

3rd National Conference on Food and Nutritional Security

For Sustainable Development with Sovereignty and
Food and Nutritional Security

**Background Document
2007**

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Background Document

This background document will guide the debate in the State Conferences and in the 3rd National Conference on Food and Nutritional Security, to be held from 03 to 06 July, 2007.

It was drafted by means of a participative process, which involved workshops and preparatory meetings, as well as debates at the instances and plenary meetings of the National Council for Food and Nutritional Security (CONSEA)

Various proposals presented here incorporate deliberations from events involving areas related to Food and Nutritional Security, reflecting the objective of promoting an intersectorial exchange of ideas and integration. Equally important is the prospect of acknowledging the value of experiences currently in progress, along with their capacity for innovation and for proposing policies.

The 3rd National Conference will be a space for the creation of alternatives, the development of which should lead to the incorporation of the guidelines and priorities of food and nutritional security into the agenda of rural and urban social movements and all spheres of government.

The Food and Nutritional Security Law (Losan) and the CONSEA deliberations guided the drafting of this document.

- The National Conference on Food and Nutritional Security is the instance of the National Food and Nutritional Security System (Sisan) responsible for issuing the guidelines and priorities of the National Food and Nutritional Security Plan and Policy to CONSEA, as well as for evaluating Sisan. (Article 11, Clause I, Law 11.346, 15/09/06)
- The objective of the 3rd Conference is the "Constitution of a National Food and Nutritional Security System" and the theme "For Sustainable Development with Sovereignty and Food and Nutritional Security" (CONSEA deliberation, 26/9/06)

The document in the State Conferences

The State Conferences may alter the text, adjusting, suggesting and amending the document. These changes must be approved in the state events and forwarded to the Executive Secretariat of CONSEA by **14 May, 2007**. These amendments and those approved by CONSEA in March 2007 shall be compiled and handed to the delegates of the 3rd National Conference.

Structure of the Document

The theme of the 3rd National Conference – **For Sustainable Development with Sovereignty and Food and Nutritional Security** – is presented in this document in three thematic axes. Each axis is divided into **contextualization and proposals**.

Thematic Axes

1. Food and Nutritional Security in national strategies of development
2. National Food and Nutritional Security Policy
3. National Food and Nutritional Security System

How does one alter the document?

It is suggested that the State Conferences debate and alter the proposals contained in this document, though the content of the contextualizations is also under discussion.

Changes can be made in three different ways:

- 1) By altering a proposal.
- 2) By excluding a proposal.
- 3) By including a proposal.

Concepts

Food and Nutritional Security

Every individual has the right to healthy, accessible, good quality food, in sufficient quantity and at all times. This is Food and Nutritional Security. It should be firmly based on nutritional habits that promote good health, without compromising the fulfillment of other essential needs. This is a right any Brazilian is entitled to, a right to adequate nutrition, respecting the peculiarities and cultural characteristics of each region.

Insecurity

Situations of food and nutritional insecurity can be detected in different types of problems, such as hunger, obesity, illnesses associated to poor eating habits, the consumption of food products of doubtful quality or that are harmful to one's health and a food production structure that is predatory to the environment and to staple goods, with abusive prices and the imposition of nutritional habits that do not respect cultural diversity.

What does the law say?

Food and nutritional security consists in the realization of the right of all individuals to regular and permanent access to good quality food, in sufficient quantity, without compromising the fulfillment of other essential needs, having as its basis healthy nutritional habits that respect cultural diversity and that are environmentally, culturally, economically and socially sustainable. (Art. 3)

Food Sovereignty

Each country has the right to define its own sustainable policies and strategies of production, distribution and consumption of food products that guarantee the right to food for all the population (food sovereignty), respecting the multiple cultural characteristics of peoples.

What does the law say?

The realization of the human right to adequate food and the attainment of food and nutritional security require respect for sovereignty, which confers to countries primacy in their decisions regarding the production and consumption of food products. (Art. 5)

Human Right to Adequate Food

It is strongly related to the concept of Food and Nutritional Security. The right to food is part of fundamental human rights, which were defined through a world pact, of which Brazil is a signatory. These rights refer to a group of conditions necessary and essential for all human beings to exist, develop their capacities and fully participate of life in society, in a dignified and egalitarian manner, without any type of discrimination.

What does the law say?

Adequate food is a basic human right, inherent to human dignity and indispensable to the realization of the rights established by the Federal Constitution. The government shall adopt the policies and actions needed to promote and guarantee food and nutritional security for the population.

The adoption of these policies and actions shall take into account environmental, cultural, economic, regional, and social dimensions. The government shall respect, protect, promote, provide, inform, monitor, supervise, and evaluate the realization of the human right to adequate food, as well as guarantee the mechanisms for its exigibility. (Art. 2)

National Food and Nutritional Security Policy

A group of actions planned to guarantee the offer and access to food for the population, promoting nutrition and health. It must be sustainable, articulating conditions that will allow for its maintainance in the long-run. It requires the involvement of organised civil society.

National Food and Nutritional Security System - Sisan

It brings together agencies from the three levels of government as well as organizations from civil society, which will act in the formulation and implementation of policies and actions to combat hunger and to promote Food and Nutritional Security. They will be responsible for monitoring and evaluating the nutritional situation of the population, defining rights and duties.

National Conference of Food and Nutritional Security

It lays down the guidelines and priorities of the National Food and Nutritional Security Policy and Plan. Warranted by law, it is part of Sisan and is preceded with State, District, Sub-regional and Municipal Conferences, in which the delegates for the subsequent events are elected.

Thematic axis 1

Food and Nutritional Security in national strategies of development

▪ Contextualization

Economic and Social Development

1. Food and Nutritional security constitute a strategic objective for development with an intersectorial scope, which is guided by the principles of the Human Right to Adequate and Healthy Food (DHAA) and of Food Sovereignty.
2. From this perspective, the promotion of food and nutritional security questions:
 1. Brazil's model of development, in its components that generate poverty, concentrate wealth and harm the environment.
 2. The public policies that contribute to the reproduction of these components instead of inducing distinct models.
 3. The international context when it globalizes poverty and widens disparity among and within countries.
3. The weakening of national States and the dominance of the financial interests of large corporations, supported by the hegemony of neoliberal economic ideas since the end of the 1980's, imposed economic policies contrary to the interests of the majority of the population, which affect the country's food sovereignty. The economic policy still in force restricts the amplification of economic activities which generate quality jobs and opportunities of dignified work. This model transfers a considerable amount of resources to speculative financial gain and to the payment of the public debt.
4. The predominant economic logic limits investments and the implementation of policies necessary for the creation of strategies of development that confront the historic causes of poverty and social inequality in Brazil. Moreover, it makes the country heavily dependent on the exportation of products of low aggregate value, which originate from unfair productive models because they concentrate gains and property and are non-sustainable in their use of environmental resources. In the last four years, a process of reduction of inequality was initiated in the country, with the expansion of the internal market promoted by the deconcentration of income and wealth, in a strategy based on the recovery of labor incomes and through the promotion of small- and mid-scale urban and rural enterprises.
5. The growing relevance given to social policies in Brazil has been accompanied by conflicts with a hegemonic economic orientation, which place social policies at risk of being restricted to protective actions in face of the detrimental effects of a macroeconomic policy. The different areas responsible for the formulation of economic and social policies and the hierarchalization among them, aggravated by the limited participation of the economic area in the institutional spaces that

define Food and Nutritional Security policies, as well as other social policies, exacerbate the problems which have been identified and prevent Food and Nutritional Security from exercising, more effectively, its role as one of the components in the construction of a new model of development.

6. In the present context, governmental social policies have strengthened the promotion of the human right to adequate and healthy nutrition for millions of Brazilians, victims of the inequities in the current economic model. These policies have been responsible for a decrease in the number of people in extreme poverty or destitution in Brazil. Other studies, such as those from Fundação Getúlio Vargas, reveal that in Brazil, between 2003 and 2005, 8.4 million people ceased to be extremely poor, with an increase in the share of the poorest in the total income, though there is still marked income inequality. The initiative of the current Federal Government to reform the State so as to enable the implementation of these public policies that realize the human right to adequate food (DHAA) is acknowledged.

