereignty) that qualifies it. Food sovereignty also implies that the policies adopted on its behalf, particularly by the countries with the power to do so, will not compromise the sovereignty of other countries.

This risk is present in international agreements (on trade, investment, intellectual property, biodiversity, etc.) and in the dismantling of policies to promote and protect domestic industries and assets. International trade is not necessarily a reliable source for the promotion of food and nutrition security, and its role should be linked to the development strategies of countries.

Food and nutrition security is an objective that expresses a right concerning the entire population, is of a strategic nature, and should be sought on a permanent basis through the exercise of sovereign policies. Economic development processes are linked to the food issue for ethical, economic and political reasons, and this issue has a decisive influence on the social equity pattern of a society. The way countries respond to the various components of the food issue may either help or hinder these processes in the promotion of social equity and sustainable improvement in the nutrition and quality of life of their populations.

The approach to food and nutrition security that seeks to increase access to food while questioning the inadequate pattern of food consumption, suggests more equitable, healthy and sustainable ways to produce and sell food, and reclassifies the actions aimed at groups that are vulnerable or have specific dietary requirements. These three lines of action translate the search for food and nutrition security into a parameter for the development strategies of a country, together with sustainable development and social equity.

Access to food encompasses not only eating regularly, but also eating well, eating quality and adequate food according to cultural habits, based on healthy practices that preserve the pleasure associated with food. This perspective also applies to individuals or groups more vulnerable to hunger, because it's not just a matter of ensuring them any food. In addition, regular access to food may not represent a condition of food and nutrition security if the cost of food compromises access to other components of a decent life such as education, health, housing and leisure. This is a relevant issue in countries with high social inequality like Brazil.

On the side of food supply, the production of large quantities of food and adequate supply are no proof that the country is meeting the requirements of food and nutrition security both in immediate terms and in a long-term perspective. This depends on how food is produced, sold and consumed, as the approach to food and nutrition security takes into account the local, social, cultural and environmental

aspects involved in these processes. Food supply is not dissociated from the social status of the populations and their relations with culture and the environment.

“In our daily lives we operate with a concept that seeks to address three dimensions and a methodological perspective. First is the food dimension, which relates to the continuous production and availability of food, in sufficient amounts, and under a sustainable perspective; second is the nutrition dimension related to the quality of food, its proper preparation and proper health care; third is the food sovereignty that guarantees each country the right to build food and nutrition security policies for its population. In methodological terms, this is built through an intersectoral intra and extra governmental process, with effective civil society participation.”

**Naidison de Quintella Baptista**, executive coordinator of ASA, member of the Community Organization Movement (MOC) and civil society counselor at National CONSEA.

# 6

## From the Zero Hunger Strategy to the Brazil without Extreme Poverty Program



The connection between the objective of food and nutrition security and development strategies, which is typical of the Brazilian approach, aims to take it out of the realm of merely compensatory or sectoral policies to convert it into State policy. What really matters is to eradicate hunger while eliminating the conditions that generate social inequality, such as low education and lack of access to health care services, housing, land, electricity, water and sanitation, among other conditions that are essential to the society in which we live. President Lula's administration, which started in 2003, was a timely political period that opened a wide window of opportunity that enabled a match between the interests of civil society with the objectives of a government plan that intended to incorporate this perspective. The creation of the Special Ministry of Food Security and Fight against Hunger – MESA (currently the Ministry of Social Development and Fight against Hunger - MDS), marked the definition of the fight against hunger as a State priority, and resulted in a set of crosscutting measures and policies that were organized across the ministries. The civil society agenda, historically constructed within the process of social and political mobilization, found a fertile ground for dialogue with the Zero Hunger Strategy, with the participation of various social sectors in its construction.

Transformed into a government program since the first Lula administration (2003-2010), Zero Hunger aimed to coordinate public policies and programs in the fight against hunger, in order to ensure the human right to adequate food and adopt the perspective of crosscutting and intersectoral actions in the three spheres of government, in addition to social participation. The State action was organized into four areas: access to food; income generation; strengthening of family farming; and social coordination, mobilization and control.

