



**Building up the National
Policy and System for
Food and Nutrition
Security:
the Brazilian experience**





Staff

Working Group of the National Food Security and Nutrition (Consea)

Adriana Aranha

Ministry of Social Development and the Fight against Hunger (MDS)

Alessandra da Costa Lunas

National Confederation of Agricultural Workers (Contag)

Carlos Américo Basco

Inter-American Institute for Cooperation on Agriculture

Celso Marcatto

Actionaid

Crispim Moreira

National Secretariat for Food Security and Nutrition (SESAN/MDS)

Elisabetta Recine

Brazilian Action for Nutrition and Human Rights (Abrandh)

Francesco Pierri

Ministry of Agrarian Development (MDA)

Francisco Antonio da Fonseca Menezes

Brazilian Institute of Social and Economic Analysis (IBASE)

Gleyse Maria Couto Peiter

Committees against Hunger and for Life (COEP)

José Tubino

Organization of United Nations for Agriculture and Food

Laudemir Muller

Ministry of Agrarian Development (MDA)

Milton Rondó Filho

Ministry of Foreign Affairs (MRE)

Nathalie Beghin

Oxfam International

Selvino Heck

Presidential Special Advisor

Silvio Porto

National Supply Company

Reporters

Renato Sérgio Maluf

President of the National Food Security and Nutrition (Consea)

Renato Carvalheira do Nascimento

Research Assistant - Reference Center for Food Safety and Nutrition of the Federal Rural University of Rio de Janeiro (CERESAN/UFRRJ)



Contents

List of Abbreviations	7
Summary.....	13
Introduction.....	19
1. Background	23
2. The Zero Hunger	29
3. Concepts and Principles.....	35
4. State and Society Promoting Food and Nutrition Security.....	39
5. Progress and Challenges in Fighting Food and Nutrition Insecurity.....	45
6. Characteristics of the National System for Food and Nutrition Security.....	53
7. Directives of the National System for Food and Nutrition Security.....	63
8. Biofuels, Climate Changes and Food and Nutrition Security.....	69
9. Brazil and the World Scene.....	73
10. Main Challenges.....	81
Attachment.....	85



List of Abbreviations

- ABRANDH** Brazilian Action for Nutrition and Human Rights
- ALCSH** Initiative for Latin America and the Caribbean without Hunger (ALCSH)
- CAISAN** The Interministerial Chamber on Food and Nutrition Security (CAISAN)
- CALC** The Summit of Latin America and the Caribbean on Integration and Development (CALC)
- CBD** Convention on Biological Diversity (CBD)
- CIPV** International Plant Protection Convention
- CDDPH** Council for Defense of the Human Rights (CDDPH)
- CDHM** Committee on the Human Rights and Minorities of the Chamber of Deputies
- CERESAN** Reference Centre on Food and Nutrition Security (CERESAN).
- CGPAN** General Coordination of the Food and Nutrition Policy
- CNAN** National Conference on Food and Nutrition
- CNSAN** National Conference on Food and Nutrition Security (CNSAN)
- CONAB** National Food Supply Company



- CONAMA** National Council on the Environment
- CONSEA** National Council on Food and Nutrition Security
- DHAA** Human Right to Adequate Food
- DHESC** Economic, Social and Cultural Human Rights
- EBIA** Brazilian Food Insecurity Scale
- FASE** Federation of Organizations for Social and Educational Assistance
- FBSAN** Brazilian Forum on Food and Nutrition Security
- FAO** Food Agriculture Organization
- FIAN** Foodfirst Information & Action Network
- FIDA** International Fund for Agricultural Development (IFAD)
- IBASE** Brazilian Institute for Socio-Economic Analysis
- IBGE** National Statistics Bureau
- IICA** Inter-American Institute for Cooperation on Agriculture
- IPEA** Institute for Applied Economic Research
- LOSAN** Brazil's Federal Law on Food and Nutrition Security
- MAPA** Ministry of Agriculture, Livestock and Supply
- MDA** Ministry of Agrarian Development



MDS	Ministry of Social Development and Fight Against Hunger
MERCOSUL	South-American Common Market
MESA	Extraordinary Ministry for Food Security and Fight Against Hunger
MS	Ministry of Health
MTE	Ministry of Labor and Employment
OEA	Organization of American States
OHCHR	United Nations Office of the High Commissioner for Human Rights
OIE	World Organization for Animal Health
OMC	World Trade Organization
OMS	World Health Organization
ONG	Non-Government Organization
ONU	United Nations
OPAS	Pan-American Health Organization
OSCIP	Organization of Civil Society for Public Interests
PAA	Program of Food Acquisition
PAT	Workers Food Program
PIB	GDP - Gross Domestic Product

PIDESC	International Covenant on Economic, Social and Cultural Rights
PMA	World Food Program
PNAD	National Household Sample Survey
PNAE	National School Meal Program
PNSAN	National Food and Nutrition Security Policy
PNUD	UN Development Program
PRONAF	Brazilian National Program to Strengthen Family Farming
REAF	Specialized Meeting on Family Farming of MERCOSUL
SAN	Food and Nutrition Security
SEDH	Special Secretariat of Human Rights
SISAN	National System for Food and Nutrition Security
SISVAN	System of Food and Nutrition Surveillance
SPS	Committee on the Application of Sanitary and Phytosanitary Measures.
SUS	Unified Nacional Health System
UNASUL	Union of South-American Nations
UNICEF	United Nations Children's Fund
UNHRC	United Nations Human Rights Council



Summary

1. This document introduces the Brazilian experience in building up the National System and Policy for Food and Nutrition Security; its contents were jointly elaborated by the Federal Government and the social organizations and movements comprising the National Council on Food and Nutrition Security (CONSEA), reflecting the Brazilian experience of participatory democracy in food and nutrition security (SAN).
2. Along the two decades of social mobilization for SAN in Brazil, involving organizations, networks and social movements, governments and researchers, an emphasis was given to the propositions for the establishment of a SAN's intersectional council and a national system, with the participation of the civil society in the formulation and monitoring of public policies, as well as of a governmental body to coordinate and integrate programs and actions in the several sectors included in SAN.



3. The conceptual framework developed in Brazil place the food and nutrition security as a strategic and permanent objective of public policies underlying the principles of the Human Right to Adequate Food (DHAA) and of Food Sovereignty.
4. Lula's Government commitment to that issue was expressed in the Zero Hunger Program, launched in 2003, with two main intervention axes: (i) actions for extending access to food by the low income population (income transfer, school meal, public foodutilities, etc.) together with the recovery of minimum wage and of employment; (ii) strengthening family farming which is the majority of the agriculture establishments (farms) and the primarily responsible for the food supply to the domestic market.
5. Social and nutritional indicators has shown a significant improvement in recent years with the decline of the poverty percentage, although still maintaining a high income inequality, and reductions in child malnutrition; a significant percentage of households under food insecurity conditions may also be observed, while the nutritional and epidemiological transition has produced an increase in obesity and overweight, in addition to the prevalence of chronic non-transmissible diseases.
6. The development of the SAN System and Policy aims at promoting the intersectoriality of actions and public programs and social participation, coordinated by CONSEA and by the Inter-ministerial Chamber on Food and Nutrition Security (CAISAN), with repercussion at the state and municipal spheres; it includes the mobilization of the existing legal framework, the main one being the Federal Law on Food and Nutritrion Security – LOSAN (Law No. 11346/2006) and the establishment of new legal instruments in different areas, besides the social mobilization for the inclusion of the human right to food in the Federal Constitution.

7. The ongoing formulation of the SAN's national policy is oriented by the following directives established at the 3rd National SAN Conference (2007): (i) to promote universal access to adequate food; (ii) to structure fair systems, with agro-ecological and sustainable basis for food production, extraction, processing and distribution; (iii) to establish permanent education and capacity building processes in food security and human right to adequate food; (iv) to expand and coordinate SAN actions intended for indigenous people and traditional



communities;(v) to strengthen food and nutrition actions at all levels of health care, in an articulated way with other food and nutrition policies; (vi) to promote food and nutrition sovereignty and security at the international level; (vii) to promote access to water for human consumption and for food production.

8. Two programs stand out as examples of intersectorial practices promoting access to food while strengthening family farming. The Program of Food Acquisition (PAA), which purchases food from family farmers in order to supply programs that attend people in situation of food insecurity and to build stocks, and the newly-restructured National School Meal Program, that aims to establish school feeding as a students' right and to focus part of its food acquisition on family farming.
9. Mention is made concerning biofuel environmental sustainability and the non-competition among crops intended for the production of food and energy, including the conflicts existing there in, especially the tension between the two models of agriculture – family farming and agribusiness – and the proposals related to climate change.

10. Regarding Brazil's international position, the document reaffirms the need to have "food and nutrition security as the basis for the respect to food sovereignty and the promotion of the human right to food at the international level", which is expressed as: (i) support to forms of multilateralism with social participation (with emphasis to the reform in progress of the FAO's Food Security Committee); (ii) incorporating, in the trade negotiations, considerations regarding food and nutrition sovereignty and security, as well as the human right to food; (iii) actions of international humanitarian assistance based on the multidisciplinary and participatory dynamics; (iv) South-South participation in the SAN and agriculture development; (v) the formulation of a regional strategy for MERCOSUL, including several different areas.
11. The document ends pointing out the country's primary challenges concerning factors that promote food insecurity, compromise food sovereignty and violate the human right to adequate food, especially regarding the implementation of the SAN's National System and Policy, the claim mechanisms for the right to adequate food, the expansion of the public programs' coverage, the assurance of budgetary resources, international agreements and global governance and the regional integration.