Reduction of Poverty

Figures from the Institute of Applied Economic Research (IPEA) indicate that the number of people in extreme poverty fell 26.2% from 2001 to 2005. On the other hand, the population living in poverty fell 11,5%; from 60,9 million poor (36,5% of the total Brazilian population) in 2001, to 53,9 million people (30,3%) in 2005. A study from Getulio Vargas Foundation (FGV) also identified a reduction in poverty, with an increase in the share of the poorest in the total income. According to this research, 8.4 million people ceased to be extremely poor in Brazil, between 2003 and 2005. In spite of this, there is still marked income inequality.

7. The realization of Food and Nutritional Security requires the construction of a nation in which the State is determined to ensure an egalitarian, multiracial, plural, free, fraternal and solidary country, which promotes equity and respect for human rights. The strategies predominantly adopted for the promotion of Brazilian development do not have as an objective the construction of a plural and egalitarian society; on the contrary, they stimulate competition, discrimination and the exclusion of a large number of its people. Black populations, due to their peculiar historical context resulting from the process of enslavement, were submitted to a more serious form of exclusion with peculiar characteristics. Figures from national indicators of food and nutritional insecurity make this evident.

The development of family farming and agro-extractivism is strategic for the sovereignty and Food and Nutritional Security of rural and urban populations.

Production and Supply

8. The conservative process of modernization of agriculture and the standard of rural development in Brazil are expressions of the dominant economic model, as seen in the hegemony of the so-called agribusiness, regardless of the importance of

family farming in the production of food for the internal market and in the maintenance of some of the export product chains. The agribusiness segment – a historical product of the articulation between financial capital, industrial capital and large territorial property – is based on a model that saves on labor costs and makes intensive use of mechanisation, irrigation and industrial products, such as pesticides, transgenic seeds and rations.

9. The expansion of agribusiness and the private means of appropriation of natural resources associated to it contributed to increasing the already very high concentration of land ownership in Brazil and to limiting the progress of land reform policies. More than two million families living in rural areas have their right to land denied. The concentration of land ownership and the delay in the implementation of agrarian reform constitute, today, one of the major obstacles to the development and consolidation of family farming systems in Brazil. The development of family farming and agro-extractivism¹ is strategic for the sovereignty and Food and Nutritional Security of rural and urban populations. The rise in violence in rural areas, the criminalization of the struggle for land and the action of social movements, as well as rural exodus (or rural flight) and the social vulnerability experienced by a significant percentage of the urban population are also part of the picture.
10. The disorderly expansion of the agricultural frontier – especially associated to monoculture, through the illegal occupation of public land traditionally occupied by indigenous peoples, descendants of 'quilombolas'² and other peoples and traditional communities – along with the delay in the recognition and demarcation of land, is one of the main causes of food and nutritional insecurity and of violations against DHAA in these populations.
11. Lately, there has been a growth in the diffuse offer of water, especially in the experiments developed in the semi-arid regions and led by male and female family farmers. However, the centralized offer by great water mains and dams and the practices and policies of a growing merchantization of water jeopardize the guarantee of this right for these populations.
12. The Brazilian system of food supply has prioritized pre-prepared, packaged food products, bought in large supermarket chains, following similar movements that took place in Western Europe and North America. Changes in food consumption habits compromise the quality of nutrition. They are not dissociated from the growing integration and concentration of agricultural, industrial and commercial activities related to food. The intense economic concentration that took place in food retail in Brazil reveals itself when we consider that, in 1994, 20.9% of this retail was controlled by four large companies, which, in 2004, already concentrated 38.85 % of the market, with a practically hegemonic participation of transnational businesses. The existing levels of concentration in food retail, also extend themselves to the raw materials sector and to food processing.

¹ *agro-extractivism* - A concept proposed in the mid-1980s by the rubber tappers or *seringueiros*, a group of traditional forest dwellers that practice a combination of agricultural and forest extraction activities, also known as *mixed agriculture-extractivism systems*.

² 'Quilombolas' were fugitive African slaves who organized themselves into communities called 'Quilombos'.

Changes in food consumption habits compromise the quality of nutrition. They cannot be dissociated from the growing integration and concentration of agricultural, industrial and commercial activities related to food.

13. Acknowledging the value of food more as a merchandize and source of profit, rather than as an element that is essential to life, has a negative impact on ways of life, sovereignty and Food and Nutritional Security of urban and rural populations and poses a risk to biodiversity and cultural food heritage. This model of production aims at guaranteeing that food products do not perish during transport and shelf life, without having as its main objective food and nutritional quality. Furthermore, it restricts, in different ways, the territorial rights of communities, causing the erosion of traditional knowledge related to the management of agrobiodiversity, diet and nutrition, as well as promoting the privatization of genetic resources and water.

Food and Nutrition Conditions

14. The adverse effects of the hegemonic model of development over food and nutrition conditions of the population, especially those poorest, jeopardize health and quality of life. Historically, hunger and poverty have always walked hand in hand. An insufficient income, limited formal schooling, the phase of live one is in (such as infancy or old age) and belonging to ethnic groups (black or indigenous) are factors that expose a wide and diversified percentage of the population to food and nutritional insecurity. In certain regions and poverty areas in the country, there is a considerable number of underweight children, young women and elderly.
15. Among the advances already registered, the most recent figures regarding infant malnutrition in the semi-arid region show that it fell 63% in relation to 1996, while 92.8% of the children have, at least, three daily meals, according to the inquiry "Chamada Nutricional 2005" (Ministry of Social Development and Fight against Hunger/Ministry of Health). Children whose families were part of an income transfer scheme - conditional cash transfer (CCT) - had 30% less of a chance of becoming malnourished, a protection that reaches 62% for those aged 6 to 11 months. According to the Ministry of Health, between 2002 and 2005, the average rate of hospitalization because of serious malnourishment in the country dropped 37.8%.
16. An important initiative was that of assessing the perception of the population about its own food and nutritional conditions, based on the National Household Sample Survey (Pnad) conducted by the Brazilian Institute of Geography and Statistics (IBGE), in 2004. The survey showed that nearly 72 million people (approximately 40% of the population) face some degree of food and nutritional insecurity, that is, have their human right to adequate food (DHAA) violated. Of these, 14 million (7.7% of the population) live in a serious state of food insecurity, in other words, had routinely suffered from hunger or faced the nightmare of hunger, including that of their children, in the three months that preceded the inquiry. Ethnic-racial inequality was even more evident when it was verified that 52% of the black population live in moderate to serious food

insecurity, against 28% of the white population. It should be observed that the survey was conducted in 2004, that is, before the boost given by the Conditional Cash Transfer (CCT) program known as 'Bolsa Família' (Family Grants Program) and other measures.³