Within the approach of “vulnerability to hunger” or “exposure to food and nutrition insecurity” as measured by income level, Zero Hunger estimated its potential audience in 44 million people (27.8% of the country's overall population). Given the difficulties found in measuring hunger, extreme poverty and poverty, the solution was to estimate the “population vulnerable to hunger” according to income availability, based on data from the 1999 PNAD . There were 9.2 million families (21.9% of the total) distributed in the metropolitan areas (19.1%), non-metropolitan urban areas (25.2%) and rural areas (46.1%); among the heads of these families, 64% were pardo (brown) or black (INSTITUTO CIDADANIA, 2001).

The table below shows the broad and cross-sectoral principle that guided the Zero Hunger Strategy:

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10. The detailed methodology can be found in the study commissioned especially for the Zero Hunger Project: “Poverty Pobreza e fome: em busca de uma metodologia para quantificação do problema no Brasil” - by Takagi, Del Grossi and Graziano da Silva (2001).

## Axes, Programs and Actions of the Zero Hunger Strategy

### 1. Access to Food

- Access to Income: *Bolsa Família*
- Access to Food: School Meal (PNAE); Distribution of Vitamin A and Iron; Food for specific population groups; Food and Nutrition Education; Food and Nutrition Surveillance System (SISVAN); Workers Food Program (PAT)
- Local and regional food and nutrition security networks: Popular Restaurants; Community Kitchens; Fairs; Urban Agriculture; and Food Banks
- Access to Water: Cisterns

### 2. Strengthening of Family Agriculture

- Financing of Family Agriculture (PRONAF): Agricultural Insurance and Harvest Insurance
- Food Acquisition Program (PAA)

### 3. Income Generation

- Social and Professional Qualification
- Solidarity Economy and Productive Inclusion
- Oriented Productive Microcredit
- Regional food and nutrition security Clusters: Rural Development Councils; CONSADs; Territories of Citizenship

### 4. Coordination, Mobilization and Social Control

- Social Assistance Reference Centers (CRAS) and Integral Family Care Program (PAIF)
- Public Policy Councils (CONSEAS and other Social Control Councils and Committees)
  - Citizenship Education and Social Mobilization
- Grants
- Partnerships with Corporations and Entities

Source: ARANHA, AV. Fome Zero: a construção de uma estratégia de combate à fome no Brasil. In: Coleção FOME ZERO: uma história brasileira, vol. I. Brasília, 2010, p. 74-95.

Among the main social programs are *Bolsa Família* – a conditional cash transfer program<sup>11</sup>; the National School Meal Program, already mentioned; and a set of public food and nutrition facilities such as popular restaurants, food banks, community kitchens, and specific actions aimed at small farmers.

Assessments of *Bolsa Família* indicate that the families assisted spend their cash mostly on food. The data also attest to its effectiveness in increasing school attendance, including in secondary education; prenatal care for women; and reduced inequality. CONSEA recognizes the important role of the program in promoting the human right to adequate food.

Among the programs to support production are the Food Acquisition Program (PAA) and the National Program for Strengthening Family Agriculture (PRONAF).

The PAA was created in 2003 from a recommendation of CONSEA, as a public policy instrument that strengthens relations between food producers and consumers. Its main objectives are to support the sale of agriculture and livestock products from family agriculture, thus stimulating the production of food; and facilitate access to these products by families in a situation of food insecurity<sup>12</sup>.

The program provides for the direct purchase of food from family farmers, agrarian reform settlers and traditional peoples and communities to supply government programs aimed at assisting populations in a situation of food insecurity; to promote actions for food distribution to the population in a situation of greater social vulnerability; and to build up strategic stocks.