Introduction

This document presents the main components of the Brazilian experience in constructing the National System for Food and Nutrition Security (SISAN) and of the National Food and Nutrition Security Policy (PNSAN). Its purpose is to disseminate this experience at the international level, in order to expand the interchange in the field of food sovereignty and security and of the human right to adequate food among countries and social organizations.

Given that the SISAN and PNSAN have the social participation as an important element in the process, being the National Council on Food and Nutrition Security (CONSEA) its main expression, this document was also the result of a joint collaboration between the federal government, social organizations and social movements that compose the Council. The Brazilian experience of participa-



tory democracy in food and nutrition security, as well as in other areas, is an elaboration exercise of agreements, despite being specific, relative to the public policies respecting distinct positions and preserves civil society's autonomy and State sovereignty in its decisions.

It shows that when committed governments and an active civil society work jointly, important advances are achieved regarding the implementation of actions and programs intended for the realization of the right to adequate food and the promotion of food and nutrition sovereignty and security. Notwithstanding such progress, some challenges are still present in the Brazilian case so that, as stated by Lula's Government, hunger may be eradicated in Brazil by 2015.





1

Background

The development of the Food and Nutrition Security (SAN) in Brazil has mobilized, for more than two decades, social organizations and movements, governments and researchers, among other social actors. Since the first half of the 20th century, the country is advancing in the expansion of actions that may reflect on food and nutrition conditions, such as the establishment of the minimum wage in 1940, supply programs, school meal, dining halls for laborers in 1950 and food supplement programs in the 70's. A particular reference must be made to the contribution of Josué de Castro (1908-1973) a Pernambuco physician, sociologist, geographer and politician.



The National System and National Food and Nutrition Security Policy, as have currently been worked, were launched in the middle of the 80's at two events, one more technical and the other political. First, the elaboration of the document *Food Security – proposal for a policy to fight hunger* within the Ministry of Agriculture, in 1985, which gave more emphasis to the social and economic dimensions. The second one, the mobilization of the civil society which led to the realization of the 1st National Food and Nutrition Conference (CNAN), in 1986, whose propositions resulted in, among other things, the introduction of the nutritional qualification to the notion of food security.

Both had the intention of establishing a National Council on Food and Nutrition Security (CONSEA) comprising the multiple SAN's dimensions, as well as providing the required participation of the civil society in the formulation, implementation and monitoring of public policies. They also advocated the establishment of a government body capable of coordinating the formulation and the implementation of actions and programs related to the several issues included in SAN (agriculture, supply, agrarian development, health, food and nutrition, education, among others).

The first CONSEA experience lasted two years, in 1993 and 1994, being suspended in 1995, and reassumed in 2003. CNAN anticipated the suggestion of establishing a National System for Food and Nutrition Security, outspread at the state and municipal levels, which would only be materialized two decades later.

During the 90's, the neoliberal hegemony caused retrogression in social policies and in much of the food and nutrition programs. It is worth mentioning the emergence of the family farming as a social and political category in the mid 1990s, as well as the approval of a National Policy on Food and Nutrition, in 1999. Nevertheless, the initiatives in the social area had a very limited horizon.



In face of this retrogression, the social mobilization emerged once more as the inductor of the fight against hunger, organizing a great national campaign “against hunger and misery and for life”, headed by Herbert de Souza, the *Betinho* who, together with Josué de Castro, are the patrons of CONSEA. The appropriation for such a movement of a proposal for a national policy on food and nutrition security¹ consecrated the theme as a reference in the national political agenda.

The first CONSEA, established during that period, aside from acting with the federal government, held the 1st National Conference on Food Security in Brasília, in 1994, with the full support of civil society organizations and almost two thousand participants from all over the country. The interruption of the short experience at the federal level, in 1995, did not impede several municipal and state governments to incorporate the SAN reference among their actions.

In the mid 90’s, the submission of a Brazilian document to the World Food Summit by a tripartite commission (government, civil society and private initiative), as well as the significant delegation that had participated in the Summit in Rome in 1996, moved the social mobilization for SAN in Brazil to another stage.

One of the products of such mobilization was the establishment of the Brazilian Forum on Food and Nutrition Security (FBSAN) in 1998, a national network congregating social organizations, researchers and government technicians, disseminated through forums held in the states. FBSAN currently comprises more than one hundred affiliated entities, and performed a relevant role in the reestablishment of CONSEA by the 2002 President Lula’s election, as well as in the composition of the council’s agenda and in the articulation with other networks that keep interfaces with SAN (land reform, solidary economy, agroecology, indigenous people, traditional populations

¹ Elaborated by the newly-established Parallel Government with the objective of submitting proposals in the several areas of the government, headed by the current President Luiz Inácio Lula da Silva.

etc.). In addition, in 2002, Brazil was the first country to be visited by the UN’s Special Rapporteur for the Human Right to Food, Jean Ziegler.

The social mobilization and the newly-elected federal government commitment to combat hunger were symbolized by the President Lula’s inauguration speech on January 1, 2003, when he affirmed that if at the end of his mandate² all Brazilians would have the opportunity of eating three meals a day, he would have accomplished his mission.



² President Luiz Inácio Lula da Silva was elected for the first mandate from 2003 to 2006 and was reelected for a second mandate from 2007 to 2010.



2

The Zero Hunger

The first days of Lula's Government saw the birth of an unprecedented ministry created to address the hunger issue, the Extraordinary Ministry for Food Security and Fight Against Hunger (MESA), responsible for leading the Zero Hunger Program. The redefinition of social policies resulted in the transformation of this ministry, in 2004, into the SAN's National Secretariat of the current Ministry of Social Development and Fight Against Hunger (MDS), in which the social assistance actions and income transfer programs were grouped. The Zero Hunger

Program gradually became the Zero Hunger Strategy, comprising a diverse set of actions carried out, not only by the MDS but also by other ministries.

Together with MESA, Lula's Government recreated CONSEA with an interministerial amplitude and linked it to the Presidency of the Republic, with a majority participation by the civil society and chaired by one of its representatives.

In addition to the continuous growth of the minimum wage's purchasing power, with repercussions in the amounts paid for retirement and benefits from social security, and the rise in employment, the first operation axle of Zero Hunger implemented actions directly devoted to the extension of the access to food by the low-income population. The primary one was the immediate establishment and fast expansion of a income transfer program, the *Bolsa Família* Program. The access was also promoted by the remodeling and expansion of the schoolmeal program and by supporting the expansion through public utilities, such as popular restaurants and food banks.

The *Bolsa Família* Program, the main federal program for income transfer currently attends 12 million poor and extremely poor families³, which corresponds to approximately 48 million people. Such families receive monthly an average of R\$95,00 (US\$56). Between 2003 and 2008, the Program's budget was significantly increased from R\$ 3.2 billion (US\$ 1.9 billion) to R\$ 10.5 billion (US\$ 6.1 billion).

Studies indicate that the income transferred to them and the meals offered at schools are currently the main forms of access to food by low-income families⁴. The families attended by *Bolsa*

³ *Bolsa Família* attends families with a monthly per capita income of up to R\$140,00 (US\$82); extremely poor families are those with a per capita income of up to R\$70,00 (US\$41).

⁴ On this matter, see Repercussion of the *Bolsa Família* Program on Food and Nutrition Security of the Benefitted Families – report. R. Janeiro, Instituto Brasileiro de Análises Sociais e Econômicas – IBASE, 2008.

Família spend their income, mainly on food, with a monthly expenditure average of R\$200,00 (US\$118). Such families should be willing to effectively participate in the educational and health processes of their children, with the establishment of a link with the Unified National Health System (*SUS*) and the country's educational system.

The National School Meal Program had, up to 2008, an average of approximately 35 million daily meals provided, at no cost, in public schools all over the country to children between the age of 0 and 14, at Elementary Schools, including day care centers and kindergartens⁵. With the inclusion, in 2009, of Junior High School students and youth and adult education programs, the estimate increased to 47 million meals per day. In 2009, the Union's budget for this action estimates R\$2 billion (US\$ 1.17 billion) expenditures.

In addition is also worth mentioning the Workers Food Program implemented by companies that received fiscal incentives for the feeding complementation of low-income workers. This program benefits 11.8 million workers and results in an annual fiscal disclaimer of R\$485 million (US\$285 million).

Furthermore, a set of public food and nutrition utilities is being implemented in many cities in Brazil, such as popular restaurants (64 units attending almost 100 thousand people/day), food banks (55 units attending almost 700 thousand people) and community kitchens (371 units attending almost 70 thousand people). The operation of such utilities involves innovating educational methodologies, which benefit the reduction of food wastage, the promotion of healthy food habits and social mobilization.

⁵ Education in Brazil is divided into two great levels: Child School for children up to 5 years at day care centers (0 to 3 years) and kindergartens (4 and 5 years); Elementary School, compulsory for students between 6 and 14 years old and Junior High School, with the duration of 3 years. Higher Education for students above 18 years of age.

The second axis of operation of the Zero Hunger Strategy was focused on the strengthening of family farming, which constitutes the largest portion of the agriculture establishments and is mainly responsible for the supply of food to the domestic market. The importance of family farming to the process of building the National System and Policy for Food and Nutrition Security in Brazil, although almost consensual in Brazil, continues to generate issues that are object of intense debate. This occurs due to the different views among the civil society organizations, governments and private initiatives on the coexistence of distinct agriculture models represented in the categories of family farming and patronal agriculture (or agribusiness), a coexistence also institutionally expressed in two ministries: Agriculture and Agrarian Development.