17. Although there has been a decrease in infant malnutrition in the last few years, figures show that there is still hunger and malnutrition in Brasil, and this occurs essentially due to inequality of access to food, since the country produces in enough quantity to cater for the demand of its population. According to figures from the same study mentioned in the item above (Pnad/IBGE), there were 1.542.654 children under 5 (10.3% of the population in this age range) in serious food insecurity in the country, due to the fact that they lived in a state of poverty (829.944 of these children lived in the North and Northeast regions). Low income families are highly dependent on essential public policies – such as health, education, income transference and social security- to achieve minimum living standards and Food and Nutritional Security. Thus, they must be given priority in the implementation of these policies. Universal policies, such as Primary Health Care (Atenção Básica à Saúde) are important in the promotion of Food and Nutritional Security for families and communities, and thus, the strengthening of food and nutrition actions in these programs is required.
18. The complexity of the Food and Nutritional Security problem in Brazil proves how important multidimensional studies are for a proper understanding of the problem. This is because national statistics (national averages) do not always reveal the dramatic reality of certain populations, minority groups and those isolated from large urban centres.
19. In addition to hunger and malnutrition, there is a new problem: an increase in the number of people with excess weight and obesity. This is a phenomenon that affects all segments and social classes. It is associated with a higher consumption of foods rich in fat and sugar, the urbanization of the country, the automatization of daily activities, an increase in the coverage of motorized transport and a reduction in the practice of physical activities. Urban-industrial society shelters families that have been displaced from rural areas, and who no longer produce for their own consumption. The practice of eating outside the home is also increasingly important. Such changes favor the consumption of processed foods, which are standardized and have a high caloric density, with a growing substitution of carbohydrates for lipids and of vegetable proteins for animal proteins. It must be added that the surplus in agricultural production and the reduction in prices of basic food products are very often materialized into the commercialization of cheap, industrialized food, of low nutritional quality. Because they lack information and because of the lower cost of these products, poorer populations have a greater access to them, something which has resulted in the rapid spread of obesity among these people.
20. A double burden of illnesses (on one hand, problems resulting from low weight and illnesses caused by deficiencies and infections, while on the other, problems resulting from excess weight, obesity and non-transmissible chronic illnesses) reveals itself as a recent phenomenon in developing countries. Poor populations,

³ The Conditional Cash Transfer (CCT) program known as 'Bolsa Família' (Family Grants Program) is an income transfer scheme that gives poor families a monthly cash allowance from the government, provided that they comply with certain criteria: that the children in the benefiting household are enrolled in primary school; that they receive regular vaccination and that mothers-to-be in the benefiting household must receive full pre-natal care.

instead of being “protected” from obesity, are at greater risk of suffering from excessive weight than those more wealthy. Moreover, if they have suffered from malnutrition during infancy, they face a greater risk of developing more serious forms of non-transmissible chronic illnesses (high blood-pressure, type 2 diabetes, cardiovascular disorders and lipemic disorders).

International Context

21. The 1996 World Food Summit established the goal of reducing the world’s undernourished people by half by the year 2015. A recent evaluation by the Committee on World Food Security for the Food and Agriculture Organization of the United Nations (FAO) verified that, in the last 10 years, the absolute number of people vulnerable to hunger in the world was maintained at around 850 million. In view of these results, it is evident that the policies employed to combat the problem are inadequate, and there is a persistent lack of political will and commitment from most world leaders. Among the regions in the world where progress has been made, is Latin América and Brazil. In terms of percentages, there was a reduction in world infantile malnutrition from 20% to 17%, between 1992 and 2003, while in Brazil this reduction was from 12% to 8%. The global situation is no less discouraging when the Millennium Development Goals established by the United Nations are considered. Among these goals is reducing by half the percentage of the population living in extreme poverty or indigency by 2015. It is worth observing that no obligations for developed countries were established regarding this goal.

In the last 10 years, the absolute number of people vulnerable to hunger in the world stabilized at around 850 million. Brazil is one of the countries mentioned by FAO in which measures to face this problem have made progress.

22. The current international context contributes to food and nutritional insecurity and threatens food sovereignty of Third World countries, among which is Brazil. Subjected to an unfair economic order, these countries are induced into depending on international trade, which is not a reliable source of Food and Nutritional Security. In the ways it is carried out and regulated, this trade compromises food sovereignty, that is, compromises the sovereign exercise of policies of Food and Nutritional Security.
23. Dietary habits of Brazilians have suffered changes in the last 50 years, and these changes have been accelerated by the international “free trade” policy, a component of globalization. This commercial perspective, endorsed by sectors of the government itself and society, contrasts with the initiatives of the Brazilian government in proposing international actions to combat hunger and poverty, and in promoting sovereignty and Food and Nutritional security in the world, as suggested by CONSEA.
24. The prominent role played by Brazil in international negotiations, particularly in relations with developing countries, reinforces how important it is for the country to have as an objective the creation of conditions for its food sovereignty and to

contribute to the sovereignty of other countries. This is done, for example, through the reinforcement of national productive structures, through the search for complementarity among countries, by respecting diversity in its various manifestations, and also through sharing the lessons learnt from successful experiences in eradicating hunger and promoting Food and Nutritional Security. Acting in accordance with this perspective would fulfil the pledges made by the country in various international agreements since the International Covenant on Economic, Social and Cultural Rights (1966). The perspective of Food and Nutritional Sovereignty in international agreements also involves controlling access to natural resources, protecting the environment, natural heritage, biodiversity and traditional knowledge. In addition to agreements regarding agriculture, these commitments must comprehend areas related to Food and Nutritional Security (intellectual property, services, investment and governmental purchases).

▪ **Proposals**

No form of economic development justifies itself if not accompanied by social development.

25. Reduce social inequality, promote adequate and healthy nutrition and preserve the environment as a means to ensure sustainable development with sovereignty and Food and Nutritional Security.
26. Consider the following components when incorporating Food and Nutritional Security in national strategies of development:
 1. Expansion of possibilities of obtaining income through access to land and dignified labor as a condition for the access to adequate and healthy nutrition.
 2. Promotion of equitable, sustainable and fair forms of production and distribution of food.
 3. Acknowledge the value of local economies and of regional production and consumption of food, based on cultural specificity, biodiversity and agro-ecological conditions.
 4. Territorial deconcentration of economic production and social assets, with the integration of policies within the scope of the territories.
 5. Compatibility among economic and social policies, measuring the efficacy of growth through the perspective of reducing poverty in all its dimensions.
 6. Evaluation of the impact of the projects - industrial, of energy, of environmental conservation, among others - regarding Food and Nutritional Security of local populations.
 7. Revision of the liberalizing orientation in commercial negotiations to protect, in particular, the production of food by family agriculture.

8. Guarantee the sovereignty of the Brazilian State in the control of natural resources that sustain the production of food, including land, water and biodiversity.
27. Face the economic logic which promotes social, spacial, regional and technological inequality, so as to manage development through the principle of permanent acquisition and protection of fundamental rights.
28. Advance in the formulation and implementation of economic development with social inclusion policies, ensuring adequate and healthy nutrition for Brazilians through social policies that guarantee rights.
29. Prioritize activities that generate dignified work and that promote the distribution of income as it is produced, including and especially, activities related to the production, distribution and consumption of food. Include the promotion of diverse work relations, with the guarantee of socially accorded standards and based on constitutional principles. Added to this, it is necessary to constitute a solid system of social protection, which assures the fundamental rights of all and which is associated to actions and programs that effectively contribute to the economic, social, and political emancipation of those people who are in a state of greater vulnerability.
30. Recover the regulatory capacity of the State, with a view to putting public interest before strict private logic and to guide it through the perspective of a more egalitarianer and sovereign country, which is respectful of its people and nature.
31. Expand social participation, an element that is indispensable in the creation of development processes, creating and acknowledging the value of public spaces and mechanisms of interlocution between the State and society that allow for the recognition of and the debate on distinct visions of development. This perspective involves the establishment of common objectives which, beyond the economic sphere, include the social, cultural, legal, environmental, territorial, political and ethnic-racial dimensions.
32. Preserve sovereignty and Food and Nutritional Security when stimulating the exportation of Brazilian agricultural products, with international negotiations that reflect and potentialize national policies of development, in conformity with priorities defined by the country. Moreover, commercial negotiations must cater for the diversity in national production, aiming at opening up markets and preserving and protecting sensitive sectors of production. Negotiations must prioritize agreements of productive complementation, instead of free trade agreements.
33. The proposal of integrating river basins that implies in the transposition of the waters of the São Francisco River, not only reproduces conventional policies based on megaprojects, but also involves the risks of privatization and commercialization of water, of the death of the river's tributary streams, of silting and of the river becoming intermittent.
34. The implementation of the project that involves the integration of these river basins must be debated so as to broaden the understanding of its scope, in its multiple dimensions, and to ensure that it will generate an alternative of development that will really benefit the population of the northern semi-arid.