Managed by the Ministry of Agrarian Development, PRONAF is operated by public banks and finances individual or collective projects submitted by family farmers and agrarian reform settlers. The Program is divided into a series of components that respond to the Brazilian environmental diversity. It also reflects the level of organization of family agriculture movements.

When the Rousseff administration took office in 2011, it brought with it the possibility of broadening the focus of government actions which, guided in the Lula administration by the elimination of hunger, began to seek to eradicate poverty or extreme poverty in Brazil. Thus, in its first days the new government announced the actions under the new strategy titled “Brazil without Extreme Poverty Program.” The program focuses on actions for the extremely poor who haven’t yet succeeded in stepping out of extreme poverty, despite all the efforts of the Zero Hunger strategy. Since poverty has multiple dimensions and different forms of manifestation, the universe of those that can be considered poor in

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11. Cash transfers include spending by the federal government with the payment of welfare benefits (*benefícios previdenciários*), unemployment insurance (*seguro-desemprego*), salary bonuses (*abono salarial*) defined by the Organic Law of Social Assistance (LOAS) and *Bolsa Família* Program.

12. PAA funds come from the Ministry of Social Development and Fight against Hunger and the Ministry of Agrarian Development. It is run by the Federal Government in partnership with the National Food Supply Company, states and municipalities.

Brazil or in any other society is very heterogeneous. It is important to point out that access to food should still be a priority, as the conditions for access to food will always be among the parameters that measure the conditions of existence of individuals, families or social groups, particularly those living in extreme poverty.

The new program is expected to draw on the social legitimacy and integration experience in public policy already achieved in Brazil through the promotion of food and nutrition security in light of the principles of food sovereignty and the human right to adequate and healthy food. The National Food and Nutrition Security Plan launched by the Rousseff administration in August 2011 from a presidential decree signed by former President Lula, will be in force from 2012 to 2015.

CONSEA has suggested three types of contributions in the field of food and nutrition security for the eradication of extreme poverty, based on the following analyses:

Firstly, following the methodology of the Brazilian Food Insecurity Scale, the special PNAD supplement on food security of 2009 showed that the number of households in a situation of food insecurity fell from 34.9% to 30.2% between 2004 and 2009. Households classified as being in a situation of food insecurity are those whose members were experiencing some sort of food deprivation or at least had some concern about the possibility of deprivation due to lack of resources to purchase food (IBGE, 2010). Proposal: Universal cash transfers by the *Bolsa Família* Program and Social Security as well as access to education and health, coupled with specific policies for population groups such as indigenous peoples and other traditional peoples and communities, rural populations of the North and Northeast, populations living in the streets, and other forms of urban poverty.

Secondly, Brazil needs a supply policy in which the State plays an active role in the decentralized coordination of increased access to adequate and healthy food through the promotion of agroecology-based family production. Proposal: Promote profound changes in the ways to produce, sell and consume food by controlling the use of pesticides in a country that has become the world's largest market for these products; foster diversification in agriculture by encouraging agroecology practices; protect socio-biodiversity; defend the rights of family farmers; and ensuring agrarian reform and access to land and water. Rural families fulfill the dual condition of being both a social group with a high incidence of extreme poverty and food producers.

The third and fundamental contribution concerns strengthening both social participation and control of programs and initiatives, as seen in the field of food and nutrition security and other areas of public action in Brazil. It is possible and desirable that the commitment to building the National Food and Nutrition Security System through agreement between the three spheres of government and social representation will help to meet of the target of eradicating extreme poverty in our country. Forums of intersectoral participation such as CONSEA (at national,



state and local level) provide a particularly useful mechanism for coordination between government sectors, between the three spheres of government and between government and civil society.