Despite occupying only one fourth of the area, family farming is responsible, in Brazil, for 38% of production value or R\$54.4 billion (US\$32 billion), according to data from the last Agriculture Census of 2006 (IBGE). Even planting a

smaller area compared to patronal agriculture, it may be affirmed that family farming is the mainly responsible for assuring the country's food security, since it is responsible for 87% of the domestic production of cassava, 70% of beans, 46% of corn, 38% of coffee, 34% of rice, 58% of milk, 59% of swine's herd, 50% of poultry, 30% of bovines and also 21% of wheat. Still according to the Census, it is the main job generator, concentrating 12.3 million workers, which corresponds to 74.4% of the total workers on the countryside.

At the outset of Zero Hunger Strategy, a Harvest Plan was established specifically for such



category of farmers comprising, on one side, the expansion of the already existing credit program – the National Program to Strengthen Family Farming (Pronaf). This is a credit program exclusively dedicated to this type of agriculture, supporting mainly the food production. Its recent expansion made it reach almost two million credit contracts in the 2008/2009 crop, with an investment estimate of R\$13 billion (US\$7.64 billion). Approximately 60% of its operations include poor rural families among family farmers, settlers, people and traditional communities.

On the other hand, based on a suggestion of CONSEA, the Food Acquisition Program (PAA) was established, one of the main examples of an intersectorial program establishing links between food supply from family farming and the demand of food for public programs and utilities (school meal, hospitals, free food distribution, chains, etc.) and also for the stock formation. The PAA is further presented in the following sections.

As part of the axis devoted to the rural environment and the populations residing therein, the focus of the Food and Nutrition Security (SAN) was also being incorporated into a series of other related actions with access to water by the rural families in the semi-arid region — specific conditions of the indigenous people and afrodescendent rural *quilombola* communities⁶, and under the protection of the sociobiodiversity and other traditional knowledge.

⁶ Communities claiming the condition of descendants of ancient African who evaded from slavery and established groups in *quilombos*.



3

Concepts and Principles

The Food and Nutrition Security focus developed in Brazil confers to that notion the statute of a public policy strategy and permanent objective, characteristics place it among the core categories for the formulation of the country's development options. It combines food and nutrition dimensions as well as it associates the inseparable dimensions of the goods availability (food security) and their quality (food safety).



Food and Nutrition security is the right to regular and permanent access to quality food in terms of nutrition and quantity, without compromising the access to other essential necessities based on the nutritional practices that actually promote health and respect cultural diversity. They should also be environmentally, economic and socially sustainable.

(LOSAN, art. 3º).

SAN's policies should be based on the principles of Human Right to Adequate Food (DHAA) and Food Sovereignty. This means that such principles shall orient the definition of the country's development strategies, as well as the formulation of public policies regarding their objectives, modes of implementation and tools for monitoring and social control. The right to food comprises two indivisible dimensions: (a) the right of being free of hunger and malnutrition, and (b) the right to adequate food, which is the duty of the public power to respect, protect, promote and provide, in addition to monitoring and evaluating the realization of such right, as well as assuring the mechanisms for its claim.

Food sovereignty is the right of people to define its own policies and strategies for food production, distribution and consumption. Such reference has been used in the promotion of sustainable models that promote family based production, in the approach of food production and consumption and the appreciation of the diversity of food habits.

The linkage to the principles of human right to adequate food and food sovereignty, as well as the intersectoriality of public actions and programs and the social participation, are features that distinguish such approach from the current uses of "food security" by many governments, international organizations and business representations.

The effort to place the right to food as the guiding principle of food and nutrition security converged in the establishment of a *National System for Food and Nutrition Security (SISAN)*, provided for in the SAN's Organic Law (Law No. 11346) sanctioned by President Lula on September 15, 2006. LOSAN established the SISAN and determined the formulation of an intersectorial National Policy, the *National Food and Nutrition Security Policy (PNSAN)* to assure the human right to adequate food. This is the main national law on the subject, and was elaborated within CONSEA, with wide participation of representatives from the government and civil society.

Although there are several references to the right to food in the 1988 Federal Constitution – right to life, non-tolerance to discrimination in any of its forms of manifestation, right to a minimum wage, agrarian reform, health, social assistance and school meal – the Constitution does not contain any explicit reference to that specific fundamental right. In that sense, CONSEA is leading the national campaign, *Alimentação: um direito de todos* (Food: a right for all), from approval by the National Congress of a constitutional amendment that includes food among the social rights provided for in the Greater Charter, together with education, health and housing, among others.

The intent of such inclusion is to make the assurance of adequate food as an obligation of the State, through permanent policies involving the governments in all three spheres of the federation, at the same time that demands a commitment by the society to the accomplishment of such a right.



4

State and Society in the Promotion of Food and Nutrition Security

Social participation in the formulation and monitoring of public policies in Brazil is acquiring strength from the 1988 Federal Constitution. In the field of food security, the establishment of CONSEA itself in 1993 has already been addressed and the conducting of the 1st National Conference on Food Security, one year later. Even before the retreat of such participation in the second half of the 90's, at the federal level, it had been mentioned the multiplication of such initiatives to states and municipalities, either by the successful experiences with participatory budgeting, or by the establishment of councils related to different areas, including local CONSEAs.

Starting in 2003, such modality of political practice was reassumed with emphasis, implying the reestablishment of CONSEA and the establishment of new councils, formed by representatives from the government and society, such as the Economic and Social Development Council and the Youth Council, among others. In addition, democratic processes occurred, initiating at the local level and culminating in great national conferences.

The exercise of participatory democracy, still experiencing its first steps, does not replace the so-called representative democracy, but it joins the latter in the formulation process of public policies in the country. It is currently an important learning process for the stakeholders. It demands the propositional capacity improvement of the society representatives that participate in the councils and conferences. It also requires willingness of the government representatives, to expose, discuss and criticize their acts and initiatives. In such participatory spaces, either the society representatives or the government, due to the diversity of interests they are linked to, see their divergences exposed, and polarized not only between the government and the society, but also within them.

CONSEA, directly linked to the Presidency of the Republic due to its intersectorial characteristic and also for the priority given to it by the current government, does not have a deliberative character on the matters under its examination. It may, however, be noticed that its capacity of interfering on policy is not determined by such decision conditions. In fact, the contents and the political power of its resolutions will determine whether they impose themselves or not.

This means that the positions advocated by the Council should have a significant support within the society, since the existence of the councils does not exclude the social mobilization; experience reveals that the effectiveness of the CONSEAs is greater when there is an autonomous organization of the civil society participating therein. At the same time, the Council shall have a



strengthened negotiating capacity, in order to reach proposals capable of being approved and applied.

CONSEA, after its reestablishment, was very successful, becoming the *locus* of action for building up the **Program of Food Acquisition (PAA)** from family farming, the elaboration of the proposal for the *Federal Law on Food and Nutritional Security*. It also enabled negotiations with the President of the Republic for the increment of the *per capita* funds for school meals and the elaboration of a proposal for a new and advanced legislation on such program, besides the deepening of proposals for the improvement of the *Bolsa Família* Program, some of them already implemented. At the same time, some of its proposals were not implemented, such as those recommending greater precaution with the production and marketing of transgenic food and also the implementation of a consistent proposal of a national policy for food supply.

In short, Food and Nutrition Security has found political ground in Lula's government, which is providing the civil society and the federal government with room for dialogue and coordination which give visibility to the issue and to the distinct views about it, thus contributing to the elaboration of public policies. It was up to CONSEA to lead the retaking of the mobilization for SAN in Brazil, benefited by the visibility granted to the subject by the federal government through the corresponding programs adopted in that area, whose formulation and implementation is the core of the Council's working agenda.

The hybrid space created by the encounter of the state with civil society, such as the CONSEA case, is not exactly a partnership space, since it often implies tensions and conflicts that may lead to a consequent search for possible consensus, even punctual ones. The Council is facing, for example, low participation by the private initiative and also by some social movements, even though it is still a well accredited space in Brazil.

It should also be noted the resumption of the State role, from the federal government's initiative, as the mainly responsible for assuring the human right to food. The Zero Hunger Strategy reveals such impetus by reverting the existing minimum State apology and the belief in the market's capacity in assuring food security. In that sense, the current government's option for massive programs and of large budget, as it occurred with the *Bolsa Família* Program, has brought about a strong reaction by representatives of the elite groups' interest trying to characterize them as excessive expenditures generators of social apathy and with no capacity for overcoming poverty.

Despite the achieved results, criticism to *Bolsa Família* Program remains, which spotlights

the confrontation between the two positions: the one charging the State's responsibility for interfering in the search for the assurance of the human right to food and the one sustaining that the food sector shall be ruled by the free market principle.

It will be mentioned below that during the most serious period of the global food crises, in the first semester of 2008, the option for an active State was tested in Brazil. At that time, the federal government participated with relevant initiatives, such as the updating of amounts transferred through the *Bolsa Família* Program and financing additions to family farming, promoted from the *Programa Mais Alimentos* (More Food Program). However, actions have not yet been taken to face the crisis' structural causes, linked to food marketing.



5

Progress and Challenges in the Fight Against Food and Nutrition Insecurity

The growing priority granted by the federal government to the fight against poverty and food insecurity in the country can be seen by the significant improvement of social indicators. Therefore, for example, data on Table 1 reveals a remarkable reduction in the percentage of the total population living under poverty conditions and, more intensely, the one under extreme poverty. The degree of income inequality also showed an improvement, although it should be clarified that participation by the wealthiest people in Brazil's total income is still one of the highest in the world.

