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I Duque de Caxias, Brazil, Municipal Plan for Food and Nutrition Security (2017-2020): an assessment based on the public policy cycle

I Plano Municipal de Segurança Alimentar e Nutricional de Duque de Caxias (2017-2020): uma avaliação com base no ciclo das políticas públicas

Abstract

Introduction: The I Plano Municipal de Segurança Alimentar e Nutricional (PLAMSAN, I Municipal Plan for Food and Nutrition Security) is a planning, managing and implementing tool of the Food and Nutrition Security Policy. In Duque de Caxias, RJ, the I PLAMSAN was sanctioned in 2016. **Objective:** To carry out an evaluation of the I PLAMSAN-DC (2017-2020), using as methodological procedures an approximation of the "Public Policies Cycle". **Methods:** Evaluation study using elements of the "Public Policies Cycle" tool based on the following methodological procedures: 1) Document analysis; 2) Literature review; 3) Assessment of achievement of goals based on responses from the secretariats that make up the Intersectoral Chamber for Food and Nutrition Security. **Results:** Among the 42 goals of the Plan, 14.7% were met, 34.1% were partially met, and 51.2% were not met. **Conclusions:** The municipality still does not play an important role in the implementation of a number of food and nutrition initiatives that require financial resources. In addition, there is a need to overcome barriers, especially in terms of achieving intersectorality and of strengthening the structures that make up the food and nutrition security system.

Keywords: Food and Nutrition Security. Municipal Plan for Food and Nutrition Security. Food and Nutrition Security System. Public Policy Cycle

Resumo

Introdução: O I Plano Municipal de Segurança Alimentar e Nutricional (PLAMSAN) é uma ferramenta de planejamento, gestão e implementação da Política de Segurança Alimentar e Nutricional. Em Duque de Caxias, RJ, o I PLAMSAN foi sancionado em 2016. **Objetivo:** Realizar avaliação do I PLAMSAN-DC (2017-2020), utilizando como procedimentos metodológicos uma aproximação do "Ciclo de Políticas Públicas". **Métodos:** Estudo de avaliação usando elementos da ferramenta "ciclo de políticas públicas" com base nos seguintes procedimentos metodológicos: 1) Análise documental; 2) Revisão de literatura; 3) Avaliação do cumprimento das metas com base nas respostas advindas das Secretarias que compõem a Câmara Intersetorial de Segurança Alimentar e Nutricional. **Resultados:** Verificou-se que, dentre as 42 metas do Plano, 14,7% foram cumpridas, 34,1% foram parcialmente cumpridas, e 51,2% não foram cumpridas. **Conclusões:** Observou-se que ainda não há acentuado papel por parte do nível municipal para a concretude de inúmeras ações que necessitam de recursos financeiros. Além disso, verifica-se a necessidade de superação de entraves, sobretudo em relação ao alcance da intersectorialidade e fortalecimento das estruturas componentes do sistema de segurança alimentar e nutricional.

Palavras-chave: Segurança Alimentar e Nutricional. Plano Municipal de Segurança Alimentar e Nutricional. Sistema de Segurança Alimentar e Nutricional. Ciclo de Políticas Públicas.

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INTRODUCTION

The issue of the causes of hunger and of the mechanisms for coping with hunger in Brazil emerged in the early 1930s.¹ When looking at the history of food and nutrition security (FNS) in Brazil, from 1930 to the 2000s, we notice that those were decades of challenges, setbacks and advances until the *Política Nacional de Segurança Alimentar e Nutricional* (PNSAN, National Food and Nutrition Security Policy) was instituted.²

Among the advances, we can highlight the publication of the *Lei Orgânica de Segurança Alimentar e Nutricional* (LOSAN, Organic Law on Food and Nutrition Security), which established the concept of FNS and proposed the set up of the *Sistema de Segurança Alimentar e Nutricional* (SISAN, Food and Nutrition Security System). It should also be emphasized that this law was later regulated by Decree No. 7,272/2010, establishing the PNSAN.^{2,3}

