



ORIGINAL ARTICLE

Public Policies in Food and Nutrition's Area: Background to "Zero Hunger" (Fome Zero).**Zieli Marcolino de Melo¹; Angela Maria Caulyt Santos da Silva²; Débora Dummer Meira³; Álvaro Armando Carvalho de Moraes⁴; Maria Diana Cerqueira Sales⁵**

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KeywordsPublic Policies;
Nutrition Programs and Policies; Food and Nutrition Security**Abstract.**

Public policies aim to promote citizenship and access to social rights. It is the duty of the State to correct inequalities, guaranteeing access to social rights. The objective of this article is to identify Public Policies in the area of food and nutrition as a background for "Zero Hunger". Therefore, a bibliographic research was performed in articles and periodicals indexed in electronic bases. The goal of National Food and Nutrition Policy (NFNP) is to promote and protect the human right to health and food. The National Food and Nutrition Security Policy (NFNSP) also promote safety, food and nutrition, as well as ensuring sufficient quantity and quality of food. Together with them, there is the "Zero Hunger" aiming at the fight against hunger, poverty and social exclusion, offering the population access to adequate food, aiming at effective action of food policies.

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Content:

INTRODUCTION

The theme of public policies has gained space and has been enlarged since the 1980s, when debates on new ways of managing the public budget intensified. This happened because, since then, policies were adopted to minimize financial expenditures in the public sector, in addition to seeking budgetary balance, especially in countries that faced recurrent inflationary problems^{1,2}.

The objective of Public Policies is to ensure the social rights of individuals, who often fail to supply them, for access to these rights is not equal among populations due to economic, political and social inequalities^{1,3}.

Among Public Policies, the National Policy on Food and Nutrition (NPFN) and the National Policy on Food and Nutrition Security (NPFNS) are the ones that stand out the most, with relevance to human health area, in the food and nutrition sector. These policies are articulated aiming at better conditions of food, nutrition and health for the Brazilian population, ensuring the human right to adequate food⁴ throughout the national territory⁵⁻⁷.

"Zero Hunger" is the main strategy for the implementation of these policies, since, among other specialties of promoting access to food security, it aims at the implementation of the guidelines and norms established by NPFN and NPFNS. In addition, it brings the policies from the theoretical field to the practical field through the implementation of actions developed in an applicable and effective manner, aiming at the achievement of the objectives determined by the policies, integrating efforts of various governmental sectors and civil society⁸.

Therefore, the objective of this work was to present the policies involved in the field of food and nutrition (NPFN and NPFNS) and the "Zero Hunger" strategy for implementing these policies and achieving their objectives.

METHODS

A bibliographic survey of articles from periodicals and national theses and dissertations, indexed in the following electronic databases, was realized from December 2014 to Aug / 2015: Scopus, Web of Science, SciELO, Bireme, Lilacs and Thesis Portal Capes and government sites (to research legislation pertinent to Food and Nutrition Security). Combinations of keywords and descriptors were used as a search strategy on Hunger; Food and nutrition security; Food and Nutritional Insecurity; Human Right and Adequate Food.

Food and Nutrition Public Policies and Food and Nutrition Security

Public Policies are intended to promote the economic development of the places where they are implemented. The public policy theory divulges the correlation between the state, politics, economy and society, as these policies reflect and influence the economic field and the social environment¹. Public Policies are in a cycle in which they are established, implemented, monitored and evaluated, allowing their improvement⁹.

Gelinski and Seibe⁹ argue that "Public policies are governmental actions determined to solve certain public needs" which have as their principle for their elaboration, the human needs which after being discussed and contested are transformed into human rights so they can be secured^{2,10}.

Public policies seek to remedy the needs portrayed, mainly, by a portion of society

that is in a situation of greater risk and social vulnerability and, therefore, has a greater amount of demands. Populations do not have equal access to social rights, and this is due to economic, political and social inequalities¹.

Elias and Scotson¹¹ argue that the more "powerful" (established) groups perform social control over disadvantaged groups (outsiders) by imposing the status of second-class on them. In this way, they are considered inferior human beings, whose rights are denied to them.

Social inequalities may be understood as the way in which wealth and income are distributed among the social strata of the population of each country and how these inequalities are intensified by the capitalist system of production. In this way, the problem does not only consist in the need to increase wealth production, aiming at advances in the population's living conditions, but also in the unequal way in which wealth and income are distributed, depriving a portion of individuals of this access^{3,12}. Understood as a social model, these inequalities exclude this portion of the population and gradually alienate the ideals of equality, through economic and cultural globalization¹³.