In all suggested actions, children, women and the elderly require special attention, particularly rural women workers and farmers, who are more vulnerable to poverty and have greater difficulty accessing public policies. It is known that family agriculture in Brazil provides about 70% of the food that reaches the table of the population, and certainly this production would not be possible without the work of women. Historically, the work of women farmers has no visibility and shows important asymmetries when compared with men's work. Women farmers are typically food providers not only because they grow the products directly on farms or backyards, but also because they are responsible for housework and child care. The organization and production of healthy food by rural women has given qualitative strength to the struggle for food and nutrition sovereignty and security through diversified and healthy production.

On the other hand, the promotion of adequate and healthy food requires educational actions associated with preventing and addressing health problems caused by a poor diet, through nutritional care within the Unified Health System and the regulation of food advertising. Official figures for 2009 show that 50.1% of adult men and 48% of women are overweight, while obesity affects 12.5% of men and 16.9% of women. Among adolescents, overweight affects 21.5% of boys and 19.4% of girls. The significant progress made to date in relation to hunger and malnutrition has been accompanied by the incorporation of these and other medical conditions among public health problems which, it should be noted, strongly affect the poorest and most deprived segments of the population.

The recent international food crisis puts food and agriculture at the center of global debates. High volatility in international prices of agricultural commodities and the upward trend in the domestic prices of food in many parts of the world, including Brazil, confirm the need to strengthen the regulatory role of the State and family-based production as integral parts of the National Food and Nutrition Security System provided for in Law 11346/2006. No eradication of extreme poverty will be successful when food prices are at the mercy of speculation and private interest.

Brazil also has responsibilities to fulfill as regards promoting the food and nutrition sovereignty and security of peoples, not just as a beneficiary of increased agrifood exports. In fact, Brazil has become a major global donor country in the context of international cooperation in this field in various regions of the world, but mainly in Latin America and the Caribbean and in Africa. Some data indicate the size of this cooperation: in 2008, 45,000 tons of rice, 2,000 tons of powdered milk and 500 kg of vegetable seeds were donated to Cuba, Haiti, Honduras and Jamaica under the World Food Program (WFP) and the FAO; in 2010, resources provided for



in the budget action for humanitarian cooperation totaled US\$95.5 million; and in 2011, the plan was to donate to international humanitarian aid half a million tons of food from Brazilian family agriculture (rice, beans, corn and powdered milk), in addition to other actions and financial resources (CGFOME, 2010). No less important has been the cooperation between Brazilian and foreign civil society organizations in the form of participation in international forums like the Civil Society Facility within the FSC, or through joint activities in Brazil and abroad. Social participation through CONSEA has also become a matter of increased international interest and led to the sharing of experiences between civil society actors.

However utopian the perspective of fully eliminating social inequality might be in a society that generates inequality in private relations and in the ownership of the benefits of the State apparatus, it is perfectly possible to root out extreme manifestations that deny a large contingent of the population the chance to live a minimally decent life. To this end, clear commitments are required not only from the Federal Government but also from the three spheres of government and other authorities, coupled with decisive social participation and control.



# 7

## Lessons learned from the Brazilian experience



Among the many factors that have characterized Brazil's long experience, the following highlights deserve to be mentioned as lessons learned in terms of achievements and the challenges still to be met:

- The social embedding of concepts and principles built through participatory processes involving non-governmental and governmental actors from many different social sectors and thematic areas, which are subsequently enshrined in legal and institutional frameworks;

- The development of an inter-sectoral and systemic approach to food and nutrition security and sovereignty and the human right to food, with a view to designing integrated programs and actions which address the multiple factors that determine the food and nutrition condition of individuals, families and social groups;

- The political decision by the Federal Government, followed by various state governments and some municipal governments, to include hunger and food and nutrition security among the top priorities on the government agenda, by placing CONSEA at a supra-ministerial (or supra-sectoral) level and providing budget and institutional support to the respective public programs;

- Social participation in the formulation, implementation, monitoring and control of public policies, overcoming traditional technocratic approaches while building capacity among civil society organizations for them to move beyond specific demands and projects. The possibility of social participation has contributed to gradually overcoming the myopic view that civil society organizations can not afford to contribute to the formulation and implementation of public policies, and that these should be the sole responsibility of the State through its elected representatives;