Thematic Axis 2

National Food and Nutritional Security Policy

▪ Contextualization

35. The National Food and Nutritional Security Meeting promoted by CONSEA (Brasília, 2006) conducted an assessment of the actions, policies and public programs, and verified progress in the creation of this policy, based on governmental and non-governmental initiatives. The main advances of PISAN that were identified during the meeting were:

- The fact that Food and Nutritional Security are being considered issues of social interest and priority in the national public agenda.
- The establishment of institutional requisites for the formulation and implementation of a National Food and Nutritional Security Policy with social participation and control, and with special importance given to the re-institution of CONSEA and the approval of the Food and Nutritional Security Law (Losan).
- Identification and strengthening of the interfaces with the already existing public policies, which make up the intersectoral context of Food and Nutritional Security.
- Growing and more qualified social participation in the various instances of the elaboration, implementation and control of public actions related to Food and Nutritional Security.
- Extending the measures aimed at guaranteeing the access to food, within the scope of the Zero Hunger (Fome Zero) strategy, with the unification of the income transfer programs, the recovery and reformulation of school nutrition, the boost given to the 'One Million Cisterns' program and the re-opening of the debate regarding the policy on food supply.
- Greater acknowledgement of gender, ethnic-racial and generational inequalities in Brazilian society.
- Increase in the resources and modes of support given to family agriculture, stimulating access to markets and solidarity models of production, which are sustainable, ecological and cooperative.
- Greater awareness of the importance of promoting healthy and adequate eating habits.
- Unleashing a consistent process of follow-up and evaluation of public policies of Food and Nutritional Security and publicizing results generated by research.
- Institution and operation of the Permanent Commission for the Human Right to Adequate Food (DHAA) in CONSEA, for the analysis of public policies based on this perspective.
- Institution and operation of the Special Commission for Monitoring Violations of the Human Right to Adequate Food (DHAA), within the scope of the Council for the Defense of Human Rights (CDDPH).

36. The work carried out by CONSEA contributed to the progress made in the introduction of Food and Nutritional Security in the national public agenda and also in public policies. Despite this, it is still necessary to work towards an increased recognition of the Council, on the part of the government and society, as a public space for the construction of integrated actions and for actions regarding the monitoring of programs related to Food and Nutritional Security. The agenda of the Council encompasses the principal aspects involved in Food and Nutritional Security. Noted, in summary, are the following initiatives of CONSEA:

- Formulation of the proposal for a bill instituting Sisan, in accordance with deliberations from the 2nd National Conference. The proposal was accepted by the Federal Government, approved by the National Congress and sanctioned on 15 September, 2006 (Law 11.346/06).
- Development of a methodology for the analysis of the General Budget of the Federal Union, with a focus on Food and Nutritional Security.
- Permanent discussion of public policies related to the increment of family agriculture, both regarding credit (National Program for the Strengthening of Family Agriculture – Pronaf) as well as in the Program for the Acquisition of Food (PAA).
- Formulation of a proposal for a National Policy on Food Supply.
- Formulation of a proposal to incorporate the criteria of Food and Nutritional Security in international negotiations.
- Pronouncements, not always consensual, in relation to the current model of agro-food production.
- Proposals related to actions and programs for the semi-arid region.
- Proposals for the 'Bolsa Família' Program.
- An increase in the value of transferences made per student by the National School Food Program (PNAE) and direct participation in the elaboration of a proposal for a bill for the program.
- Forwarding of a proposal for the creation of a financial transfer for states and municipalities to promote the implementation of the Food and Nutrition Surveillance System.
- Development of an intersectorial concept for an adequate and healthy nutrition program.
- Permanent discussion aiming at the creation of programs and actions geared towards the Food and Nutritional Security of black and indigenous communities.
- Expanding the coordinated actions among National, State and Municipal CONSEAs, which should be amplified with the institution of Sisan.

CONSEA contributed to the introduction of Food and Nutritional Security in the national agenda and also in the country's public

policies. Despite this, it is still necessary to work towards an increased recognition of the Council as a public space for the construction of integrated actions and for actions regarding the monitoring of programs related to Food and Nutritional Security.

37. During the period that precedes the 3rd National Conference, initiatives must be undertaken aiming at the establishment of commitments toward the construction of the National Food and Nutritional Security Plan, based on the guidelines, priorities and instruments of intervention proposed in this background document. These commitments must be sought in the debates at the State Conferences and in other spaces that bring together correlated areas, as well as through the follow up of the elaboration of the Federal Government's Multi-annual Plan (PPA 2008-2011) with the objective of:
1. Transposing the guidelines from Food and Nutritional Security to programs and actions.
 2. Indicating means of following-up an intersectoral guideline in the scope of the PPA and the Federal Budget.
 3. Ensuring the collective appropriation of these practices after the 3rd National Conference.

• **Proposals**

38. The following guidelines are proposed for the National Food and Nutritional Security Policy:
1. Promote the universal access to adequate and healthy food.
 2. Structure equitable, sustainable, and agro-ecological systems of production, extraction, processing and distribution of foods.
 3. Institute permanent education and capacity building processes in Food and Nutritional Security and the Human Right to Adequate Food.
 4. Expand and coordinate the actions of Food Security designed for population groups.
 5. Strengthen food and nutrition actions in every aspect of health care, articulated with other policies on Food and Nutritional Security.
 6. Promote sovereignty and Food and Nutritional Security at international level.

Guideline 1

Promote the universal access to adequate and healthy food

39. Guaranteeing to all adequate and healthy food is conceptualized as: the realization of a basic human right, with the guarantee of permanent and regular

access, in a socially equitable way, to a nutritional practice adequate to the biological and social aspects of individuals, according to their life cycle and special nutritional needs, based on local traditional references. It must adhere to the principles of variety, balance, moderation and pleasure (flavor), to gender and ethnic dimensions, to environmentally sustainable forms of production, and be free of physical, chemical and biological contaminants and genetically modified organisms.

40. Adopting the perspective of the universalization of access to adequate and healthy food as one of the central objectives that synthesizes the various dimensions encompassed by the National Food and Nutritional Security Policy (PNSAN). This perspective should contemplate all the dimensions involved in the eradication of hunger and in the promotion of Food and Nutritional Security for the whole of the Brazilian population
41. Guide the economic policy so as to promote the dynamics of activities and sustainable development, with a reduction of effective interest rates, with a view to generating work opportunities and income and to reducing social inequality, factors which are directly related to access to food.
42. Prioritize the generation of employment opportunities, including all modalities of associativism and cooperativism. In addition, prioritize democratic and self-management initiatives, in production and commercialization, based on the principles of solidarity economy. The generation of income and employment must ensure adequate working conditions, basic remuneration that is compatible with dignified standards of survival, protection for workers, social security and the monitoring of the consequences of modernization on the quality of life of workers and on the environment.
43. Formulate an intersectoral program to promote healthy and adequate nutrition, and which stimulates the consumption, production and commercialization of healthy food products such as fruits, vegetables and greens. Besides the promotion of health, the program should recover and acknowledge nutritional heritage and habits that are culturally referenced, in articulation and integration with the promotion of family farming, sustainable development and Food and Nutritional Security. The guidelines for this program should be articulated with other programs and public actions.
44. Assure the institutionalization of programs of access to adequate and healthy food, which are part of the Zero Hunger (Fome Zero) strategy.
45. Assure the continuity of the Cash Transference program (Bolsa Família), which has produced considerably effective results in the access to food for families in a state of food and nutritional insecurity at its most extreme.
 1. Annual correction of benefit to recover any losses caused by inflation.
 2. Continuity in the follow up of school attendance and basic health care for children and pregnant women, with systematic dissemination of results.
 3. Expansion of the programs of solidarity economy, income generation and professional qualification for the beneficiaries of the program.