In a pioneering initiative, in relation to the Brazilian municipalities and specifically those of the State of Rio de Janeiro, the municipality of Duque de Caxias, RJ formally joined SISAN in August 2016.⁴ Also in a pioneering way, the *Plano Municipal de Segurança Alimentar e Nutricional de Duque de Caxias* (I PLAMSAN-DC, I Municipal Plan for Food and Nutrition Security of Duque de Caxias) was developed and published, by Law No. 2.818, dated December 27, 2016, to be in effect for a four-year term (2017-2020).^{5,6}

According to the PNSAN² and other institutional norms, the FNS Plan is a tool for planning, managing and implementing the FNS Municipal Policy. In Duque de Caxias the I PLAMSAN-DC expired in 2020, and it is extremely important to evaluate its implementation and its goals achievement.^{5,6}

It is important to emphasize that there are only few published studies, in the form of scientific papers, that have focused on the evaluation of the PNSAN, particularly on the evaluation of the FNS Plan,⁶⁻⁸ mainly using some type of specific methodology in the field of public policy evaluation.^{9,10}

The objective of this article was to carry out an evaluation of the I PLAMSAN-DC (2017-2020), using as a methodological procedures an approximation to the evaluation model called “Public Policies Cycle”.

METHODS

This is an assessment study of the I PLAMSAN-DC (2017-2020),⁵ using the tool “Public Policies Cycle” proposed by Ball & Bowe.¹¹

The I PLAMSAN-DC was developed with a perspective of social, intersectoral and multidisciplinary participation by the municipal sectors that make up SISAN, namely: *Departamento de Segurança Alimentar e Nutricional Sustentável* (DESANS, Department of Sustainable Food and Nutrition Security) – municipal government advisory body for FNS issues; *Câmara Intersectorial de Segurança Alimentar e Nutricional* (CAISAN-DC, Intersectoral Chamber for Food and Nutrition Security) and *Conselho Municipal de Segurança Alimentar e Nutricional* (CONSEA-DC, Municipal Council for Food and Nutrition Security) besides the participation and support of technicians of the municipal departments linked to the FNS and of the *Universidade do Estado do Rio de Janeiro* (UERJ, State University of Rio de Janeiro).⁶⁻¹⁴

During the four-year enforcement period of the I PLAMSAN-DC, CAISAN-DC was made up of DESANS, the *Fundação de Apoio à Escola Técnica, Ciência e Tecnologia* (FUNDEC, Foundation for Supporting the Technical School, Science and Technology) and 11 municipal secretariats, namely: *Secretaria Municipal de Governo* (SMG, Municipal Secretariat of the Government), *Secretaria Municipal de Assistência Social e Direitos Humanos* (SMASDH, Municipal Secretariat of Social Assistance and Human Rights), *Secretaria Municipal de Meio Ambiente* (SMMA, Municipal Secretariat for the Environment), *Secretaria Municipal de Desenvolvimento Econômico*,

Agricultura, Abastecimento e Pesca (SMDEAAP, Municipal Secretariat for Economic Development, Agriculture, Supply and Fisheries), *Secretaria Municipal de Educação* (SME, Municipal Secretariat for Education), *Secretaria Municipal de Saúde* (SMS, Municipal Secretariat for Health), *Secretaria Municipal de Trabalho, Emprego e Renda* (SMTER), (SMTER, Municipal Secretariat for Work, Job and Income), *Secretaria Municipal de Cultura e Turismo* (SMCT, Municipal Secretariat for Culture and Tourism), *Secretaria Municipal de Comunicação Social* (SMCS, Municipal Secretariat for Social Communication), *Secretaria Municipal de Esporte e Lazer* (SMEL, Municipal Secretariat for Sports and Leisure) and *Secretaria Municipal de Fazenda e Planejamento* (SMFP, SMFP, Municipal Secretariat of Finance and Planning)

The I PLAMSAN-DC consisted of 42 goals that were organized into four axes: 1) *Acesso e Monitoramento do Direito Humano à Alimentação Adequada* (DHAA, Access and Monitoring of the Human Right to Adequate Food); 2) Food and Nutrition Education, Research and Training in FNS; 3) Health, Food and Nutrition; and 4) Family Farming, Agroecology, Environment and Water, as described in Table 1.⁵

Chart 1 - Distribution of the 42 goals of the I Municipal Plan for Food and Nutrition Security (PLAMSAN) of Duque de Caxias, RJ (2017-2020), according to axes of action and person(s) in charge of execution.