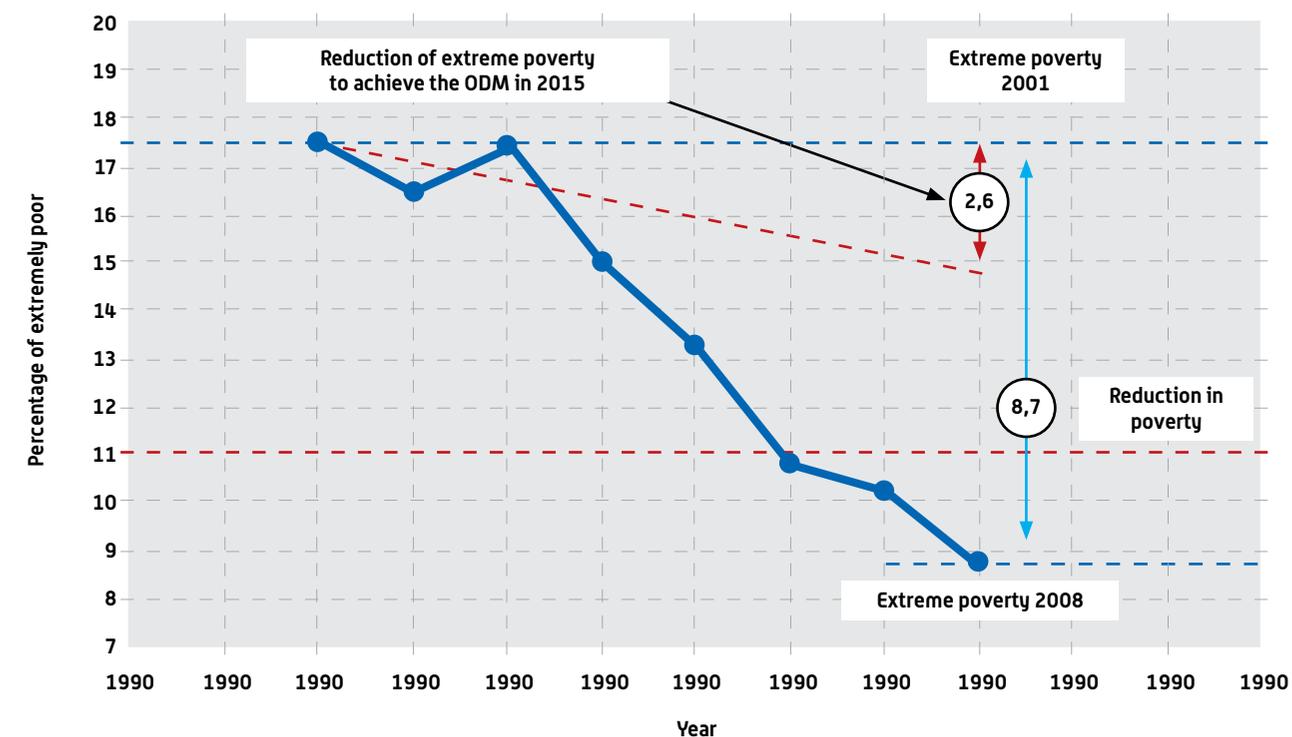
Table 1: Table 1: Social Indicators, Brazil, 1997 and 2007.

Indicador	1997	2007	2007/1997
Gini Index ¹	0,600	0,552	- 8%
Poverty ²	48,1%	30,3%	- 37%
Extreme poverty ³	24,7%	11,5%	- 53%
Child malnutrition (growing deficit in children under 5 years old) ⁴	13% (1996)	7% (2006)	- 46%

Source: Ministry of Foreign Relations. Food and Nutrition Sovereignty and Security in Brazil: Innovating Public Policies. High Level meeting on Food Security for All, Madrid, January 26 and 27, 2009.

As a result of the growth in the poorest population per capita income, Brazil managed to reduce poverty and particularly extreme poverty between 2003 and 2008, and extreme poverty was reduced to half its value in 2003; therefore, in five years the First Objective of the Millennium Development (ODM) was reached before the estimated target – which was 25 years (Graph 1).

Graph 1: Brazil, Extreme Poverty Evolution, 2001 to 2008.



Source: BARROS, R. P. *Sobre a Recente Evolução da Pobreza e da Desigualdade*. Brasília: IPEA, 2009.

An important innovation in Brazilian official statistics occurred with the inclusion of a survey which, for the first time, measured a direct SAN indicator at the national level⁷. Brazilian Food Insecurity Scale (EBIA) was used to evaluate the capacity of access by the families to the usual meals regarding the quantitative and qualitative aspects, including the perception of their members in their capacity of assuring such access in the near future. It should be noted that it was applied in 2004, when impacts from the expansion of social programs could not yet be felt.

⁷ National Household Survey 2004 – Food Security. Brasília: IBGE, 2006.

Therefore, Table 2 shows that food security was present in 65.2% of Brazilian private households (33.7 million households with 109.2 million people), while food insecurity was present in 34.8% of the households (18 million households with 72.2 million people), distributed as follows: 16% with light insecurity (food quality commitment), 12.3% with moderate insecurity (quantity commitment) and 6.5% with serious insecurity (hunger).

Table 2: Brazil, private households and residents according to the food security situation, 2004.

Food security situation	Households			Residents		
	Total	Urban	Rural	Total	Urban	Rural
Total	100,0	100,0	100,0	100,0	100,0	100,0
Food Security	65,2	66,7	56,5	60,2	62,3	50,1
Food Insecurity	34,8	33,2	43,4	39,8	37,7	49,9
Light	16,0	15,8	17,4	18,0	17,7	19,2
Moderate	12,3	11,4	17	14,1	13,0	19,5
Serious	6,5	6,0	9,0	7,7	7,0	11,1

Source: IBGE, National Household Survey 2004 – Food Security.

(1) Excluding residents whose situation in the domicile was of boarder, domestic servant or relative to the domestic servant.

(2) Including households with no statements on food security situation.

Another dimension of food and nutrition insecurity occurs in the nutritional and epidemiological transition faced by Brazil, like many other countries in the world, with the risk of high weight and obesity and the prevalence of non-transmissible chronic diseases (NTCD). Such a process has

been occurring since the 1960's, as a result of the changes in the demographic pattern (urbanization and population aging), in the morbimortality profile (cancer, diabetes and heart diseases reached 48% of the total causes of death in the country in 2003) and in the food consumption and energetic expenditure (increase in the consumption of animal food, fats, sugars, industrialized food and a relatively few amount of complex carbohydrates and fibers).

Overweight had a slight increasing trend in the period between the mid-70's and 2003 among men; among women, there was a trend towards a reduction between 1989 and 2003. In 2003, 40% of the adult population had weight excess (IMC equal or higher than 25 kg/m²). Considering obesity (IMC higher or equal to 30 kg/m²) the prevalence in the adult population was of 11.1%, 8.9% among men and 13.1% among women. Obese persons represent approximately 20% of all men and one third of all women. Obesity may be considered as a sentinel suggesting the importance of future prevalence of other NTCD since, in addition to

itself being a disease, it is also a risk factor to the occurrence of others.

The challenge of promoting the SAN nutritional dimension is as important and complex as the promotion of the food dimension. The feeding pattern of populations is the result of a chain of causes beginning in the production and marketing conditions of food, extending to the food transformation parameters imposed by industries, and to the publicity market which conditions consumption, among other factors that do not stimulate a healthy feeding.

Answers to the food crisis and the financial crisis

The world is experiencing a critical moment that compromises the realization of the human right to adequate food by a great part of the population, because of both the repercussions still felt from the recent rise of international food prices, and the economic and financial crisis that overlapped it, overshadowing the debate on the issue.

The diagnosis made by CONSEA pointed out that the rise of prices expresses more than an unbalance between the world food supply and the demand, establishing a crisis in the global model of food production and consumption which questions people's food and nutrition sovereignty and security, and compromises the right to food and the social inclusion initiatives of significant portions of lacking populations. Furthermore, the systemic nature of the food crisis is revealed in the interfaces it maintains with the economic, environmental and energy crisis, especially by the interconnection of answers to the questions.

Among the food system's components, one questions the world production organization, the terms of the international agreements and the growing power of great corporations in the establishment of production and consumption patterns. Food marketing has benefited the advancement of the speculative capital over the agriculture products markets by stressing price instability and disordering the production and supply systems in such markets. The option for the trading liberalization and deregulation of markets reduced the regulatory power of the State in most countries, depriving them of political tools capable of handling the impact of the crisis.

The impact of the crisis in Brazil was attenuated due to the expansion of family farming supported by several public policies (Pronaf, PAA and More Food Program), responsible for approximately 70% of the food consumed in Brazil. These policies were joined by those with impact on access

to food, such as the maintenance of the minimum wage recovering and the immediate readjustment of the per capita amounts of the income transfer made by *Bolsa Família*.

Due to the fact that Brazil is a great global food exporter and supplier, it is considered a potential beneficiary of the international conjuncture. However, the internal and international responsibilities originated from the notoriety achieved in such fields require from the country more than a trading answer so that it may enjoy the gains offered by the economic conjuncture.

CONSEA has been proposing the need to discuss the social and environmental repercussions of the agricultural production model associated to the exports of the agribusiness, since it is intense in large-scale agrochemicals, uses little manpower and concentrates land and wealth.

The Council's propositions have been to (a) promote new grounds for the production and consumption model; (b) support agroecology-based family farming; (c) assure the expansion of diversified food production with special attention to agrobiodiversity; (d) strengthen culture and regional feeding habits; and (e) democratize the access to land (by intensifying the national agrarian reform policy), water and other natural resources. An essential part of these propositions is the recovery of the State's regulatory capacity and the implementation of a national supply policy, which may expand access to quality foods, based on decentralized systems.



6

Characteristics of the National System for Food and Nutrition Security

The building-up of SISAN takes advantage of the systemic approach being developed in Brazil with the purpose of accounting for the complexity the food subject evokes, including the aspect of the implementation of integrated actions. In such an approach the two elements that characterize a system are present – interdependency flows and coordination mechanisms – that fully adjust themselves to the analysis and promotion of Food and Nutrition Security (SAN). This occurs because the focus tries to promote the actions and programs' intersectoriality, with the implementation of integrated actions, and also comprises coordination mechanisms with the social participation in the form of food and nutrition security councils.