4. Measures to strengthen the economies of those areas where families who are benefited live.
 5. Continuity and intensification of the effort to guarantee civil registration to all citizens, beneficiaries or not of the "Bolsa Família".
 6. Guarantee of food education actions nationwide, aimed at families benefited by the program.
 7. Definition and dissemination of specific mechanisms — which shall be easily accessible — for the demand of rights related to the "Bolsa Família" program as well as to education and health services monitored by this program. The implementation of these mechanisms requires a partnership with the Public Prosecutor's Office and with other institutions.
 8. Strengthening of the direct follow-up of these families through social control councils in all municipalities, associating it with local development plans in order to guarantee the emancipation of the families.
46. Expand the scope of the National School Food Program (PNAE) beyond the purchase of food and the empowerment of agents involved in the social control of PNAE so as to include:
 1. Development of projects and research in order to subsidize the actions of PNAE.
 2. Implementation, development and expansion of Collaborative School Food Centers in order to develop intersectoral activities, especially in the fields of education and health.
 3. Expansion of the network of international technical cooperation in order to implement School Nutrition Programs in Latin-American and African countries.
 47. Assure students of an appropriate and healthy diet preferably composed of food acquired from productive family farming and agro-extractivism systems and also from small urban providers, maintaining social control.
 48. Approve and implement the School Nutrition Bill — elaborated with the contribution of CONSEA —, which comprehends young and adult education as well as high-school students. Moreover, include community schools belonging to organizations of the civil society as a responsibility of the State and provide financial resources in accordance with the number of school hours offered to students (part-time or full-time).
 49. Water supply in establishments that offer school meals, in public and private school systems nationwide, must comply with the regulations in force related to good practices in food services.
 50. Create mechanisms to expand the scope of the Workers' Food Program (PAT), aiming at including other private and public professional segments and at strengthening small and micro-enterprises. In addition, implement standards based on the principles of an appropriate and healthy diet and secure the monitoring of their application, including the incorporation of nutrition professionals for a technical follow-up of the program.

51. Meals and/or food baskets provided through PAT must fulfill dietary needs and respect dietary restrictions and civilizatory social-ethnic values.
52. Articulate the implementation of PNSAN and the National Housing Policy of Social Interest and their respective space of participation and deliberation in the various government spheres, taking into consideration guidelines on environmental conservation and on the control of construction works in risk areas.

Guideline 2

Structure equitable, sustainable, and agro-ecological systems of production, extraction, processing and distribution of foods.

53. Accomplish land reform prioritizing the settlement of families who have been living in camps and fighting for land. In addition, prioritize programs for the strengthening of settlements already created and regulate and enforce the constitutional norm that provides for the social function of a property in environmental and economic dimensions and also in terms of legality of work relations.
54. Develop programs for rural settlements so as to prioritize the productive agro-ecological matrix and the consolidation of sustainable family farming and agro-extractivism systems, implying the following measures among others:
 1. Establish a maximum limit on the size of a farm.
 2. Revoke the Provisional Measure (MP 2027/2000), which do not allow inspections in areas already occupied.
 3. Review productivity indexes in order to decide whether dispossession of land is applicable.
 4. Approve the Constitutional Amendment that deals with the expropriation of areas where slave work occurs.
55. Adjust the policy of land reform according to regional diversities and particularities, conjoining the democratization of land access with the democratization of water access. Moreover, adjust the policy to the fulfillment of various kinds of water demand (for human, animal and agricultural consumption, etc.) on the part of the population spread all over the territory, as characterized by family farming in semi-arid regions.
56. Water access is a basic human right that needs to become effective for all the population. In order to secure good-quality water and decentralize its access — including water to be used in production —, the following steps must be taken:
 1. Integrate programs and actions related to the use, management and distribution of water.
 2. Support the experiences of the civil society related to some small infrastructure works of low cost for water abstraction and storage, continuing

the program “One Million Cisterns” and deprivatize dams which were built with public resources.

57. Guarantee financial resources to promote agro-ecology through:

1. Implementation of a massive credit program for investment that motivates family farmers (men and women) to join processes of transition towards agro-ecological practices.

2. Fostering solidarity revolving funds, assuring the autonomy of the local management; and the reformulation of Pronaf Women (Pronaf Mulher) in order to guarantee independent access for women, individually or through groups of women farmers.

3. Redirection of Forestry Pronaf (Pronaf Florestal) in order to stimulate solely the planting and management of diversified forests and agroforestry systems.

58. Value biodiversity through programs and policies of seed conservation, of conservation of forest and fishing heritage in various biomes, in order to guarantee the reproduction of production systems according to the social-cultural particularities of the many different ecosystems and also the diversity of dietary standards.

59. Guide the policy of research and technical assistance towards sustainable policulture family farming and agro-extractivism systems, valuing the active role of agriculturists (men and women) and those in the field of agro-extractivism in the production and dissemination of knowledge. In addition, constitute space for social interaction between official institutions and workers, directing public resources to interchanges among agriculturists.

60. Implement programs which foster the free and autonomous use of traditional or “creole” seeds⁴ under an agro-ecological approach and which favor the multiplication of experiences such as seed houses, among others, developed by popular organizations. Moreover, define a specific legal milestone without demanding that these varieties fit the current systems of registration and without its patenting or any other form of intellectual property, considering seeds as cultural assets which integrate peoples’ heritage in the service of humanity and which cannot be taken as mere agricultural input regulated according to the interests of private companies.

61. Implement a biosecurity policy which safeguards the precautionary principle, being the Brazilian State responsible for guaranteeing indemnity for those families of agriculturists whose crops have been contaminated by genetically-modified products. Moreover, implement a sanitary surveillance to monitor microbiological contamination and to assure that food will be free from pesticides and genetically-modified products.

⁴ Traditional or “creole” seeds are grown without the use of chemical fertilisers or pesticides. These seeds have been cultivated by farmers for generations through the traditional agricultural system.

62. Implement actions that are necessary for the effective functioning of the National Policy on Food Supply. These actions must be adopted in accordance with a proposal already approved by CONSEA, which provides for:

1. Regulating processes of commercial intermediation with public investment for the strengthening of small and medium rural and urban ventures.
2. Strengthening the Guaranteed Minimum Price Policy based on a Food and Nutritional Security approach and focusing on the domestic market supply.
3. Structuring a program of storage designed for small and medium producers.
4. Creating and revitalizing public structures of commercialization with the objective of promoting the direct sale of the production of family-based associations.
5. Structuring and revitalizing, through local governments, service and public equipment network within their territories, dispensing special attention to populations facing food insecurity, with access restrictions on the private system of supply.
6. Priority to family farmers, workers in the field of agro-extractivism and artisanal fishing, and other categories of family producers, when it comes to acquiring food designed for schools with resources from the National Education Development Fund (FNDE).
7. Opening other segments of the institutional market (hospital, prisons, etc) to family farmers by means of acquisition mechanisms adapted to the characteristics of these categories of producers.
8. Consolidation of the Food Acquisition Program (PAA), allocating resources equivalent to 10% of the investments of Pronaf and guaranteeing financial and fiscal arrangement to bring about regular flows of resources during the whole year.
9. Implementation of a program of small investments, non-refundable, aiming at structuring local and regional circuits of supply. The program must be guided according to the principles of Food and Nutritional Security and environmental sustainability.
10. Creating, in accordance with the standards of the PAA, a specific program to support the production and commercialization of products originating from agro-extractivism.
11. Structuring a public system of information concerning the production and the market of agricultural products, free from the interference of different market agents and accessible to a diversified group of users.
12. Revitalizing supply centers based on the creation of an integrated system to guide their actions, continuing the work currently developed by the Brazilian Program for the Modernization of the Horticulture Market (ProHort).