DESCRIPTION OF THE AXES AND PROPOSED GOALS	IN CHARGE OF IMPLEMENTATION
Axis 1 - ACCESS AND MONITORING THE HUMAN RIGHT TO ADEQUATE FOOD (DHAA)	
Goal 1 - Create a Food Supply Center and Municipal Fish Warehouse	SMTRDE, SMMAAA
Goal 2 - Create a Food Bank	SMASDH
Goal 3 - Monitor public FNS equipment already implemented (Fair, C-CAIC, Community Restaurant) and to be implemented (Food Bank)	DESANS e CAISAN
Goal 4 - Adapt the need for nutritionists and nutrition technicians to meet public health, education, social assistance and agriculture equipment	CAISAN
Goal 5 - Establish a flow of access to information on Policies and Programs to strengthen Family Farming	SMAIC, SMMAAA
Goal 6 - Create an intersectoral plan for the execution and monitoring of <i>Bolsa Família</i> Program conditions	SME, SMS, SMASDH
Goal 7 - Regulate the offer and advertising of food in the municipal education network and in private school units	SME
Goal 8 - Adapt the number of day care centers to the demand of children aged one to four years in the Municipality	SME
Goal 9 - Adapt the number of preschoolers to the demand of children between four and six years of age in the Municipality	SME
Goal 10 - Ensure at least 30% of food purchases from family farming, with local farmers as a priority	SME, SMMAAA, SMTRDE
Goal 11 - Strengthen SISAN at municipal level	DESANS, SMG, CAISAN
Goal 12 - Monitor the Municipality Sports and Leisure Programs that serve people in food vulnerability	SMEL

Chart 1 - Distribution of the 42 goals of the I Municipal Plan for Food and Nutrition Security (PLAMSAN) of Duque de Caxias, RJ (2017-2020), according to axes of action and person(s) in charge of execution. (Continues)

DESCRIPTION OF THE AXES AND PROPOSED GOALS	IN CHARGE OF IMPLEMENTATION
AXIS 2 - FOOD AND NUTRITION EDUCATION, RESEARCH AND TRAINING IN FNS	
Goal 13 - Continuously train professionals from the municipal network in the areas of education, health and social assistance in FNS, FNE, Food Guide for the Brazilian Population, breastfeeding, complementary feeding, SISVAN, obesity management and other priority topics	SME, SMASDH, SMS
Goal 14 - Set up town hall meetings with civil society on FNS, FNE, Agroecology and Food Guide for the Brazilian Population	DESANS
Goal 15 - Foster the implementation of vegetable gardens and orchards in school units	SMMAAA, SME
Goal 16 - Carry out actions aimed at Good Manufacturing Practices and Food Handling in an intersectoral manner	SMS
Goal 17 - Propose the inclusion of the FNE in the Pedagogical Political Project of the school units, prioritizing the Food and Nutrition subject in the School Health Program (PSE)	SME
Goal 18 - Carry out FNE in the Social Assistance and Health units	SMASDH, SMS
Goal 19 - Carry out a diagnosis of Food Insecurity by mapping, in partnership with Universities, all needy communities in the municipality	DESANS
AXIS 3 - HEALTH, FOOD AND NUTRITION	
Goal 20 - Expand coverage of the Family Health Strategy (FHS)	SMS
Goal 21 - Expand the number of Family Health Support Center teams to serve the total existing (FHS)	SMS
Goal 22 - Implement a network to identify children at nutritional risk (malnutrition and obesity), including the C-CAIC	SMS
Goal 23 - Make the Breastfeeding-Friendly Primary Care Initiative the official municipal strategy to encourage breastfeeding in Primary Care	SMS
Goal 24 - Implement two Breastfeeding Friendly Units per year	SMS
Goal 25 - Include the Childhood Eating Disorders Program in the list of priority bidding processes	SMS
Goal 26 - Develop a Municipal Intersectoral Plan to Combat Obesity	SMS, DESANS
Goal 27 - Implement SISVAN in the primary care network	SMS
Goal 28 - Develop a Citizen's Guide for Health Services (with information on all health units, services and programs offered, in addition to forms of access - general flows)	SMS
Goal 29 - Approve the Municipal Health Code	SMS
Goal 30 - Integrate the operation of the Sanitary Surveillance Service with that of Agriculture in favor of the Municipal Inspection Service and the control of Zoonoses	SMS, SMMAAA
Goal 31 - Adapt municipal establishments to the quality standards required by municipal health surveillance	SMS
Goal 32 - Create information channels for the population about purchasing safe and quality food	SMS
Goal 33 - Restructure the Municipal VISA	SMS
AXIS 4 - FAMILY FARMING, AGROECOLOGY, ENVIRONMENT AND WATER	
Goal 34 - Develop a Municipal Plan for Sustainable and Solidary Rural Development, including infrastructure, culture and leisure actions in the rural area	SMMAAA, CAISAN