Therefore, it is the state's duty to correct inequalities and exclusion, guaranteeing all people universal access to their social rights, including the portion of the population that is economically and socially disadvantaged. In order to achieve this goal, public and social policies are established, which seek to promote civil, political and social citizenship, since they are understood as a set of rights progressively guaranteed to the individuals who make up the society^{3, 14, 15}.

Among Public Policies, policies focused on food and nutrition are highlighted by their wide discussion, because the meeting nutritional needs through the intake of

nutrients in adequate quantities provides individuals with well-being and health and the guarantee of a healthy and sufficient diet. Moreover, it is a right enshrined in the 1948 Universal Declaration of Human Rights which states that "Everyone has the right to a standard of adequate living for himself and for his family which assure them health and well-being especially with regard to food, clothing, housing, medical care [...]"^{16,17}.

National Food and Nutrition Policy (NFNP)

National Food and Nutrition Policy (NPFN) is the most important public policy in the field of Food and Nutrition. Created in 1999, it is the first document that increases the topic of food and nutrition visibility in the national context. It has as a purpose to articulate the participation of civil society, to establish guidelines and implement programs. The objective of NPFN is to respect, promote and protect the human right access to health and food throughout the national territory¹⁸⁻²⁰.

NPFN intends to promote healthy eating practices and life habits, prevent and control food problems and nutritional bases, ensure food access quality to society, stimulate intersectoral actions, and monitor the nutritional conditions of the population²⁰.

Ten years after the implementation of this policy, it underwent a reformulation in order to get an improvement. This way, it became a reference point for the confrontation questions present in the field of food and nutrition that involves the Unified Health System (UHS)^{21,22}.

This policy was updated in 2011 through Ordinance 2,715, turning its attention to the guidelines established in the UHS, joining the other health actions that compose the attention networks,

prioritizing basic care as an orientation of these actions. Its focus has been on the surveillance, promotion, prevention and integral care of diseases related to food and nutrition^{6, 23}.

Thus, NPFN is also guided by the principles of universality, integrality, equity, decentralization, regionalization, hierarchy and popular participation which constitute the doctrinal bases of UHS. Its principles are: food as an element of health practices humanization, respect for diversity and food culture, individuals' autonomy strengthening, social determination, interdisciplinary and intersectoral nature of food, nutrition and food security, as well as nutritional status with sovereignty^{6, 24, 25}.

The Organization of Health Care is the first guideline with the objective to meet more effectively the demands of people affected by diseases or diseases related to poor diet, attending the different needs of each age group, each individual in his particularity and each specific population group. Therefore, we seek to improve actions based on food and nutritional condition diagnosis, through food and nutritional surveillance that leads to the identification of the assistance priorities of the individuals in each territory according to the risk criteria, their vulnerability and their food and nutritional profile⁶.

The second guideline deals with the Promotion of Adequate and Healthy Food, composed of a set of strategies that point out to improve quality of life through dietary practices that respect the biological and socio-cultural aspects of individuals and communities and that use the environment in a sustainable development way. These strategies include food and nutrition education, food regulation, support for the creation of institutional environments that encourage adequate and healthy nutrition. This guideline proposes to reduce food and nutrition problems, such as overweight and obesity, and

associated chronic diseases, through intersectoral actions, including popular participation^{6, 25}.

The Food and Nutrition Surveillance, the third guideline of NPFN, is constituted by the periodic description and by the status of population food and nutritional conditions and their determinants. For this reason, it brings together surveillance actions in health services and gathering of information from health information systems, population surveys, scientific production and nutrition calls, which are cross-sectional surveys which generate studies on food and nutrition. These have the Food and Nutrition Surveillance System (FNSS) as their main tool used to collect data to monitor food patterns and nutritional status of individuals, which will serve to determine actions related to health promotion and nutrition and to plan nutritional care^{6, 25}.

Food Management and Nutrition defines is the fourth guideline that defines the creation of strategies that rules processes, procedures and management flows related to the organizational situation, leading to formulations, implementations and monitoring of food and nutritional actions. These actions should encompass federal, state, district, and municipal spheres and enable interagency partnerships. Planning, monitoring and evaluation of these actions should be constantly improved. It also should be acknowledged that NPFN has an international cooperation relationship mainly with the MERCOSUR countries, Latin America and the Caribbean, along with the United Nations⁶.