- By giving visibility to social conflicts and different views concerning the various - and sometimes controversial - aspects of food and nutrition security and sovereignty and the right to food, these issues, and CONSEA, as a public space of social dialogue, gained legitimacy and social and political recognition, despite the different forms of involvement by government sectors, and their sometimes contradictory actions;

- The autonomous organization of civil society into social networks such as the Brazilian Forum on Food and Nutrition Security and Sovereignty and its successors at state and municipal level, increased the capacity of civil society organizations to influence the definition of the agendas of CONSEAs, Conferences

and other spaces of participation, by combining institutional participation with social mobilization and other legitimate instruments of demand;

- The permanent quest for transparency and accountability, for which political will and technical training have been fundamental, has ensured the monitoring and social control of public actions, as shown by the indicator methodologies developed at CONSEA concerning the realization of the right to food, the monitoring of the public budget and the design and management of programs;

- The importance of addressing the issue of access to public funds by social organizations in a transparent manner and with social control, given the strategic role played by civil society organizations in the implementation of public programs and in the support for meaningful experiences undertaken by social organizations





## Thinking about the future

### On Brazil's social construction process

Despite the undeniable progress achieved in the social field in general and in food and nutrition in particular, Brazil's social debt is incompatible with its current level of economic development. The country still has a significant number of people living below the extreme poverty line and levels of inequality that are among the highest in the world, in addition to millions of families still without access to public programs, leading to daily violations of their human right to adequate food. Moreover, there has been a recurrent effort by conservative sectors to weaken and criminalize social movements and organizations that fight for social justice, thus undermining democracy in Brazil.

Successes should not, under pressure from other agendas, reduce the political priority of eradicating hunger and poverty, something that not only requires permanent vigilance due to the proven risk of setbacks, but also presents several still unexplored areas. The National Food and Nutrition Security Plan has important goals with strong potential to improve the living conditions of the Brazilian population, whose right to adequate food is still being violated. Monitoring compliance with the goals established in this Plan is an urgent and collective task of both civil society and government.

With regard to the establishment of SISAN, advances need to be made in the effective commitment of state and municipal governments, underpinned by the passing in Congress of Constitutional Amendment 64/2010 that includes food among the social rights provided for in the Federal Constitution. This significant achievement should be followed by the creation, strengthening and guarantee of mechanisms for claiming the human right to adequate food, in coordination with the system of public human rights policies towards the establishment of a culture of these rights in Brazil.

## On global food and nutrition sovereignty and security

O momento crítico pelo qual passa o mundo compromete a realização do diThe critical moment the world is going through jeopardizes the realization of the human right to adequate food for large segments of the population in various regions, due both to the repercussion of high international and domestic food prices and to the economic and financial crisis that emerged and eventually overshadowed the debate on the issue.

The diagnosis made by CONSEA points to a crisis in the global food production and consumption model that compromises the food and nutrition sovereignty and security of peoples, the right to food, and initiatives for the social inclusion of significant portions of the poor populations. More serious is the systemic nature of the food crisis, which is seen also in its interfaces with economic, environmental (climate) and energy crises, particularly due to the interconnection between the responses to each one of them, which requires an overall view.

The domestic and international responsibilities stemming from the reputation acquired in the food and nutrition field demand of Brazil - and of course of the whole international community - more than just a commercial response to the benefits of trade-related gains offered by the economic context. The proposals of the social movements in Brazil collected by CONSEA have focused on:

- Promoting new sustainable bases for the production and consumption model;
- Supporting family agriculture based on agroecology;
- Increasing diversified food production by valuing agrobiodiversity;
- Ensuring and improving access to essential public policies that guarantee the right to health, education, and basic minimum income among other rights;
- Strengthening regional cultures and eating habits; and
- Democratizing access to land (by strengthening the national agrarian reform policy), water and other natural resources.