Chart 1 - Distribution of the 42 goals of the I Municipal Plan for Food and Nutrition Security (PLAMSAN) of Duque de Caxias, RJ (2017-2020), according to axes of action and person(s) in charge of execution. (Continues)

DESCRIPTION OF THE AXES AND PROPOSED GOALS	IN CHARGE OF IMPLEMENTATION
Goal 35 - Realization of a new agreement between the municipality and EMATER	SMMAAA, SMG
Goal 36 - Carry out a rural diagnosis, including production, socioeconomic and environmental data	SMMAAA, CAISAN
Goal 37 - Consolidate and expand the agroecological production of family farming	SMMAAA, CAISAN
Goal 38 - Expand selective waste collection in the municipality, including the rural area	SMMAAA
Goal 39 - Expand the technical staff of professionals in the agrarian area (agricultural technicians, agronomists, forest engineers, veterinarians and zootechnicians)	SMMAAA
Goal 40 - Map the degraded areas in the countryside to propose the development of a recovery program	SMMAAA
Goal 41 - Ensure and monitor the supply and quality of water provided by CEDAE	SMMAAA
Goal 42 - Create an agro-industry in the rural area	SMMAAA

Note: SMTRDE (Municipal Secretariat for Work, Income and Economic Development), SMMAAA (Municipal Secretary of Environment, Agriculture and Supply), SMASDH (Municipal Secretariat of Social Assistance and Human Rights), DESANS (Department of Sustainable Food and Nutrition Security), CAISAN (Intersectoral Chamber of Food and Nutritional Security), SMAIC (Municipal Secretariat for Institutional Actions and Communication), SME (Municipal Secretariat for Education), SMS (Municipal Health Secretariat), SMASDH (Municipal Secretariat of Social Assistance and Human Rights), SMEL (Municipal Secretariat for Sports and Leisure), SMG (Municipal Secretariat of Government)

Source: Elaborated from the I PLAMSAN-DC.⁵

The evaluation of the I PLAMSAN-DC was carried out based on an approximation with the theory of the Public Policy Cycle, which has been used in recent decades in different studies,^{9,10} based on the analysis of the following stages or phases: 1) Perception and definition of the issue; 2) Agenda Development; 3) Policy formulation and decision-making; 4) Implementation; 5) Public policy monitoring and evaluation.

In this article, the steps mentioned above constituted three sections labeled: 1) Definition of the problem, agenda development and formulation of public policy; 2) Implementation of the I PLAMSAN-DC; and 3) Monitoring and evaluation of the I PLAMSAN-DC.

For the development of the study and preparation of the evaluation stages of the I PLAMSAN-DC, the following methodological procedures were implemented: 1) Document analysis; 2) Literature review; 3) Assessment of objectives' achievement based on responses from the municipal secretariats that make up CAISAN.

The literature review consisted in the search and reading of management annual technical reports made available by the secretariats linked to the SAN, the reports elaborated by DESANS, and the minutes of the CONSEA-DC and CAISAN-DC meetings. It should be noted that DESANS action reports are published on the municipality website and delivered to CONSEA-DC, CAISAN-DC and to the mayor, annually, in order to promote transparency and the sharing of local experience.

The literature review was carried out in the Virtual Health Library database, covering the period between 2020 and 2022, as it concentrates most of Brazilian articles that have evaluated the FNS policy. The following

keywords were used: Food and Nutrition Security, Food and Nutrition Security Plan, Health Promotion, Public Policies, Social Participation, Intersectoriality.