The fifth guideline of NPFN, Participation and Social Control, emphasizes that the popular presence is essential for the creation of actions and health plan, taking into account that the population is the most knowledgeable of social needs. It is understood that the management of NPFN and health should be decentralized and

intersectoral, involving the participation of other sectors. Popular participation should be provided with deliberative power and / or consultative character, expressing themselves through Health Councils and Conferences in all spheres of government, in appropriate spaces for debates, such as forums, congresses and seminars, and discussions broadened by the Intersectoral Committees on Food and Nutrition (ICFN) and by the National Council for Food and Nutrition Security (NCFNS) ⁶.

The sixth guideline addresses Workforce Qualification through the development of qualification strategies for health professionals focusing on nutritional care; offering them: continuing education, access to social security and labor rights, training feasibility and guarantee of career deployment. The issues addressed should be of relevance to these professionals specifically, producing their autonomy. The association of managers with training institutions is an action that promotes this qualification, aiming at the execution of projects, extensions and researches, as well as the partnerships with the Collaborating Centers of Food and Nutrition (CCFN), which qualify the health professionals in Food and Nutrition ^{6, 20}.

Research, Innovation and Knowledge in Food and Nutrition, the seventh guideline, discusses ways to produce instruments and evidence for the implementation and improvement of NPFN actions. To do this, it uses health information systems, mainly FNSS, and population-based surveys that must be carried out respecting territorial, ethnic and population divisions in order to identify social phenomena. It is necessary to seek the development of methodologies and instruments to manage, execute, monitor and evaluate the actions of NPFN, and the Collaborating Centers in Food and Nutrition (CCFN's), which are technical and scientific inter-institutional

collaboration equipment, is a means for that ^{6,20}.

The eighth guideline defines Food Control and Regulation, for NPFN recognizes that is the responsibility of all governmental and social spheres to provide food free of biological and sanitary contamination and with nutritional and technological quality to the population, from the beginning of its production to its distribution. For this reason, there should be control of productive chains through sanitary surveillance, monitoring advertising and propaganda of food, which should be clear and objective, and nutritional labeling of food regulation, for that to be a source of information to consumers ^{6,20}.

The last NPFN guideline, Cooperation and articulation for Food and Nutrition Security, includes the gathering of intersectoral forces to guarantee the FNS, with articulation between different governmental sectors and institutions. It also includes NPFN's interrelations with the National Food and Nutrition Security Policy (NPFNS) and other economic and social policies, as well as interaction with UHS and SISAN, with actions directed to: the evolution of the health of inserted families in programs of income transfer, articulation with actors who work with agricultural production, distribution, supply and trade of foods, incentive to healthy eating in institutional environments, joint work to the sectors of education and socio-assistants, and articulation with sanitary surveillance ⁶.

National Policy on Food and Nutrition Safety (NPFNS)

The National Policy on Food and Nutrition Security (NPFNS), instituted in August 2010, by Decree 7.272, which regulates Law 11,346, is a policy of great relevance in the field of food and nutrition, which seeks access for all Brazilian people adequate food. It also aims to promote food

and nutritional security and to ensure the human rights of food in sufficient quantity and quality to maintain the health of the entire national population. 12, 28. In addition, it is a strategy that encompasses the governmental sectors, and its instances, the social control carried out by the population, and the articulation of the actions of Food and Nutrition Security (FNS) ²⁶.

The main concept of SAN adopted in Brazil, according to the Organic Law of Food and Nutritional Security (LOSAN) is the:

[...]realization of the right of all people to regular and permanent access to quality food in sufficient quantity without compromising access to other essential needs, based on health promoting food practices that respect cultural diversity and that is environmental , culturally, economically and socially sustainable²⁷.

For this reason, the NPFNS, seeking the FNS guarantee, establishes 8 guidelines. In its article 3 explains one of these guidelines that guide the elaboration of the National Plan of Food and Nutritional Security (NPFNS), such as: promotion of everyone's access to adequate and healthy food; creation and maintenance of food production, extraction, processing and distribution systems in a sustainable and decentralized manner; permanent implementation of food and nutrition education actions, and research in this field; expansion of food and nutritional security actions to all traditional communities including *quilombos*, indigenous and agrarian settlements; strengthening of safety, food and nutritional actions at all levels of health care; promoting the access of all population to quality water in sufficient quantity; support for the promotion of food and nutritional sovereignty, food and

nutrition security and the human right to adequate food, with international reach; and monitoring of human right access to adequate food^{7, 23, 28}.