13. Strengthening and expanding mechanisms of social control over supply programs, with strong stimulation of the participation of the organizations of the civil society.
63. Develop sectoral programs for the productive chains of the main food products so as to promote integrated actions from production to consumption. The programs must be developed with a broad participation of the social actors interested, seeking to coordinate these actions with strategies oriented by focusing on integrated systems of production and territorial development.
64. Promote urban and periurban agriculture by integrating service, production, commercialization, and food and input transformation initiatives articulated with territorial and environmental management of metropolitan regions and cities.
65. Strengthen programs and actions related to aquaculture and fishing, which aim at improving the Brazilian people's diet and constitute an alternative to job creation and income generation.
66. Implement actions and programs that strengthen the institutional market and guarantee stability and safety in the relations established by organizations of agriculturists (men and women) with the market. In this sense, these initiatives must ensure the continuity of the Food Acquisition Program (PAA) — based on family farming — and also expand it.
67. Promote articulation between the National Food and Nutritional Security System (Sisan) and the Solidary and Fair Trade Program, strengthening their complementarity, and seeking to institute different commercial flows based on the establishment of fair relations among all chains of the solidarity networks of production, commercialization and consumption.
68. Coordinate the bioenergy policy with PNSAN, implementing instruments of constant evaluation of the impacts brought by this policy in a way that the desirable substitution of fossil fuel for bioenergy — which reduces the emission of pollutants — is not implemented compromising Food and Nutritional Security.

Guideline 3

Institute permanent education and capacity building processes in Food and Nutritional Security and Human Right to Adequate Food.

69. Promote autonomy in dietary choices as well as inter and transdisciplinarity, respect food cultures, revitalize regional dietary histories, acknowledge popular beliefs and foster local biodiversity.
70. Promote an appropriate and healthy diet in all public places, in the media and in the social service network that provides food aid, as a human right subject to demand. Moreover, incorporate actions of food and nutritional education into public programs, such as food supply programs and programs of family-farming support.
71. Promote recovery of heritage and the recognition of the food cultures of the Brazilian society and peoples, based on biological, symbolic and food and nutritional culture dimensions, in a movement opposite to the globalization of diets. This recovery must contribute to the promotion of health, food sovereignty

and preservation of food and cultural identity in Brazil. The various forms of systems of food classification must value the concept “food” as an expression of social identity, gender and ancestry of ethnic groups in a way that promotes emancipation.

72. Adopt food culture and heritage as guiding principles in the formulation of programs and policies designed for basic and fundamental education.
73. Update the content of food and nutritional education in the national curriculum guidelines so as to express this theme from a planned action, applying evaluative dynamics that involve the whole school community (coordination, teachers, students and parents).
74. Create an intersectoral program aimed at promoting a “Healthy School”.
75. Foster research on food and nutrition in the various areas of knowledge, focusing on food consumption, cultural heritage and food production.
76. Foster actions of food and nutritional education in the Unified Health System (SUS) through the elaboration of technical material and empowerment of basic-health care staff. In addition, incorporate food and nutritional education into the Unified Services of Social Assistance (Suas), the Reference Centers of Social Assistance (Cras) and councils related to the theme, discouraging habits which interfere in the population’s lifestyle, especially alcoholism and smoking.

PNSAN must promote an appropriate and healthy diet in all public places, in the media and in the social service network that provides food aid.

77. Establish mechanisms to regulate the advertising of food products through the development of a communication plan on food and nutritional education for the Brazilian society, according to the provisions of the Health Promotion Policy. In addition, foster agreements among industries, the government and the society in order to regulate and advertise food products especially designed for children.
78. Create state forums for discussion and experience observation centers on food and nutritional education in the civil society.
79. Stimulate and promote initiatives for the empowerment of CONSEAs’ members and other social agents of the communities for a qualified social participation. Promote permanent training of public governmental managers of Food and Nutritional Security Policies.

Guideline 4

Expand and coordinate actions designed for population groups.

80. Incorporate different strategies for Food and Nutritional Security into public policies in accordance with the distinct sectors and population groups. These strategies must be based on law perspectives, diversity, recognition of specific

forms of social organization and sovereignty, adequating the respective actions to the multiple characteristics and special dietary needs of these populations.

Actions on Food and Nutritional Security must recognize the social, ethnic-racial, cultural, territorial and religious diversity of the Brazilian people.

81. Enforce the National Policy on Sustainable Development for Traditional Communities and Peoples, — conducted by the National Commission of Sustainable Development for Traditional Communities and Peoples — which includes these peoples' Food and Nutritional Security among its principles and provides for its articulation and integration with Sisan. The objectives of this policy include:
1. Guarantee access to land and national resources.
 2. Recognize, without delay, peoples and traditional communities' self-identification so as they can have full access to individual and collective civil rights.
 3. Guarantee access to social public policies and the participation of representatives of traditional communities and peoples in instances of social control.
 4. Guarantee different perspectives in programs and actions of social inclusion especially designed for traditional communities and peoples.
 5. Implement and strengthen programs and actions designed for gender relations in traditional communities and peoples.
 6. Support and guarantee productive inclusion with the promotion of sustainable technologies, respecting the social organization system of traditional communities and peoples, valuing local natural resources and good practices, traditional technologies and knowledge.
82. Institute and strengthen programs of conservation and recovery of natural resources necessary to guarantee Food Security among traditional communities and peoples. This process must be carried out through the implementation of agroforestry systems, remuneration for environmental services, sustainable extraction and restocking of fish in damaged areas, and prohibition of crustacean farming projects in mangroves.
83. Recognize the ethnic-racial, cultural, territorial and religious complexity of the Brazilian people, proposing its study and comprehension, so as this plurality is strongly taken into consideration in the creation of the National Plan on Food and Nutritional Security.
84. Formulate programs designed to remedy food and nutritional insecurity among black populations based on the principal of the development of protagonism, social participation, respect for differences, solidarity and recognition of ancestral knowledge. In addition, take advantages, in this formulation, of educative processes and also of processes constructed through dialogue and the

incorporation of social movements, leaderships of the black movement and their social agents, remaining communities of run-away slaves (quilombolas) and communities of people who practice Afro-Brazilian cults (terreiros), among others.

85. Institute continuing process of education, empowerment and professional qualification of black people in order to remedy the educational and professional qualification deficit to which these people have been historically submitted.
86. Promote public policies that seek to recognize, understand and apply African ecological ethics.
87. Promote study, recognition and conservation of organization modes of traditional black populations (such as communities of quilombolas and terreiros) with respect to strategies for the promotion of Food and Nutritional Security for these people.
88. Recognize, recover and value African gastronomy as part of the Brazilian cultural food heritage, which revealed to be a genuine food strategy of survival and resistance on the part of the black people.

Guideline 5

Strengthen food and nutrition actions in every aspect of health care, articulated with other policies on Food and Nutritional Security.

89. Build effective articulation between Sisan and SUS with the consequent strengthening of the actions of the National Policy on Food and Nutrition in Basic-Health Care and other levels of complexity of the health system for the prevention, early detection and control of nutritional disorders and the promotion of an adequate and healthy diet. The health system must fully play its role in the implementation of the National Policy on Food and Nutritional Security, considering the positive impacts that investments in health and nutrition have on the living conditions of a population.
90. Promote health through an adequate and healthy diet based on an integrated approach — with the objective of controlling and preventing nutritional deficiencies and infectious diseases — as well as through the prevention of chronic non-communicable diseases. It's imperative to promote women and children's health, breaking the cycle of maternal-child malnutrition, of a higher incidence in certain population groups. The promotion of a healthy diet comprehends a broad scope of actions that involve the formation of healthy eating habits starting from exclusive breastfeeding and infant feeding.
91. Strengthen actions designed to promote the social rights of families in a situation of food insecurity through the effective articulation between Sisan and SUS. These actions must be developed in places where public systems of social protection and promotion are articulated, for example, in Reference Centers of Social Assistance (Cras).