In order to assess the achievement of goals, DESANS developed and delivered a specific form to each secretariat that makes up CAISAN-DC containing questions organized according to the actions and goals set out in the I PLAMSAN, with the purpose of identifying the activities completely performed, those partially performed and those not carried out in the 2017-2020 quadrennium. Based on the information provided by the secretariats, the achievement of goals was categorized as being met, partially met and not met. Total compliance was considered when the goal was achieved by all departments involved; partial compliance was considered when part of the initiatives were carried out, or when one part of the secretariats performed the actions and other parts did not, and non-compliance when none of the planned activities were carried out to reach the goal. The achievement of the objectives' review was expressed in total percentage and by the axes of the I PLAMSAN.

Definition of the problem, agenda development and formulation of public policy

The municipality of Duque de Caxias is located in the *Baixada Fluminense*, metropolitan region of the State of Rio de Janeiro. According to the last Census of the *Instituto Brasileiro de Geografia e Estatística* (IBGE, Brazilian Institute of Geography and Statistics), carried out in 2010, the municipality had 855,048 inhabitants, which represented the 3rd largest population among the cities in the State of Rio de Janeiro. In 2020, the municipality estimated 924,624 population counts.¹²

Social inequality among the inhabitants of Duque de Caxias can be verified by comparing the Human Development Index (HDI), which in 2010 was 0.71, considered average, the *per capita* Gross Domestic Product (GDP) of R\$45,490 .61 and the average monthly wage of formal workers of 2.7 minimum wages.¹²

The first records of food insecurity (FI) manifestations in the local population are not recent, as well as the initiatives aiming at FI reversal. As the first information in connection with FNS in Duque de Caxias, it should be noted that in 2001, the Bishop Emeritus Dom Mauro Morelli led a large effort to combat hunger and maternal and child malnutrition, due to the alarming situation of children at nutritional risk and underweight. It was observed that 21% of children under five years of age monitored at the *Unidades Básicas de Saúde* (UBS, Basic Health Units) in Duque de Caxias were at nutritional risk or malnourished. As a result of this effort, units for pedagogical and nutritional care units for malnourished children or at nutritional risk were set up, called "*Creche e Centro de Atendimento à Infância Caxiense* (C-CAIC, Caxias Daycare and Child Care Center)". Currently there are seven units, and it can be said that these were the first FNS equipment in the municipality.^{13,14}

This civil society movement linked to Dom Mauro Morelli involvement in the FNS agenda led the municipality to create, in 2005, two important local organizations: DESANS and CONSEA-DC,^{6,15,16} which contributed to the release of the FNS Municipal Policy.¹⁷

From the institutionalization of this agenda, together with the favorable national scenario – publication of the FNS Organic Law in 2006³ and implementation of several public policies in that period in the national framework –, the municipality sought advancing in ensuring the DHAA of its population, following the national guidelines.²

In this sense, DESANS played a fundamental role as leader of several works, especially in the period from 2009 to 2012, which aimed at knowing the FNS state of the art, that is, to support the understanding of the problem and the development of the FNS agenda. Soon, reports were prepared on public equipment,

programs and actions associated with FNS, with the aim of supporting the secretariats' players involved in their planning and evaluations.^{13,14,18-20}

In addition, between 2009 and 2012, two meetings were held with technicians and managers from the municipal secretariats with the aim of mapping the FNS actions already carried out to contribute to the implementation of SISAN, the FNS Municipal Policy and the development of the I PLAMSAN-DC.¹⁴

Concomitantly, some studies evaluated the FNS situation in the municipality of Duque de Caxias. In this connection the population-based cross-sectional study by Salles-Costa et al.,²¹ with 1,085 families residing in Campos Elíseos, the second district of the municipality stands out. The authors found families with 53.8% food insecurity, of which 31.4% experienced mild FI, 16.1% moderate and 6.3% severe. This means that in part of those families there was the concern that food could run out and in other partseven the experience of a whole day without eating in the last three months.