The National Plan for Food and Nutrition Security (NPFNS), Decree 7.272, which sets the parameters for its formulation, defines goals and initiatives for the promotion of food and nutritional security, determining to each organ and government entity their respective responsibility for the actions and programs focused on the NPFNS ^{24, 29}.

NPFNS is a planning tool that defines the objectives, challenges, guidelines, goals, time needed, and those responsible for FNS actions and programs, focusing on the use of available public resources and budgets. It is a tool used to carry out the planning, management and execution of the NPFNS, defining concrete goals for its accomplishment, aiming to materialize the policy guidelines in a given period, going from the field of theoretical discussion, to practice, working intersectorially^{30,31}.

The Article 19 of this Decree establishes certain obligations of NPFNS, such as: presenting analyzes of the food and nutritional security situation at the national level; multiannual plan and lasts for four years; solidify the programs and actions that seek to meet the NPFNS guidelines, defining their goals, priorities and financial needs; define the responsibilities of government bodies and entities participating in **SISAN** and their forms of integration and cooperation; insert territorial and intersectoral strategies focusing on the needs of the population, prioritizing the diversity of groups in situations of social vulnerability; determine forms of monitoring and evaluation; and every two be revised according to the guidelines of the Interministerial Chamber of Food and Nutrition Security (ICFNS) and the

National Council of Food and Nutrition Security (NCFNS)^{7,31}.

Article 22 defines the themes that should be addressed by NPFNS policies, programs and actions, such as: provision of food to people at risk of food vulnerability (students, workers, etc.); direct transfer of income; education activities aimed at food and nutrition security; assistance to individuals with specific nutritional and nutritional deficiencies; fostering family farming and encouraging urban and peri-urban production; supply and formation of government stockpiles with food derived from family agriculture; price control structures, guaranteeing minimum prices for food derived from family farming; accessibility to land; use and sustainable management of agro-biodiversity, together with its conservation; healthy food and nutrition practices; health surveillance; quality water for consumption and use in production; presence of assistance and international and South-South humanitarian cooperation, aimed at food and nutrition security; and SAN guarantee for indigenous peoples, *quilombolas* and traditional peoples and communities^{7,32}.

The NPFNS, which was institutionalized in 2011, with legality from 2012 to 2015, is a multidimensional FNS monitoring system, incorporated by more than 40 programs and actions³³.

Zero Hunger Strategy

The main programs and actions, instituted in 2003, are implemented through the Zero Hunger Strategy and seek to reduce and eradicate hunger and poverty in NPFN and NPFNS. They are the government's main strategy for orienting socioeconomic policies and combating hunger and misery^{34,35}.

Carlos Alberto Libânio Christo, Frei Beto, one of the main creators and leader of the strategy as well as a militant in several

social movements³⁶, defines the Zero Hunger as: "a policy of social insertion, for which, more important than distributing food, is to generate income, work, rescue self-esteem and citizenship. Emergency actions are not discarded, because 'hunger cannot wait'"³⁷.

Graziano da Silva, main coordinator of 'Zero Hunger' in 2003, argues that the program was created to fight against hunger and social exclusion, through the expansion of existing programs articulated with the productive sector³⁸. 'Zero Hunger' was created as a 'program' that later became a 'strategy' that was incorporated as the articulation axis of the ministerial discourse³⁹.

The US Food Stamp program, which emerged after the 1930s, was an inspiration for 'Zero Hunger'. The US program helped low-income population to gain access to food through the distribution of coupons. In the year 1960, President Kennedy converted the aid program into a federal program in which beneficiaries paid by the stamp a value commensurate to their financial resources. By the end of the 1990s, approximately 20 million people had already benefited, showing the good results of the program^{40,41}.

The "Zero Hunger", designed by the NGO "Instituto da Cidadania" between 2000 and 2001, and at the time led by the future president Luiz Inácio Lula da Silva, became the flagship of his government when he became the President of Brazil^{42,43}. In the meantime, the program was planned and discussed for years, before its actual implementation, and it had the integrated participation of specialists in the food safety area; governmental spheres, with the various existent public policies with an inter-ministerial articulation; and also with the participation of civil society⁴⁴⁻⁴⁶.

In 2003, year of its creation, 'Zero Hunger' was administered by the Extraordinary Ministry of Food Security and Fight against Hunger (EMFS) under the coordination of José Graziano da Silva. In 2004, when this ministry was extinguished, the task of managing Zero Hunger became part of the Ministry of Social Development and Fight against Hunger (MSD)^{12,45, 46}.