The proposals point to the recovery of the regulatory capacity of the State and the implementation of sovereign national supply policies that increase access to quality food based on decentralized sustainable systems, coordinate different actions from production to consumption, and tackle health problems arising from a poor diet.

In this sense, international humanitarian aid actions should perfect a multidisciplinary and participatory dynamic of coordination between government agencies and civil society, and go beyond traditional forms of food assistance in order to contribute to the design and implementation of sovereign food and nutrition security policies in the countries requesting cooperation.

At the same time, international action should support the construction of a global food and nutrition security governance based on the principles of the



human right to adequate food, social participation, shared though differentiated responsibility, caution, and respect for multilateralism. These perspectives should be present in agricultural trade negotiations and other international agreements on food and nutrition sovereignty and security. In Brazil, regional action is deemed important, both within the MERCOSUR and UNASUR, in addition to operations in Africa and CPLP countries (Community of Portuguese-Speaking Countries). It is important to note the degree of exposure of the region seen in the recent food crisis and the prospects offered by the construction of a regional food and nutrition security strategy with the important participation of social organizations and networks in Latin America. CPLP countries have established a working group on Food Security, which met for the first time in Maputo, Mozambique, in July 2012, and in which Brazil is expected to play a prominent role, given its experience in the matter.

### Enshrining principles

Finally, the progress achieved by Brazil in the fight against hunger and poverty resulted from both social struggle and the political decision to implement appropriate public policies that include the perspective of improving democracy in the country and reaffirm the following principles:

- Adequate and healthy food recognized as a human right and an obligation of the State;
- Food and nutrition sovereignty and security understood as a strategic axis of the country's socioeconomic development;
- Civil society participation ensured by means of formal forums for social dialogue;
- Stronger regulatory role for the State, which should put the protection of human rights above market interests;
- Intersectoral approach (permanent dialogue between sectors) in the design and management of public food and nutrition security policies;
- The strategic role of women in the struggle to guarantee food sovereignty, and in the conservation and sustainable management of natural resources;
- Respect for and guarantee of the principles of ethno-development in the design and implementation of public food and nutrition security policies, whether universal or specific, for indigenous peoples, black populations, and traditional peoples and communities;
- Design and implementation of affirmative action policies against racism and discrimination, especially those aimed at eliminating social, regional, ethnic, racial, and gender inequalities.

Peace, social well-being and the elimination of hunger, poverty and all forms of discrimination and racism depend on stronger participatory democracy and better wealth and power redistribution, which is a necessary condition for ensuring the human right to adequate food and the sovereignty and food and nutrition security of a nation.

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## Acronyms

ABRANDH - Brazilian Action for Nutrition and Human Right (*Ação Brasileira pela Nutrição e Direitos Humanos*)

ANA - National Agroecology Coalition (*Articulação Nacional de Agroecologia*)

APN - Black Pastoral Agents (*Agentes de Pastoral Negros*)

APOINME - Coordination of Indigenous Peoples in the Northeast, Minas Gerais and Espírito Santo (*Articulação dos Povos Indígenas do Nordeste, Minas Gerais e Espírito Santo*)

ASA - Coordination in the Brazilian Semi-Arid region (*Articulação no Semiárido Brasileiro*)

ASSEMA - Association in Settlement areas in the State of Maranhão (*Associação em Áreas de Assentamento no Estado do Maranhão*)

CAISAN - Interministerial Chamber on Food and Nutrition Security (*Câmara Interministerial de Segurança Alimentar e Nutricional*)

CFN - National Nutritionists Council (*Conselho Federal de Nutricionistas*)

CGFOME - General Coordination of International Actions against Hunger (*Coordenação Geral das Ações Internacionais de Combate à Fome*)

CAN - National Agriculture Confederation (*Confederação Nacional da Agricultura*)

COEP - National Social Mobilization Network (*Rede Nacional de Mobilização Social*)