92. Accomplish the roles of the health sector in relation to food and nutrition along life, with investments in human and financial resources especially designed for the following areas:
1. The guarantee, as a human right, of basic-health care provision as part of the obligations of the Brazilian State.
 2. Women's health care, strengthening actions regarding prenatal care.
 3. Promotion and protection of breastfeeding.
 4. Children's health care, strengthening growth and development monitoring and actions regarding food and nutritional surveillance.
 5. Implementation of health care and nutrition programs for preschool and school children, adolescents, adults and the elderly.
 6. Strengthening of programs of prevention and control of micronutrient deficiencies (iron, iodine, and vitamin A).
 7. Incorporation of a component of food and nutritional guidance into programs of prevention and control of non-communicable diseases (diabetes, high blood pressure, obesity, high cholesterol, and some kinds of cancer).
 8. Strengthening of actions for the promotion of a healthy diet.
 9. Intensification of actions monitoring the food and nutrition conditions of the whole Brazilian population through Sisvan and population studies and research in line with the monitoring actions provided for by Sisan.
 10. Regulation and capacity building for nutritional care in the scope of outpatient rooms and hospitals.
 11. Provision of food and nutritional care to specific population groups, such as indigenous and black people, groups of quilombolas, and people with special dietary needs.
 12. Monitoring and support to the implementation of actions of basic sanitation, which are vital to guarantee access to drinking water and prevent diseases transmitted through water.
93. Eradicate hunger and malnutrition through several mechanisms, including the strengthening of basic-health care actions (Family Health Program and Healthy Eating Program) and the already mentioned effective integration of Sus and Sisan. These actions must be integrated with policies on education, income transfer and access to work, social assistance, solidarity economy, and family farming.
94. Ensure actions of prevention for those affected by any kind of deficiencies or ailments related to food, especially those families facing food insecurity and with special dietary needs.
95. Strengthen the actions of the National Agency for Sanitary Surveillance (Anvisa) in relation to the control of food quality and with respect to the regulation of the advertising and commercialization of food inadequate to the promotion of a healthy diet through the following initiatives:

1. Non-restriction of the sanitary surveillance of foods to monitoring microbiological contamination in order to also assure that foods will be free from pesticides and genetically-modified products.
 2. Monitoring the adherence to the Brazilian Norm on the Commercialization of Food for Lactating Women and Infants, Pacifiers, Baby Bottles and Baby Bottle Nipples.
 3. Regulation of the advertising and commercialization of foods rich in sugar, saturated fat, and salt designed for children.
96. Review all food and nutrition-related policies developed by SUS and Ministries so that they respect, protect, promote, and guarantee the realization of the right to adequate food and other correlated human rights and include the institution of complaint mechanisms in case these rights are violated.
97. Review the education of health professionals, especially nutritionists so as to incorporate the focus on the human right to adequate food and Food and Nutritional Security.
98. The public policy must develop actions to promote women's Food and Nutritional Security in order to meet the peculiarities of their nutritional profile related to lactation, pregnancy, climacteric, anemia, etc.

Guideline 6

Promote sovereignty and Food and Nutritional Security at international level

99. Regulate the international action of the Brazilian government in accordance with the principle of food sovereignty, which recognizes each country's right to define their own sustainable policies and strategies of food production, distribution and consumption that guarantee the human right to adequate food for all the population, respecting peoples' multiple cultural characteristics in a way that the execution of food sovereignty does not compromise or risk other countries' Food and Nutritional Security.
100. Reject the classification as simple goods attributed to foods in the way Brazil positions itself (individually and together with other countries) in international negotiations on commerce. Moreover, incorporate the relation of foods with the promotion of a specific type of agriculture (family farming) and the universalization of access to adequate and healthy food.
101. Maintain that international trade plays a role in domestic food supply subject to strategies and policies of national development. This way, affirm the socio-

economic, cultural and environmental importance of the domestic production of foods originating from family farming and agro-extractivism.

102. Involve the civil society in processes of trade negotiation, counting on detailed analyses of their impacts for the whole population. The negotiations must follow the guidelines below:

1. End of the subsidies which cause distortions in the world market, especially export subsidies which depress prices in the international market and negatively affect agriculturists' income — especially those from developing countries.
2. Maintenance of adequate levels of tariff protection, especially for products of Food Security, in coordination with the common tariff policy of the Southern Common Market (Mercosul).
3. Reduce the difference established by the developed countries between the tariffs charged for processed products and their respective raw material, what leads Brazilian exports towards products of a low processing degree, restricting the added value of the items exported.
4. Expansion of markets that value and provide added value to the national production, exploring the potentialities of the Brazilian diversity, including the environmental.
5. Search for the end of non-trade barriers that inhibit trade and are unnecessary to the protection of the human health.

Food sovereignty is the recognition of each country's right to define their own policies and strategies to guarantee the access of their population to adequate and healthy food.

103. Strengthen business relations with developing countries and maintain coordination work among the countries in the Southern Hemisphere (South-South) in multilateral negotiation forums — following the example of the work developed by the G20 (group of developing countries created in 2003) in the World Trade Organization (WTO) — as well as intensify the South-South cooperation related to the formulation and implementation of national policies on Food And Nutritional Security with social participation.

104. Improve trade with the Mercosul-member countries through higher articulation among productive chains, integration strengthening, prioritization of the productive complementation, integrated strategies of production and commercialization, and a more direct participation of the civil society and the public sector in the different levels of trade negotiations in the bloc. An effective implementation of structural policies intended to reduce the asymmetries in the bloc must be sought through common financial sources, such as the Fund for the Structural Convergence of Mercosul.

105. Develop innovative mechanisms of food aid which promote local food production in the beneficiary countries, and the products to be distributed must originate from family farming in developing countries.

106. Maintain protagonism in establishing monitoring mechanisms for the implementation, at international level, of the Voluntary Guidelines on the Human Right to Adequate and Healthy Food (These guidelines were elaborated by an intergovernmental working group instituted by FAO and provide guidance for the implementation of the human right to adequate food). Moreover, gather institutional efforts in order to implement them in the scope of PNSAN as a way of strengthening and supporting the institutions in the progressive realization of this right.

Multi-annual Plan 2008-2011

107. The strategic guidance described in this document shall constitute the foundation for the elaboration of the National Plan on Food and Nutritional Security and shall be converted into government programs and actions in the scope of the Multi-annual Plan (PPA). The PPA 2008-2011, under elaboration by the Federal Government, must maintain and expand the references to proposals related to Food and Nutritional Security presented in this document, concerning mega-objectives and their respective challenges as well as actions and programs.

108. The elaboration of the Multi-annual Plan (PPA) and other budgetary instruments (Budgetary Guidelines Law — LDO and Annual Budgetary Law — LOA) must incorporate into the different government spheres:

1.The financing of Sisan.

2.The definition of strategic actions and programs for the promotion of the human right to adequate food and guarantee of Food and Nutritional Security, thus considered to be of a high social and economic relevance. These programs and actions must be constituted in the “Food and Nutritional Security Budget” and the governments’ budgetary instruments must mention the protection of these programs and actions against cuts and budget retentions (contingenciamento), inherent to the process of budgetary management.

3.The Food and Nutritional Security Budget must be formulated in accordance with methodology recommended by CONSEA. This methodology resulted in the creation of a list of programs and actions and all of their interfaces, such as job creation, income generation, environment and basic sanitation, besides the perspective of approaching transversality, inter-sectorality and the inclusion of specific population groups.

109. Sisan’s principles and guidelines, as well as PNSAN’s priorities, are present with emphasis in the current three mega-objectives that constitute PPA. With relation to the first mega-objective (social inclusion and reduction of social inequalities), it is proposed that challenge no.1 be maintained and expanded in accordance with Law No. 11.346/06 (Losan), thus having the following formulation: “Eradicate hunger and promote Food and Nutritional Security in the perspective of the human right to adequate and healthy food, guaranteeing inclusion and citizenship”.

The Multi-annual Plan (PPA) is the medium-term planning instrument that establishes guidelines, programs, actions, objectives and ends of the

public administration in relation to the distribution of resources for a period of four years.

Thematic Axis 3

National Food and Nutritional Security System

▪ Contextualization

110. In conformity with what was described in Law No. 11.346/06 (Losan), the National Food and Nutritional Security (Sisan) shall be ruled by the following principles:

- Universality and equity in the access to adequate food and nutrition, without any kind of discrimination;
- The preservation of autonomy and respect for the dignity of all;
- Social participation in the formulation, execution, examination; monitoring, and control of the policies and plans on food and nutritional security in all spheres of the Government;
- Transparency in the programs, actions, and public and private

resources, and in the criteria for their concession.