'Zero Hunger' differs from other previous programs, which presented their performance in isolation, since it was structured through the articulation of existing policies, programs and actions^{47, 40}. Although 'Zero Hunger' is managed by the MSD, it integrates the action of various ministries; the Ministries of Agrarian Development stand out in its implementation; of Environment; of health; of Cities; of Science and Technology; of Communications; of development; of Industry and Foreign Trade; of Justice; of Mines and Energy; and the Ministry of Tourism^{46,48}. In addition, 'Zero Hunger' integrates the work of all governmental spheres (municipal, state and federal), besides including the participation of civil society⁴⁶.

The involvement of several sectoral ministries in the 'Zero Hunger' favors the performance of their activities^{12,49}. Besides, its activities are related to the field of inter-sectoriality, which is understood as the articulation of many technical knowledge and experiences, adopting a rational decision in the management process, seeking joint work and dialogue between different programs knowledge, projects and technical teams; bringing an interrelationship between the different policies⁵⁰. 'Zero Hunger' has popular participation in its control, society has the right and duty to supervise the actions developed, suggest changes and formulate new actions⁵¹.

The fight against hunger, misery and social exclusion is the main objective 'Zero Hunger' program, which allows the population access to adequate food and promotion of citizenship; the access to rights, aiming at the promotion and effective action of the policies of Food and Food Security, strengthening this discussion in public agenda^{41,42,51}. Its focus is on the low-income population with greater difficulty in accessing food. As a result, a network of social promotion and protection was created, aiming not only at FNS, but also at social assistance and income transfer, in order to seek social inclusion^{47,48,52}.

Zero Hunger program plan offers three levels of action: structural, emergency or specific, and local policies. Structural policies are pointed at modifying the individuals living conditions through changes and improvements in economic levels, income distribution and the labor market, by combating thus the causes of hunger and poverty. The emergency or specific policies propose to avoid, immediately, the lack of food, prioritizing the low income population, through actions that increase the supply of food as well as the population access to this food. Finally, local policies are developed by analyzing the particular conditions of each region, with the participation of local administrations (state and municipal governments) and of the civilian population to define actions^{40,43}.

'Zero Hunger' is formed by many actions and programs divided into four axes that articulate and act together to achieve the same objectives: Broadening Access to Food (Axis 1), Strengthening Family Agriculture (Axis 2), Promotion of Generation of Income (Axis 3) and Articulation, Mobilization and Social Control (Axis 4)^{35,43, 45,53}.

Axis 1 includes programs and actions for income transfer, food and nutrition and

access to information and education. Axis 2 aims to strengthen family farming, as it is the largest agricultural area and is the most important food supplier for the domestic market. Axis 3 empowers individuals so that they can seek their own means of subsistence, in order to insert them into the labor market, through social and professional qualifications, solidarity economy and microcredit for small producers, thus encouraging the economy. Axis 4 aims to integrate civil society into social programs and policies^{8,54}.

Within Axis 1 (Access to Food), there is the Bolsa Família Program, which works with the direct transfer of income, considered the main program of the strategy that unifies existing government income transfer programs⁵⁵. This program benefits families living in poverty and extreme poverty throughout the country. These families must be registered in the Cadastro Único (CadÚnico), a database that provides information for all federal programs, and the amount received by each family will depend on their size, the age of their members and their income. This social assistance benefit receipt is linked to the fulfillment of its conditionalities^{41, 56, 57}.

Bolsa Família was created in 2004 to unit access to minimum rights, such as health, education and social assistance; to combat hunger by promoting food and nutrition security, thus combating poverty; to grant not only a benefit for the reduction of poverty and social exclusion, which sometimes makes assisted families dependent on programs, but also to provide them with resources to achieve their emancipation as well as to promote intersectoriality in its actions and among all spheres of government⁵⁸⁻⁶⁰.

Axis 1 consists of the following feeding programs: the National School Feeding Program (NSFP), the distribution of Vitamin A and Iron, programs that guarantee food to specific population

groups, the promotion of Food and Nutrition Education, the implementation of the System Food and Nutrition Surveillance (SFNS), and finally, creation of the Worker's Feeding Program (WFP)^{8,54}.

NSFP is a program that provides adequate food for students of a public network throughout the national territory, meeting their nutritional needs during their stay in school. The distribution of Vitamin A is offered to puerperal and children from 6 months to 5 years, from endemic areas, the distribution of iron happens for children from 6 to 18 months, pregnant and puerperal. In addition, fortification with iron and folic acid in all commercial wheat and maize meal after 2003 was relevant for coping with anemia^{8, 61, 62}.