Insectoriality and social participation

The future of SISAN, as well as the SAN's policies it shall implement, are based on two fundamental directives:

- intersectoriality of actions, policies and programs: the multiple dimensions conditioning food and nutrition security of individuals, families, social groups and also countries, require the formulation of integrated programs and the coordination of actions from the several governmental sectors, and also demand the overcoming of the sectorialized operation of the civil society organizations; this means that the building-up of the National System is equally intersectorial, under a dialogue with the several systems of public policies existing in Brazil such as health, education, social assistance, agrarian and agricultural development, environment (see attached the details of the institutionality of the actors integrating SISAN).
- social participation: joint actions between the state and the civil society to overcome technocratic and centralized conceptions of public policies; such a directive also reflects the broad experience of the participatory democracy in the formulation of policies in several fields in Brazil, with the establishment of public spaces (in the way of conferences, councils, participatory budgets and urban governing plans) in the three governmental levels (national, state/district and municipal); also the set of organizations, networks and social movements which steer an expressive number of own initiatives and interaction with government programs.

System's coordination

The SAN's appropriation process in Brazil led to the proposal of two institutions that operate as coordination mechanisms of the National System. One of them is the CONSEA, an advisory body linked directly to the President of the Republic, which is a space for the participation, and social control of public policies. The other is the **Chamber on Food and Nutrition Security** (CAISAN), a government body linked to the Chief of Staff's Office of the Minister of Social Development and Fight Against Hunger.

CONSEA and CAISAN have as a reference the deliberations from the National Conferences on Food and Nutrition Security, a body responsible for indicating the directives and the priority of Policy and of the National Plan of Food Security, as well as for evaluating their system. In a process involving thousands of people all over the country, the National Conferences are held every four years, and are preceded by state, district and municipal conferences which nominate the delegates to the National Conference, besides discussing themes specific to their constituencies⁸. Up to now, three national conferences on food and nutrition security have been conducted⁹, each of them mobilizing approximately two thousand people from all over the country, among representatives from the civil society and the public sector.

⁸ The Constitution establishes the conferences as instruments of social participation in most public policies of diverse areas. They are periodical events summoned by governments and receive large support from several society sectors and State representatives which have the power to identify the general directives of public action in a certain area. Some conferences have even decision-making power over their respective policies.

⁹ The I National Conference on Food Security (without the nutritional dimension) was held in Brasília, in 1994, the II CNSAN took place in Olinda (Pernambuco), in 2004, and the III CNSAN, in Fortaleza (Ceará).

CONSEA, in turn, is responsible for transforming the deliberations from the national Conferences into proposals relative to the system and to the national politics, submitted to CAISAN, which transforms them into public actions and programs. The Council is composed based on the following criteria:

I – One third (1/3) of government representatives, including 19 Ministers of State and Special Secretaries responsible for areas related to food and nutrition security (Special Secretariat of Agriculture and Fishery; Ministry of Work and Employment; Ministry of Foreign Relations; Civil Office, Special Secretariat of Policies for the Promotion of Racial Equality, Ministry of Education; Ministry of National Integration; Ministry of Finance; Ministry of Agrarian Development; Ministry of Health; General Secretariat of the Presidency of the Republic; Ministry of the Cities; Ministry of the Environment; Special Secretariat of Women's Policies; Ministry of Social Development and Fight Against Hunger, which operates the Council's Executive Secretariat; Ministry of Planning, Budget and Management; Special Secretariat of Human Rights, Ministry of Agriculture, Livestock and Supply; Ministry of Science and Technology);

II – Two thirds (2/3) of representatives from the civil society selected and approved by the CNAN, corresponding to 38 civil society organizations, among NGOs, networks, social movements, religious institutions and professional associations;

III – observers representing related councils at the federal level (social assistance, health, environment, sustainable rural development and economic and social development), international organizations (FAO, OPAS, UNICEF, PNUD and UNESCO), international cooperation entities (Action Aid, Oxfam and FIAN) and the Federal Public Prosecution Office.

The Chairman of the Council is nominated by the Collegiate's plenary among the representatives compose the civil society and appointed by the President of the Republic; the two last chairmen of the Council make part of the *Brazilian Forum on Food and Nutrition Security (FBSAN)*. The Council's General Secretariat is exercised by the Minister of Social Development and Fight Against Hunger.

The second mechanism for the System's national coordination, however, strictly in the government domain, is the Chamber on Food and Nutrition Security (CAISAN), whose mission is to transform into government programs the propositions originated from the CONSEA. CAISAN comprises all 19 ministries that take part in the CONSEA, under the coordination of the Ministry of Social Development and Fight Against Hunger (MDS).

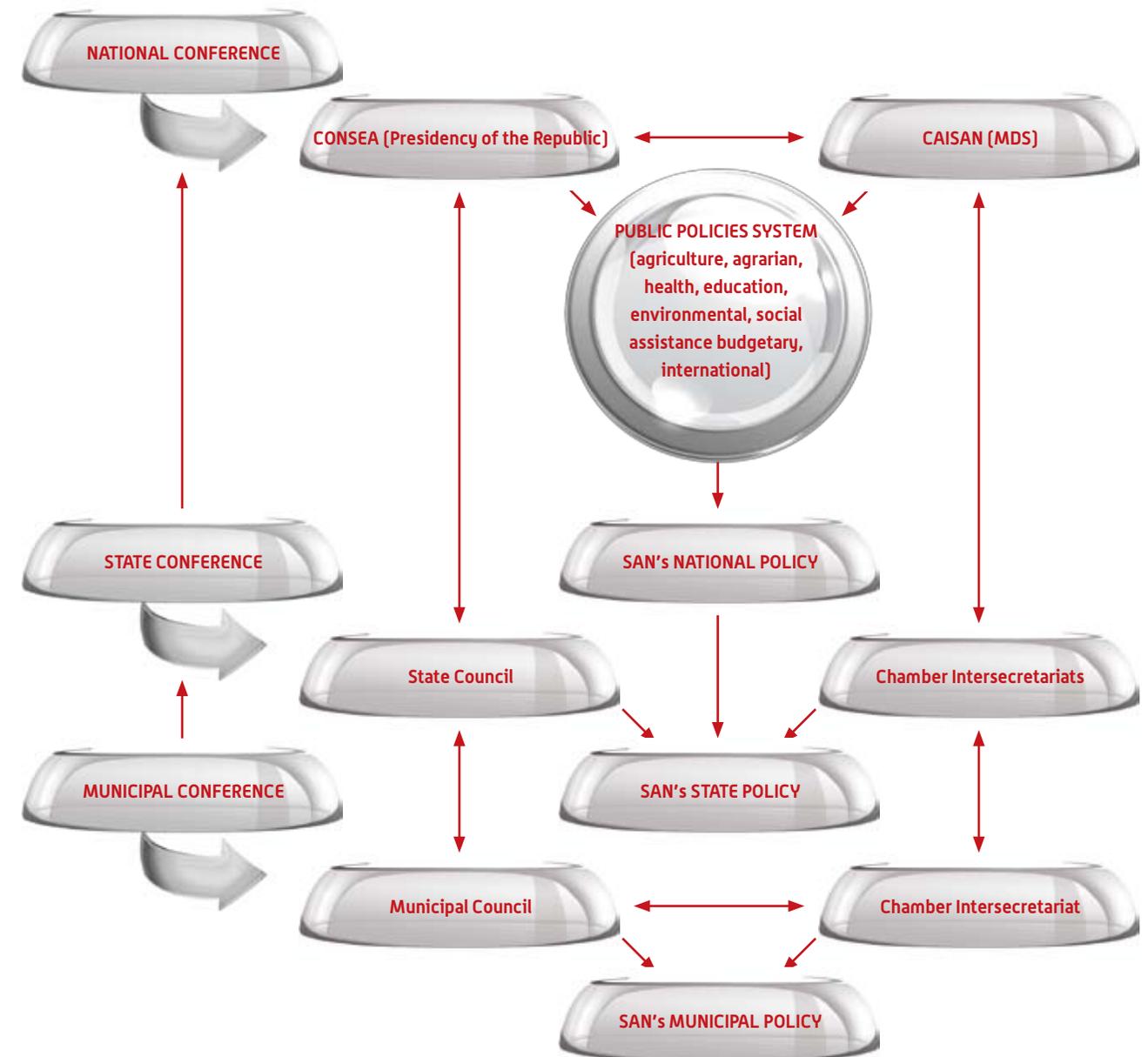
CAISAN's duties

- a) to elaborate, from the directives originated from the CONSEA, the National Policy and Plan of Food and Nutrition Security, pointing out directives, goals, sources of funds and follow-up instruments, monitoring and evaluation of its implementation;
- b) to coordinate the execution of the Policy and the Plan; and
- c) to articulate policies and plans from the state and Federal District entities.

SISAN's institutionality (see attachment) and dynamics are represented in Diagram 1. The objective of SISAN is to formulate and implement food and nutrition policies and plans, encourage the integration of efforts among the several sectors of the government and the civil society in its heterogeneity, as well as promoting the following-up, monitoring and evaluation of the country's Food and Nutrition Security.



Diagram 1: National System and Policy of Food and Nutrition Security, Brazil.



Brazil is a Federative Republic, in which states and municipalities participate actively in public policies, either in their execution and financing, and consequently it requires the building of SAN'S state and municipal systems with levels similar to those at the federal level. Councils are already established in all the 26 states and in the Federal District, but the establishment by state governments of intersecretariats coordination bodies is still incipient. At the municipal level – Brazil has 5,564 municipalities – it is still rather initial and limited to the building of councils and their respective systems. The implementation of the State and Municipal Systems, based on agendas agreed upon at the national ambit, shall cause the establishment of participation and adhesion protocols of states and municipalities to SISAN.