111. Sisan is composed of the National Conference for Food and Nutritional Security, the National Council for Food and Nutritional Security (CONSEA), the Inter-Ministerial Chamber for Food and Nutritional Security (Cisan), agencies and entities of the Federal Union, states, the Federal District and of municipalities, and private institutions, profitable or not, related to Food and Nutritional Security and interested in integrating the system.
112. CONSEA is composed of one third of governmental representatives — Ministers of State and Special Secretaries responsible for the portfolios related to the attainment of food and nutritional security — and of two thirds of civil society representatives, chosen based on appointment criteria approved at the National Conference for Food and Nutritional Security.

▪ **Proposals**

113. The representation of the civil society in CONSEA shall be guided by the following criteria:
1. Relevant performance of the representative in the area of Food and Nutritional Security, especially in state or municipal CONSEAs.
 2. Representation of the regional diversity in the various segments.
 3. Guarantee of gender balance.
 4. Representation of the religious and ethnic/racial diversity.
 5. Direct participation of vulnerable groups.

The representative that simultaneously fulfills different criteria shall have priority.

114. The composition of the representation of the civil society in CONSEA shall also seek to comprise the following social segments:
1. Land reform and family farming
 2. Agribusiness and food industry
 3. Food trade and supply
 4. Trade union centers
 5. Consumers
 6. Solidarity Economy
 7. Non-governmental organizations (NGOs) and social nets.
 8. State and Municipal CONSEAs
 9. Specialists and researchers

10. People with special dietary needs
11. Professionals in the area of Food and Nutritional Security
12. Traditional populations and indigenous peoples
13. Religious representations
14. Organizations of System "S"
15. Entities for the Human Right to Adequate Food
16. Entities which compose other councils of social control

115. Formulate a proposal of National Policy for Food and Nutritional Security (PNSAN), based on CONSEA and consistent with the guidelines and priorities approved at the 3rd National Conference.

116. Constitute the National Plan on Food and Nutritional Security, to be elaborated by the Inter-Ministerial Chamber, through the effort of intersectoral articulation of this policy, involving the set of national programs and actions and the public systems that are part of them.

117. Combine the proposal of medium and long-term guidelines, the dealing with basic causes and more relevant problems, the evaluation of existing actions and programs and the support to the innovative actions in the strategy of construction of PNSAN and the implementation of the National Plan.

118. The definition of the priorities of the National Policy and Plan on Food and Nutritional Security must take into account:

1. Actions of higher impact on the various dimensions of Food and Nutritional Security, bearing in mind the six guidelines of the National Policy on Food and Nutritional Security.
2. Programs of a strategic nature.
3. Governmental actions that promote the organicity and permanence of policies on Food and Nutritional Security as state policies.
4. Innovative proposals of the civil society.

119. Adopt a monitoring system that expresses a broad and careful analysis of the Food and Nutritional Security condition in the country, based on the human right to adequate food and food sovereignty. The monitoring system must integrate Sisan in terms of regime and be part of the management cycle of public policies, serving as an instrument of continuous assessment of indicators of Food and Nutritional Security, the progressive realization of the right to adequate food, public policies and of Sisan's own performance. The principles guiding the monitoring system are:

1. Progressive realization of the human right to adequate food.
2. Focus on vulnerable populations and non-discrimination.
3. Transparency and unlimited access to the methods and data adopted.

4. Emphasis on the universality and indivisibility of rights.
5. Broad social participation.
6. Non-regression of the positive results obtained.
7. Accountability of the sectors that compose Sisan.

120. Constitute an action of PPA in the scope of regulation of Sisan, with the allocation of specific resources and a technical secretariat, including functions and attributions in the National Plan on Food and Nutritional Security to be elaborated by the Inter-Ministerial Chamber. The matrix for selection and analysis of monitoring indicators shall comprise the following dimensions of Food and Nutritional Security:

1. Production and availability of foods.
2. Income and living conditions.
3. Access to food and consumption tendencies.
4. Health and access to health services.
5. Nutritional profile of population groups according to various criteria (income, age, ethnic-racial characteristics).
6. Access to education.
7. Public policies and programs related to Food and Nutritional Security.
8. Food safety regarding chemical residues and nutrients.

121. Articulate the creation of the Monitoring System of Sisan with the strengthening of the Special Commission for Monitoring Violations of the Human Right to Adequate Food of the Council for the Defense of Human Rights (Ministry of Justice) and with the strengthening of the Food and Nutrition Surveillance System — Sisvan (also the Sisvan for indigenous people). The monitoring will aim at continuously obtaining information on the nutrition conditions of the population and on the factors that influence them, providing a basis for the decision-making on the part of those responsible for policies, planning, and management of programs related to the improvement of the standards of food consumption and nutrition conditions.

122. Propose and secure physical and financial resources, through the Inter-Ministerial Chamber, for the continuous development of research, especially population-based sample surveys related to the diagnosis of Food and Nutritional Security in the country. Among the surveys, it is interesting to point out: the National Household Sample Survey (Pnad/IBGE), with emphasis on the supplementary investigation into Food Security conditions; National Household Budget Survey (POF/IBGE); agricultural and cattle raising census (IBGE); Quilombola Census (Fundação Cultural Palmares – Palmares Cultural Foundation); National Research on Health and Nutrition (PNDS); National Research on the Impact of Salt Iodization in Brazil (PNAISAL) and National Research on School Nutrition. In addition, propose that sample surveys take into consideration ethnic characteristics (for instance, indigenous peoples), or other forms of social organization (for example, traditional communities), populations that are currently excluded from sample surveys.

123. Guide the creation and the structuring of systems in subnational spheres of the Federation, in accordance with the guidelines for the decentralization of Sisan, seeking to create mechanisms, on the part of the Federal Government, to stimulate and induce states and municipalities to carry out their actions. The responsibilities of the many government spheres must be clearly defined so that their relationship with the policies and programs that ensure rights is not fragile. It is equally important to provide for mechanisms for the accountability of managers. The financing sources of PNSAN and the budget for Food and Nutritional Security originate from budgets of all states, municipalities, the Federal District and the Federal Union.

Sisan is responsible for potentializing municipal and state policies on Food and Nutritional Security, strengthening the vocations of each government sphere.

124. Incorporate the promotion of the inter-sectorality of Food and Nutritional Security and the exigibility of the human right to adequate food at local level (covenant, agreements, and other instruments of partnership or financial transfer among government spheres). In addition, states and municipalities must be induced to observe the institutionality required.

125. Potentialize state and municipal policies on Food and Nutritional Security, strengthening the vocations of every government sphere, taking into account the legislation in force and articulating the initiatives among the spheres. Besides the decentralized implementation of federal finalistic programs and the specific responsibilities of states and municipalities provided for in law, subnational actions on capacity building in Food and Nutritional Security and in Human Right to Adequate Food should be fostered as well as the articulation of actions involving different municipalities and supramunicipal social networks.

126. Stimulate the creation, in states and municipalities, of secretariats concerned with the Food and Nutritional Security of black populations, with budgeting, human, technical and logistical resources. These bodies must be structured in a way that guarantees their presence within black communities of a higher vulnerability in terms of Food and Nutritional Security. This institutional space will primarily aim at investigating and remedying the historical food insecurity affecting Brazil's black populations. It will also seek to propose, promote, coordinate, watch, supervise, monitor, guarantee and demand Food and Nutritional Security for black populations. These secretariats shall play the role of interlocutors of all sectors.

127. Secure, during the process of regulation and implementation of Sisan, the participation of the civil society as well as the interaction among CONSEA and other councils and commissions, especially those which deal with actions and policies directly related to Food and Nutritional Security in areas such as work, income, human

rights, rural and territorial development, sustainable development, social assistance, and traditional communities and peoples.

128. Create mechanisms, in the implementation of Sisan, which guarantee a progressive incorporation of the dimension of the promotion of the human right to adequate food in the planning and execution of public policies carried out by institutions composing the system.