The distribution of food to specific population groups is aimed at the transfer of food. This transfer is done with the objective of providing emergency food for families who are experiencing food insecurity, who have difficulty in producing or acquiring food due to long processes of social exclusion. In addition, it also serves groups in situations of public calamity, such as: *quilombola* communities and *terreiros* (meeting places for Religion Syncretism), families affected by the construction of dams, families of fishermen, population of municipalities that are in an emergency and / or public calamity. Food and Nutrition Education seeks to establish healthy eating habits through actions that promote Food and Nutrition Security^{63,64}.

SFNS is a set of actions that monitors the nutritional status of the population through data offered to the Unified Health System (UHS), identifies and demonstrates health and nutrition trends, as well as the population's food insecurity scenario. The WFP seeks improvements in the nutritional conditions of workers, especially the low-income ones, by

providing meals to them in their workplace^{65,66}.

In Axis 1, are the local and regional Food and Nutrition Security Networks, such as: Popular Restaurant, Community Kitchens, Fairs, Urban Agriculture and Food Banks. Popular Restaurants sell ready-made, nutritionally balanced and affordable meals to those who eat outside the home, especially those of the most vulnerable social classes, thus guaranteeing their dignity. In the Communal Kitchens, meals are produced and marketed, or donated, to low-income people, serving more than 100 individuals per meal, at least 5 days a week^{54,67,68}. Free-Trade Fairs offer income opportunities to the small family farmer, since make it possible to market their productive surplus as well as offer the population access to food at lower costs. Urban Agriculture refers to the cultivation of vegetables and the raising of small animals in backyards, along the banks of streets and balconies. And finally, food banks, into partnership with the food sector or with civil society collect and distribute to entities food that is fit for consumption⁶⁹⁻⁷¹.

Last, in Axis 1, there is the water supply program, by means of cisterns which are built for the Brazilian semi-arid population, in order to store rainwater⁷².

Within Axis 2 (Strengthening of Family Agriculture) is the National Program for Strengthening Family Agriculture (NPSFA). It is a credit program with subsidized interest, focused on family agriculture, which gives priority to food production. Simultaneously, there is the Food Acquisition Program (FAP) that uses marketing mechanisms to encourage the direct purchase of products from family farmers. Part of the food from family farmers is purchased by the government, for the formation of strategic stocks and distribution to the population in greater social vulnerability. The other part of the

food is acquired by the family agriculture, for the formation of own stocks⁷³.

Axis 3 (Income Generation) encourages the solidarity economy and develops qualification actions of the low-income population inserted in the labor market. The Solidarity Economy, which is in this Axis, comes from the support of popular cooperatives, production and marketing networks, cooperative fairs and solidarity economy. The purpose of this is to promote the strengthening and dissemination of the solidarity economy in the face of integrated policies, seeking development through the generation of work and income with social inclusion. It is the set of economic activities of production, distribution, consumption, savings and credit, which are organized in the form of self-management⁵⁴.

The Social Assistance Referral Centers (SARC) in which families are enrolled are in Axis 4 (Articulation, Mobilization and Social Control). They refer to public units that are part of the Basic Social Protection of the Unified Social Assistance System (USAS) located in the municipalities, working to prevent the occurrence of situations of vulnerability and social risks in the territories, by strengthening family and community ties besides broadening the access to citizens' rights⁷⁴.

FINAL CONSIDERATIONS

It is the duty of the State and the right of the entire population to guarantee access to food and nutritional security, ensuring adequate food, since every individual must have this need fulfilled. And this is a social right of the human being.

Governmental powers own the responsibility to secure this right by means of the formulation of public policies as strategies to meet social demands. To implement this right, NPFN and NPFNS have become milestones, establishing

guidelines which serve as a basis for actions that lead to improvement of population food and nutrition, besides ensuring adequate food.

The creation of 'Zero Hunger' depended on these two policies. The program is the main strategy that implements actions aimed at ensuring that no Brazilian is deprived of access to adequate food. This strategy is broad and has the participation of several actors, among them: all spheres of government (municipal, state and federal); the various sectors and government ministries; civil society and its segments that act through social control, monitoring the actions developed, evaluating them, charging and proposing improvements.

The permanent monitoring and evaluation of the Zero Hunger Program and the public policies for food and nutrition are extremely relevant, since their performance and effectiveness must be observed.

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