COIAB - Coordination of Indigenous Organizations in the Brazilian Amazon (*Coordenação das Organizações Indígenas da Amazônia Brasileira*)

CONAQ - National Coordination of Black Rural Quilombola Communities (*Coordenação Nacional das Comunidades Negras Rurais Quilombolas*)

CONSEA - National Council on Food and Nutrition Security (*Conselho de Segurança Alimentar e Nutricional*)

CONTAG - National Confederation of Agriculture Workers (*Confederação Nacional dos Trabalhadores da Agricultura*)

CPCE - Standing Committee of Presidents of State CONSEAs (*Comissão Permanente de Presidentes de Consea's Estaduais*)

CPLP - Community of Portuguese-Speaking Countries

CRAS - Social Assistance Reference Centers (*Centros de Referências em Assistência Social*)

CSA - FAO's Food Security Committee

CUT - Unified Workers Union (*Central Única dos Trabalhadores*)

FAO - United Nations Food and Agriculture Organization

FBSSAN - Brazilian Forum on Food and Nutrition Sovereignty and Security (*Fórum Brasileiro de Soberania e Segurança Alimentar e Nutricional*)

FENACELBRA - National Federation of Celiacs Associations of Brazil (*Federação Nacional das Associações de Celíacos do Brasil*)

FETRAF - National Federation of Family Agriculture Workers of Brazil (*Federação Nacional dos Trabalhadores e Trabalhadoras na Agricultura Familiar do Brasil*)

FIAN - Food First Information and Action Network (*Rede de Informação e Ação pelo Direito a se Alimentar*)

FNRU - National Urban Reform Forum (*Fórum Nacional de Reforma Urbana*)  
FNS - Food and Nutrition Security  
FUNASA - National Health Foundation (*Fundação Nacional de Saúde*)  
ICESCR - International Covenant on Economic, Social and Cultural Rights  
IDEC - Brazilian Institute for Consumer Protection (*Instituto Brasileiro de Defesa do Consumidor*)  
INESC - Institute of Socioeconomic Studies (*Instituto de Estudos Socioeconômicos*)  
IPEA - Institute of Economic Applied Research (*Instituto de Pesquisa Econômica Aplicada*)  
LOSAN - Framework Law on Food and Nutrition Security (*Lei Orgânica de Segurança Alimentar e Nutricional*)  
MDS - Ministry of Social Development and Fight against Hunger (*Ministério do Desenvolvimento Social e Combate à Fome*)  
MERCOSUL - Common Market of the South  
MESA - Special Ministry for Food Security and Fight against Hunger (*Ministério Extraordinário de Segurança Alimentar e Combate à Fome*)  
MMC - Rural Women's Movement (*Movimento de Mulheres Camponesas*)  
PAA - Food Acquisition Program (*Programa de Aquisição de Alimentos*)  
PAIF - Integral Family Care Program (*Programa de Atenção Integral as Famílias*)  
PAT - Workers' Food Program (*Programa de Alimentação dos Trabalhadores*)  
PLANSAN - National Food and Nutrition Security Plan (*Plano Nacional de Segurança Alimentar e Nutricional*)  
PNAE - National School Meal Program (*Programa Nacional de Alimentação Escolar*)  
PNAN - National Food and Nutrition Policy (*Política Nacional de Alimentação e Nutrição*)  
PNSAN - National Food and Nutrition Security Policy (*Política Nacional de Segurança Alimentar e Nutricional*)  
PRONAF - National Program for Strengthening Family Agriculture (*Programa Financiamento da Agricultura Familiar*)  
RENAS - National Evangelical Network for Social Action (*Rede Evangélica Nacional de Ação Social*)  
SISAN - Food and Nutrition Security System (*Sistema Nacional de Segurança Alimentar e Nutricional*)  
SISVAN - Food and Nutrition Surveillance System (*Sistema Vigilância Alimentar e Nutricional*)  
SUS - Unified Health System (*Sistema Único de Saúde*)  
UN - United Nations Organization  
UNASUL - Union of South American Nations  
WFP - World Food Program  
WG - Working Group  
WTO - World Trade Organization