Budget and Monitoring

The budgetary policy shall be associated with the objectives and directives of SAN's policy, in order to assure the maximum resources for its programs. The challenge is to build SAN's budget based on two categories of expenditures. The first one is related to the maintenance and management of the system's stages (conferences, councils, intersectorial bodies) and related activities, in all government levels. The second category comprises the financing of public programs under the responsibility of the bodies accountable for them. CONSEA is already developing a methodology that allows it to submit proposals and monitor the execution of programs considered as composing a SAN's typical budget.

The work shall become part of the SISAN's monitoring, since DHAA's monitoring function should be understood as a State function put into practice in a transparent way, thus providing access to information generated to all members of the System, including those segments under a more vulnerable situation, by respecting the treaties, laws and norms protecting and ruling human rights.

Such a subsystem requires a technical body adequate and located in one of the stages of SISAN, with institutional competence to promote the articulation and the strengthening of the entities producing data and research to feed the data bank being built.

Legal framework

The building of the National System and Policy of Food and Nutrition Security includes the mobilization of the existing legal framework, the main one being the *Lei Orgânica de Segurança Alimentar e Nutricional* – LOSAN (Law number 11346/2006) and the establishment of new legal instruments in different fields, such as:

Organic Law on Health (1990), which provides for the Unified Health System, an example for the National System of Food and Nutrition Security;

Organic Law on Social Assistance (1993) which deals with the policy of social security and orients the building of the Unified System of Social Assistance;

National Policy of Food and Nutrition (1999) which established the contribution by the Health sector;

Law on Basic Income and Citizenship (2004) establishing the minimum basic income needed to every person residing in the country may live with dignity, including feeding;

Law on Family farming (2006) which establishes the parameters for the inclusion of farmers and the differentiated directives and policies for the sector;

Law on School Feeding (2009) which defines feeding at schools as a r and gives new basis for the service including the purchase of family farming products from the region.



7

Directives of the National Policy on Food and Nutrition Security

CAISAN is responsible for the formulation of the SAN's national policy - submitting a proposal for the consideration of the President of the Republic. CONSEA submitted to CAISAN a proposition of objectives, general directives and strategies for the implementation of the policy based on the deliberations from the 3rd National Conference. Another reference is the most recent evaluation of the actions implemented by the federal government and the main challenges for the building of the policy and the system, included in a document rendering accounts elaborated by CAISAN, also following the directives approved at the 3rd Conference.

The said documents suggest that the SAN's national policy being elaborated should be oriented by the main directives and actions included in the below chart:



National Directives and Policy of SAN	Program of Actions by the Federal Government
I. To promote universal access to adequate food	transfer of income; school meal; workers feeding; network of food and nutrition public utilities; distribution of food basket; assurance of minimum prices for agro-feeding products.
II. To structure fair agroecological and sustainable systems for food production, extraction, processing and distribution	credit support to family farming; assurance of differentiated prices; technical assistance and rural extension; urban and periurban agriculture; supplying; fishery and aquaculture; solidary economy.
III. To establish permanent processes of education and capacity training in food security and human right to adequate food.	food and nutritional education in the public systems, appreciation of the Brazilian food culture; formation on human right to food and social mobilization for achieving SAN; formation of food producers and handlers.
IV. To expand and coordinate food and nutrition security actions intended for the indigenous people and traditional communities.	access to traditional territories and natural resources; productive inclusion and promotion of sustainable production; indigenous food and nutrition; food distribution to specific population groups; differentiated support in SAN programs and actions.
V. To strengthen food and nutrition actions at all levels of health care, in articulation with the other food and nutrition security policies.	sanitary surveillance for food quality; nutrition at basic care; food and nutrition surveillance; health in <i>Bolsa Família</i> Program; promotion of adequate food; prevention and control of nutritional shortages; structuring and implementation of food and nutrition actions at states and municipalities.
VI. To promote food and nutrition sovereignty and security at the national level.	international negotiations; South-South cooperation in the area of SAN and agriculture development; international humanitarian assistance.
VII. To promote access to water for human consumption and for the production of food.	structuring of the National System of Hydric Resources Management; management and revitalization of hydrographic basins; availability and access to water for food and the production of food; sanitation and water quality.

Intensification of intersectorial practices

One of the most important expressions of the intersectorial focus of SAN, oriented by the principles of human rights to adequate food and food sovereignty, rests in the articulation between the actions promoting access to food and those oriented to the strengthening of family farming. For this reason, we will give emphasis to the Program of Food Acquisition (PAA) and the new format of the National School Meal Program (PNAE), two important achievements, with the crucial work of CONSEA. It should be noted that the programs provide a special incentive to agroecology-based family farming.

the Program of Food Acquisition (PAA)

The program was established in 2003 from a proposition by CONSEA and as part of the Zero Hunger Strategy and ruled by a decret in 2008. PAA has resources from MDS and MDA, and is carried out under a partnership with the National Food Supply Company (CONAB), states and municipalities. It foresees the purchase by the government of food products, directly from family farmers, settled under the land reform and traditional people and communities, to supply programs intended to attend populations under insecurity food situation, for food distribution actions to the population under the most social vulnerable situation and for the formation of strategic stocks. The program has two great objectives: to support agriculture trading of family farmers, encouraging the food production and to facilitate the access to such food by the families under food insecurity situation. The objective is to join agriculture producers

and consumers. Food acquired from family farmers associations, with the operating support for state, municipal governments and the CONAB, follow, as donation, for supplying the social protection and promotion network and for the public food and nutrition utilities, such as popular restaurants, food banks and community kitchens, and also to the teaching public network and the composition of food baskets distributed by MDS.

Since its implementation in 2003, up to December 2008, the federal government has already allocated R\$ 2 billion (US\$1.18 billion) to the execution of PAA, resulting in the acquisition of approximately 2 million tons of food. In 2008, a total of 118.9 thousand farmers sold their products to PAA, which were donated to 16.8 million people.

National School Meal Program (PNAE)

The law establishing the new directives and mode of implementing the National School Meal Program (PNAE) was sanctioned in June 2009. It is the oldest Brazilian food program, originated from a proposition by Josué de Castro since the 40's. The new law establishes school meal as a right for elementary school students at public schools, besides creating an institutional link between the food offered at public schools and family farming in the region they are located. From the total financial resources transferred by the federal government, at least 30% shall be used in the acquisition of food directly from family farming.

It is worth mentioning the intense social participation in the formulation of the project which originated the law and the negotiations on contents that preceded its approval at the National Congress.

Family farming has now an institutional indicator (of government purchases) of at least R\$600 million per year (US\$353 million) or more, if the purchases exceed the minimum of 30%. The role of experience developed by the EAP in the formatting guidelines of PNAE can not be minimized, incorporating family farmers as suppliers.





8

Biofuels, Climate Changes and Food and Nutrition Security

The issue of biofuels sustainability¹⁰ – in its economic, social and environmental pillars – is the key, either at the internal level or at the external one. CONSEA has been proposing that the country's international operation take into account the global needs of food and nutrition security, energy security and sustainable development. It is worth mentioning that the Brazilian government considers it possible to avoid contradictions between food security and biofuels production, once the option for them is made on a criterious way and respecting the reality of each nation, assures equilibrium between social,

¹⁰ Most part of the social organizations and movements composing CONSEA appeal to the concept of "agrofuels" and not "biofuels". Such deliberated option has the objective of leaving clear that the current practices for the production of etanol and diesel from agriculture products are not compatible with the work "bio" which, in Greek, means life.

economic and environmental dimensions and is not a threat to food production.

In the Brazilian case, the non-competition among the cultures intended for the production of food and energy is based on the control of the area for planting sugar cane for ethanol production. For this purpose, the federal government launched the Sugar Cane Agroecological Zoning, along with a bill dealing with this issue, aiming to guide and control the expansion of this activity in the country. The area reserved for sugar cane, in 2008, was equivalent to less than 20% of the area for planting grains and 4% of the pasture areas in Brazil. Nevertheless, instruments for the regulation of these activities have been implemented regarding the working relations in force for such activity.

CONSEA has also demanded attention to the social and environmental impacts of the sugar

cane farming due to its monocropping characteristic in great extensions, as well as the need of a specific diagnosis at the territorial realm on eventual conflicts of such culture with food production.



Similar concerns are included in the agendas of international forums in which Brazil has participated, such as the Global Bioenergy Partnership and the Convention on Biological Diversity. In the latter one, Brazil was one of the proponents of the Working Program on Agricultural Biodiversity, conducted in the city of São Paulo (Brazil) in October 2007, the Specialists Consultation on Nutrition Indicators for Biodiversity. Brazil is part of the International Treaty on Phytogenetic Resources, which establishes the facilitated interchange system of genetic resources of crops essential to food and nutrition security, as well as support of adoption by FAO of the Global Action Plan for the Conservation of the Sustainable Use of Animal Genetic Resources.

It should be said, however, that there are conflicts in Brazil in the environmental area, especially those that express the tension between the two previously mentioned agricultural models: family aquiculture and agribusiness. Such tension is reflected in different forms, as it can be noticed in development, the subject of permanent discussion at CONSEA and at other national councils.

Such tension is also expressed in different proposals originated from Brazilian society to face the issue of climate change, either as related to the measures of mitigation or the adaptation in the context of rather unequal societies such as the Brazilian one. In December 2008, the Brazilian government launched the National Policy and Plan on Climate Change. CONSEA is completing the elaboration of a document with the objective of analyzing such policy and other issues based on food and nutrition sovereignty and security. It should also be pointed out that the challenges in this field are substantial, since the discussion of the impacts of global warming over food and nutrition sovereignty and security is not yet part of the country's public agenda.