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**COUNSELORS REPRESENTING CIVIL SOCIETY (2/3 = 38 REPRESENTATIVES)**

Traditional peoples and communities (4 representatives)

1. Miners
  2. Fishermen-aquaculture workers
  3. African religion communities
  4. Quilombola communities
- Indigenous peoples (2 representatives)

Family agriculture, rural workers and agrarian reform (4 representatives)

Semi-Arid region (1 representative)

Black Population (1 representative)

Persons with special needs (1 representative)

1. Celiacs + Persons with disabilities

Workers' Unions and Professional Associations (3 representatives)

1. Workers' Union

2. Nutrition

National networks with religious matrices (3 representatives)

1. Brazilian Cáritas – Social Pastorals

2. National Evangelical Network

3. Children's Pastoral

Professional representation and study entities (1 representative)

1. Budget, participation and monitoring

National thematic networks and forums (10 representatives)

1. Agroecology

2. Solidarity economy

3. Citizen Education

4. National Social Mobilization Network (COEP)

5. Brazilian Forum of Food and Nutrition Sovereignty and Security (FBSSAN)

6. Urban sectors

7. Action for Citizenship

8. Consumers

Experts and researchers (4 representatives)

1. Collective health

2. Nutrition and Food and Nutrition Security policies

3. Socio-political approaches

4. Indicators and monitoring

Entities of human right to food (2 representatives)

Corporate entities (2 representatives)

1. Employers agriculture

2. Food and Supply Industry

**COUNSELORS REPRESENTING THE GOVERNMENT (1/3 = 19 REPRESENTATIVES)**

1. General Secretariat of the Presidency of the Republic

2. Ministry of Agrarian Development

3. Ministry of Agriculture, Livestock and Food Supply

4. Ministry of Cities

5. Ministry of Education



6. Ministry of Environment
7. Ministry of External Relations
8. Ministry of Finance
9. Ministry of Fishery and Aquaculture
10. Ministry of Health
11. Ministry of Labor and Employment
12. Ministry of National Integration
13. Ministry of Planning, Budget and Management
14. Ministry of Science, Technology and Innovation
15. Ministry of Social Development and Fight against Hunger
16. Office of the President's Chief of Staff
17. Secretariat of Human Rights
18. Secretariat for the Promotion of Racial Equality Policies
19. Secretariat for the Promotion of Women's Policies

### **GUEST AND OBSERVER ENTITIES (28 ORGANIZATIONS)**

1. Actionaid Brazil
2. Special Advisory to the President's Office
3. Federal Savings Bank
4. Economic and Social Development Council (CDES)
5. Brazilian Confederation of Women
6. National Social Assistance Council (CNAS)
7. National Solidarity Economy Council (CNES)
8. National Council for Sustainable Rural Development (CONDRAF)
9. National Health Council
10. National Environment Council (CONAMA)
11. Parliamentary Front for Food and Nutrition Security
12. Banco do Brasil Foundation
13. United Nations Children's Fund (UNICEF)
14. Heifer do Brasil
15. Inter-American Institute for Cooperation in Agriculture (IICA)
16. Itaipu Binacional
17. Federal Public Prosecutor's Office
18. United Nations Scientific and Cultural Organization (UNESCO)
19. United Nations Food and Agriculture Organization (FAO)
20. pan-American Health Organization (PAHO)
21. Oxfam International
22. United Nations Development Program (UNDP)
23. Rapporteur of the Human Right to Land, Territory and Food
24. Brazilian Service of Support for Micro and Small Companies (SEBRAE)
25. National Rural Apprenticeship Service (SENAR)
26. National Industry Service (SESI)
27. National Trade Service (SESC)
28. National Talher

Source: Consea