9

Brazil in the International Scene

The Brazilian government has distinguished itself for the set of initiatives it has been taking at the international level related to the food and nutrition security and issues related to such problems. CONSEA itself authored a document detailing the main principles for its international operation, the key directive being “Food and nutrition security based on respect for food sovereignty and on the promotion of human rights to food at the international level”. The Council proposed the following guiding principles for its international participation and for the Brazilian government itself:

- Universality and equity in the access to adequate food;
- Social participation in intersectorial policies and transparency;



- Respect given to the food sovereignty and assurance of the human right to adequate food and its claim;
- Countryside and family farming as the essential component in the building of food and nutrition sovereignty and security;
- Solidarity, complementarity and cooperation among countries and social actors.

Multilateralism with social participation

The Brazilian government promoted a growing involvement of foreign policy with the themes of combating hunger and the assurance of food and nutrition security at the world level.

In its performance at the bodies of the United Nations System, it has been reinforcing the need of maintaining the political discussions on such themes at the international level. Although it contributes to initiatives such as the United Nations Task Force on the Global Food Crisis, launched in April 2008, and the Global Partnership on Food and Agriculture, launched in Rome, in June 2008, Brazil has advocated that other such initiatives are to be developed at the multilateral organizations' level, in this case, at the FAO.

Despite the recognition of the importance of FAO, the Brazilian government, as well as several social organizations and CONSEA itself, acknowledge that the reforms of such international organizations are needed and opportune. For that reason, they have participated in recent discussions about the reformulation of the FAO's Food Security Committee (CSA) in order to accredit it to become the main *locus* of UN for the discussion and propositions regarding SAN, at the global level and supporting the initiatives of each country, with a participative operation that includes civil society, similarly to CONSEA.

Simultaneously, Brazil has been defending the expansion of the thematic scope of the Committee, including structural themes such as the right to land access and to agrobiodiversity resources. The strengthening of the global governance multilateral mechanisms is particularly important in the present and particular context in which the financial international crisis potentially reiterates the attention of the need to keep facing the systemic components of the food crisis (2006-2008).

Brazil has also been seeking synergy between the actions of responsibility of each of the UN agencies in the areas of their respective competence, either through support to the transfer of know-how for the establishment of national SAN programs (FAO), or in the support to rural development actions in the realm of the International Fund of Agriculture Development (FIDA), or in assistance to the structuring, in other countries, of school meal programs and donations of food that privilege the strengthening of family farming through the World Food Program (WFP).

Commercial Agreements

Brazil has had a prominent position in agricultural commercial negotiations within the World Trade Organization (WTO), as well as in the so-called international reference organizations that establish multilateral rules for the consumption of staples. The Brazilian government, as a result of its participation in the G-20, defends the centrality of agriculture in the negotiations of Doha Round, as well as the emphasis in the development, advocating for reforms in the world system of agricultural products which will allow a greater access of markets to products originated from developing countries, thus increasing their farmers' income, and also the expansion of the food global supply, through the reduction of subsidies to export.

The completion of the Round, on current terms, would significantly reduce the internal support given by developed countries to their agriculture, besides establishing clear rules for the reduction and the end of subsidies to export. Further, it would act directly in the reduction of the tariff raisings applied by developed countries and would establish mechanisms to protect family farming in developing countries from importation surges.

At the international reference organizations, which include the International Organization of Animal Health, the International Convention on Plant Protection, the Committee of Sanitary and Phytosanitary Measures of the World Trade Organization and the Codex Alimentarius, Brazil is acting to avoid the establishment of non-tariff barriers to agriculture products in the country, defending the adoption of rules based on scientific criteria.

CONSEA has been presenting propositions for the Brazilian government in order to take into account considerations relative to food and nutrition sovereignty and security and to the human right to food, during the commercial negotiations, despite the limits imposed by the format and orientations adopted at the negotiations promoted by WTO. It proposed to the Council that the needs of developing countries, especially in food security and rural development, become an integral part of all elements of negotiation.

Such perspective is materialized in the special and differentiated treatment that allows, among other things, that these countries may designate an appropriate number of "special products" based on food safety, defense of the subsistence means and rural development needs criteria, as well as requiring the development of special safeguard mechanisms.

Humanitarian assistance

International humanitarian assistance actions carried out by the Brazilian government have tried to improve a multidisciplinary and participative dynamic of coordination among the government bodies and civil society. In 2006 the Interministerial Working Group on International Humanitarian Assistance (GTI-AHI) was established, coordinated by the Ministry of Foreign Relations and confirmed by fourteen other ministries. Their objectives include the coordination of Brazilian efforts in international humanitarian assistance and formulating proposals for bills aimed at granting legal support to international humanitarian actions undertaken by Brazil. It should be mentioned that the line of operation of the Brazilian government regarding humanitarian assistance has also been seeking a promotion of actions inspired by the Brazilian experience of Zero Hunger; the first Strategic Program of South-South Cooperation following such orientation shall occur in Haiti.

South-South Cooperation

Regarding the South-South cooperation in the SAN areas and agriculture development, Brazil has been prioritizing its relations with Latin-American and African countries. Such cooperation involves actions in the area of agricultural research and development, qualification of foreign technicians inspired by the concept of transfer of social technologies and technical cooperation, aiming at disseminating successful Brazilian policies in areas such as school meal, income transfer and support to family farming.

Regional strategy for Mercosul

In the realm of regional integration, the Brazilian government, as well as the several social networks and organizations, have granted priority to the countries members of Mercosul and Expanded MERCOSUL¹¹. Such initiatives stand out in the context of the recent international food crisis, which revealed a high degree of exposure of the region's countries – despite the fact that it includes great agriculture exporters. In that sense, a regional SAN strategy has been receiving growing attention by governments, managers and social organizations from the different areas composing SAN, farmers' organizations and social networks.

Several initiatives for building-up working agendas are in progress, comprising the following points:

- Social mobilization for human right to adequate food, for food and nutrition sovereignty and security in each country and in the block as a whole;
- Establishment and strengthening of national and regional spheres of social participation in the formulation, implementation and monitoring of policies of food and nutrition sovereignty, including the establishment of a regional forum to give support to social participation;
- Propositions aiming at the sovereign exercise of public policies of food supply in each country and at the regional level, adopting supply as an integrating dimension of the expansion of access to inadequate feeding, simultaneous to the promotion of agroecology-based family and countryside agriculture

¹¹ The country-members of MERCOSUL are: Argentine, Brazil, Paraguay and Uruguay. Chile and Bolivia are associate members, thus forming the expanded MERCOSUL.

- Strengthening of the REAF-MERCOSUL (Specialized Meeting on Family Farming of Mercosul) in the formulation of regional policies to support family and countryside agriculture;
- Formulation of the Strategic Plan of Social Action based on the “Brasilia Declaration – For a MERCOSUL with no hunger and fully exercising its food sovereignty” (2008), together with the strengthening of such thematic at the ambit of Social and Participatory MERCOSUL;
- Installation of a technical group to elaborate a MERCOSUL's nutrition strategy for promoting SAN, involving the elaboration of a diagnosis on the SAN's situation in the block, mapping of food and nutrition actions and establishment of joint monitoring systems, either of SAN's situation and food control;
- Inclusion of the thematic in the agendas of the MERCOSUL Parliament, Union of South-American Nations and Latin-America and Caribbean Summit;
- Dissemination of the actions of access to land, water and biodiversity while international rights, as well as the promotion of the continuation of the International Conference on Agrarian Reform and Rural Development (CIRADR-FAO, Porto Alegre, Brazil, 2006).



10

Main challenges

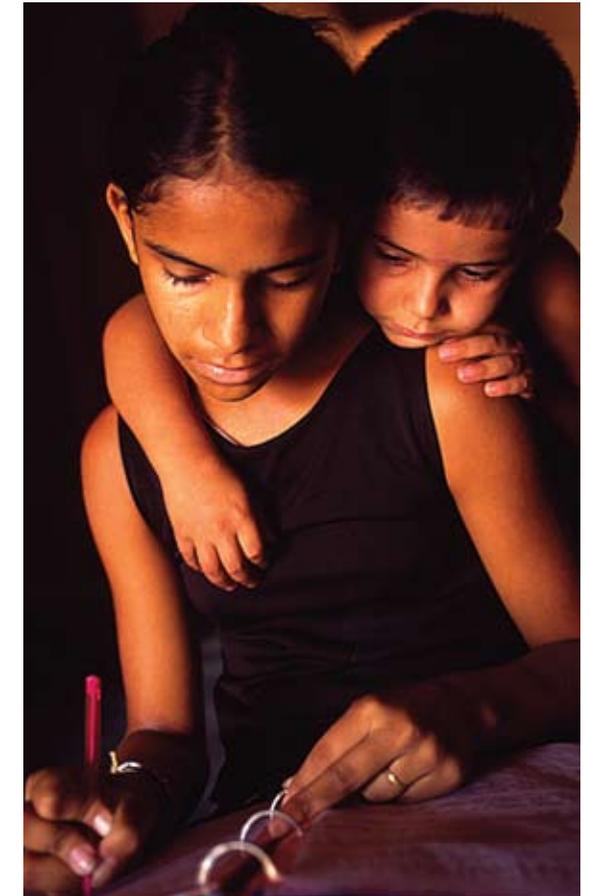
Despite unarguable advances, Brazil remains attached to a social debt incompatible with its level of development. The country still has a contingent of more than fifty million poor people, and it shows the highest levels of inequality among people worldwide and millions of families who still do not have access to public programs, resulting in the constant breaching of their human right to adequate food. Further, in the conservative sectors, there is a recurrent effort to weaken and criminalize social organizations and movements fighting for social justice, which contributes to decaying Brazilian democracy.



Before this picture, the main challenges for the consolidation of sovereignty and food and nutrition security in Brazil and for the promotion of the human right to adequate food are the following:

- I. To implement the National System and Policy of SAN; taking into account the directives and principles established by the national Conferences of SAN;
- II. To approve the Project of Constitutional Amendment that assures food as a fundamental human right, creating a legal environment for SAN to become a State policy, not only a governmental one;
- III. To assure the legal and institutional duties of CONSEA and CAISAN in next governments, maintaining the visibility of the National Policy and System of Food and Nutrition Security in the Brazilian public agenda;
- IV. To create, strengthen and assure claim mechanisms of human rights to adequate food under coordination with the system of public policies on human rights, providing a culture of such rights in Brazil;
- V. To expand the coverage of the federal government's programs in order they reach all more excluded populations in the country, such as afro-brazilians, indigenous, *quilombolas*, family farmers, street population and those living in the urban surroundings;
- VI. To transform the PAA into a public policy;

- VII. To assure permanent, stable and growing budgetary resources for the SAN's programs and actions of the Federal, State/District and Municipal Governments in the proportion of food and nutrition insecurity of their population;
- VIII. To establish international agreements and promote a regional integration assuring the human right to adequate food, to the food security and nutrition sovereignty of people;
- IX. To build-up a food and nutrition security global governance based on the human right principles to adequate food, on the social participation, common responsibility, although differentiated, on the precaution and respect to multilateralism; and
- X. To urgently implement measures of mitigation and adaptation to the climate changes, in order to face the violations for the human right to food, which the most vulnerable populations have already been suffering.





Attachment

Institutionality of the National System of Food and Nutrition Security

1. Federal government stages

Presidency of the Federative Republic of Brazil – Civil House; General Secretariat (responsible for good part of the relationships with social organizations); Special Secretariat of Human Rights – SEDH (coordinates the National Policy of Human Rights).

Ministry of Agriculture, Livestock and Supply (MAPA): promotion of the Brazilian agribusiness sustainable development and competitiveness, to which the National Food Supply Company (CONAB) in charge of the supply policies and programs such as PAA are linked; and the *Brazilian Agricultural Research Corporation* (EMBRAPA) which coordinates the National System of Agriculture Research–SNPA.



Ministry of Agrarian Development (MDA): policies for family farming and agrarian reform through the National Institute for Colonization and Agrarian Reform (INCRA), demarcation and title provisions of the *quilombolas* communities lands, territorial development and *Núcleo de Estudos Agrários e Desenvolvimento Rural* (NEAD).

Ministry of Social Development and Fight Against Hunger (MDS): program of transfer of income, social assistance, food and nutrition security (*National Secretariat of Food and Nutrition Security – SESAN*), and head offices of the Interministerial Chamber on Food and Nutrition Security (CAISAN).

Ministry of Education (MEC): basic and high education to which the National School Meal Program (PNAE) is linked.

Ministry of the Environment (MMA): national policy of the environment and hydric resources, preservation, conservation and sustainable use of ecosystems and for the ecologic and economic zoning.

Ministry of Fishery and Agriculture (MPA): special secretariat newly-transformed in Ministry, with main focus on handicraft fishing.

Ministry of Health (MS): promotion, prevention and assistance to health, to which are linked the General Coordination of the Food and Nutrition Policy (CGPAN) responsible for *the National Policy on Food and Nutrition* (PNAN) and for the System of Food and Nutrition Surveillance (SISVAN); National Health Foundation (FUNASA) operating in indigenous people sanitation and health, National Health Surveillance Agency (ANVISA) which performs the food sanitation control.

Ministry of Labor and Employment (MTE): policies of employment and income generation and fight against slave and child labor; coordinates the Workers Food Program (PAT) and actions in the area of Solidary Economy.

Ministry of Social Integration (MI): regional development and civil defense actions, works against droughts and of hydric infrastructure with the carrying out of the National Irrigation Policy.

Ministry of Science and Technology (MCT): national policy of scientific, technological and innovation research, including the *National Technical Commission of Biosafety* (*Comissão Técnica Nacional de Biossegurança* - CTNBIO) and the *General Coordination of Research and Development on SAN* (Coordenação-Geral de Pesquisa e Desenvolvimento de Segurança Alimentar e Nutricional).

Ministry of Foreign Relations (MRE): Brazilian external policy, comprising the *General Coordination of International Actions Against Hunger* (Coordenação-Geral de Ações Internacionais de Combate à Fome CGFome).

Ministry of Planning, Budget and Management (MPOG): public management of the federal budget, comprising the *National Statistics Bureau* (IBGE) the main official research institute.

2. Public Stages for the DHAA Defense and Enforceability

Public Defender Office: legal orientation and defense of the needed before the Judiciary Power of the Union.

Public Prosecution Office of the Union: defense of legal order, zeeling for the compliance and fulfillment of law, defense of national public, social, cultural, environmental patrimony and of the

community interests, especially of the indigenous communities, family, children, adolescent and aged persons.

3. Other Councils of Public Policies and Human Rights Related to SAN

Council for Defense of the Human Rights (CPDDH): receives denouncements and investigates the breaching of human rights, including the DHAA, linked to the Special Secretariat of Human Rights of the Presidency of the Republic.

Health National Council (CNS): linked to the Ministry of Health, includes the permanent commission of Food and Nutrition (CIAN).

Conselho Nacional de Desenvolvimento Rural Sustentável (CONDRAF): linked to the Ministry of Agrarian Development.

Environment National Council (CONAMA): linked to the Ministry of the Environment.

4. National Civil Society networks and Organizations

Fórum Brasileiro de Soberania e Segurança Alimentar e Nutricional (FBSSAN): congregates different sectors of the civil society. (www.fbsan.org.br)

Projeto Relatores Nacionais da Plataforma Brasileira de Direitos Humanos Econômicos, Sociais, Culturais e Ambientais – Plataforma DHESCA Brasil: collects and investigates denouncement on violations, identifying administrative, legal and political mechanisms capable of overcoming or repairing such violations; the recommendations are forwarded to the public authorities and to the

international organizations of human rights. The Relatoria Nacional para os *Direitos Humanos à Alimentação Adequada e Terra Rural* encourages the promotion and enforceability of DHAA.

Articulação Nacional de Agroecologia (ANA): movements, networks and organizations engaged in the promotion of agroecology, family farming and sustainable alternatives for rural development (www.agroecologia.org.br).

Articulação no Semi-Árido Brasileiro (ASA): congregates approximately 700 civil society organizations working with alternative technologies with the Brazilian Seminar (www.asabrasil.org.br).

Via Campesina: international movement coordinating countryside organizations of small and medium farmers, rural workers, rural women and indigenous communities. *Via Campesina Brasil* is composed of the following movements: MST - *Movimento dos Trabalhadores Rurais Sem Terra* (www.mst.org.br); MPA - *Movimento dos Pequenos Agricultores*; MAB - *Movimento dos Atingidos por Barragens* (www.mabnacional.org.br); MMC - *Movimento de Mulheres Camponesas* (www.mmcbrazil.com.br); CPT - *Comissão Pastoral da Terra* (www.cpt.org.br).

ASBRAN – *Associação Brasileira de Nutrição* (www.asbran.org.br)

AÇÃO DA CIDADANIA – *Ação da Cidadania contra a Fome, a Miséria e pela Vida* – (www.acaodadadania.com.br)

CFN – *Conselho Federal de Nutricionistas* (www.cfn.org.br)

CIMI – *Conselho Indigenista Missionário* (www.cimi.org.br)

COEP – *Comitê de Entidades no Combate à Fome e pela Vida* (www.coepbrasil.org.br)

CNBB – *Conferência Nacional dos Bispos do Brasil* (www.cnbb.org.br)

CONAQ – *Coordenação Nacional das Comunidades Negras Rurais Quilombolas* (www.conaq.org.br)

CONIC – Conselho Nacional de Igrejas Cristãs (www.conic.org.br)

CONTAG – Confederação dos Trabalhadores da Agricultura (www.contag.org.br)

FBES – Fórum Brasileiro de Economia Solidária (www.febs.org.br)

FENACELBRA – Federação Nacional das Associações de Celíacos do Brasil

FETRAF – Federação dos Trabalhadores na Agricultura Familiar da Região Sul (www.fetrafsul.org.br)

FNRA – Fórum Nacional de Reforma Agrária e Justiça no Campo

MESA BRASIL SESC – (www.mesabrasil.sesc.com.br)

MNDH – Movimento Nacional pelos Direitos Humanos (www.mndh.org.br)

PASTORAL DA CRIANÇA – (www.pastoraldacrianca.org.br)

REDE DE EDUCAÇÃO CIDADÃ – Talher Nacional (www.recid.org.br)

REDE SOCIAL DE JUSTIÇA E DIREITOS HUMANOS (www.social.org.br)

RENAS – Rede Evangélica Nacional de Ação Social (www.renas.org.br)

TERRA DE DIREITOS – (www.terradedireitos.org.br)

VISÃO MUNDIAL – (www.visaomundial.org.br)

(Footnotes)

1 Source: IBGE. When the rate value is 0, equality is absolute; on the contrary, when the value is equivalent to 1, inequality is absolute.

2 Per capita monthly income less than half minimum wage. Source: IBGE.

3 Per capita monthly income less than one fourth of the minimum wage. source: IBGE

4 Source: *Pesquisa Nacional de Demografia e Saúde da Criança e da Mulher*. The survey may be accessed in the Ministry of Health's site: http://bvsmis.saude.gov.br/bvs/pnds/saude_nutricional.php.