With the issue defined, there were several attempts to set up an agenda for planning and executing FNS initiatives in an integrated and intersectoral way. However, it was only after joining SISAN, in August 2016,⁴ that the municipality officials realized that the time had come to formulate this public policy, initiating the development phase of the I PLAMSAN-DC, since this was a commitment to be fulfilled within a period of up to one year.¹⁴

The journey until joining SISAN was reported by Marano et al.,⁶ who observed that countless players had gone a long way over seven years (2009-2016), that were marked by a number of challenges, among which the updating of the CONSEA-DC municipal laws and the FNS Municipal Policy.^{22,23}

One instance that was missing to complete the requirements before joining SISAN and which should also be part in the development process of PLAMSAN-DC was created at the end of 2015: CAISAN-DC, which objective is the articulation and integration of bodies and entities of the municipal public administration and civil society connected with the FNS area.²⁴

According to Decree No. 7.272/2010, the Food and Nutrition Security Plan constitutes the main instrument of PNSAN and should be developed based on the proposals arising from the FNS Conferences; a FNS diagnosis that identifies the main demands of the population and the territory; and the FNS-related targets established in the Multi-Year Plan (MYP).²

For the construction of the I PLAMSAN-DC, a few steps were taken: 1) Mapping of FNS actions in the municipality through interviews with key actors from departments and other municipal instances linked to the FNS, scientific articles, information from technical reports prepared and official databases in order to update the definition of the problem; 2) Meeting with members of CAISAN-DC for joint review of the Plans and/or Reports of the Conferences of the Secretariats that make up CAISAN-DC and of the Detailed Expenditure Tables (DET), with the objective of reinforcing the agenda that was already established; and 3) Carrying out three workshops to prepare the Plan with the purpose of supporting the formulation of the public policy itself.¹⁴

This path for the development of the I PLAMSAN-DC and the context analysis were detailed in the article by Morgado et al.¹⁴ After the CONSEA-DC approved the I PLAMSAN-DC, it was forwarded to the municipal mayor and to the City Council, having been decreed and sanctioned under Law No. 2,818, dated December 27, 2016.⁵

All these stages were completed in practically six months, for while the municipality was waiting for the publication of its adherence to SISAN, the mapping of FNS municipal actions and the actual drawing of the I PLAMSAN-DC by DESANS were resumed. The following steps were carried out by CAISAN-DC, by technicians

from the municipal secretariats and by the civil society, who participated in the workshops and defined the priority goals at that time, in addition to CONSEA-DC, which revised and approved the final version of the plan. It should be noted that, together with the municipal government, the context for the implementation of PLAMSAN was favorable, but there was a possibility of changes due to the 2016 elections.¹⁴ On the other hand, the national scenario already showed the dismantling of FNS public policies, after the impeachment of President Dilma Rousseff.^{1,25-27}

Due to the previously reported contextual review, it was decided that the I PLAMSAN-DC would be in force for four years (2017-2020), even though the period is not in line with the duration of the current MYP, which should be revised in 2017 for the period 2018-2022.²⁸

The implementation of the I PLAMSAN of Duque de Caxias (2017-2020)

Public policies are planned and prioritized actions in the public budget. They make available, distribute and/or redistribute goods and services that meet the demands of the population. Their elaboration and implementation, at the time in which the decisions are materialized and what was thought in theory is put into practice, are the responsibility of the public administration (federal, state and municipal), and society must participate in the whole process, from the elaboration, implementation, monitoring and evaluation.²⁹

For the implementation of the I PLAMSAN-DC, the aforementioned process was fulfilled, given that it counted with the involvement of the government, represented by CAISAN-DC, in its different sectors and areas of action, of DESANS and of civil society organized by CONSEA-DC.³⁰

As the first activity after the publication of the law referring to the I PLAMSAN-DC, DESANS technicians widely disseminated this legal rule to government technicians and to civil society, considering the change in the municipal political scenario that had taken place. In view of this, in 2017, the I PLAMSAN-DC was presented at the Duque de Caxias City Council to members of the legislative and executive powers and civil society, with the purpose of continuing the process of intersectoriality between public management and civil society.³¹

Although this release space was considered successful, DESANS technicians, in partnership with CAISAN-DC, observed that it would be necessary to list priorities to be worked on in the four-year period referring to 2017-2020, due to the high number of goals included in the Plan and the resurgence of the FNS agenda after the changes in the municipal and national administrations, which directly and/or indirectly impacted the implementation of the I PLAMSAN-DC. Therefore, during the four-year CAISAN-DC meetings (2017-2020), the implementation of three goals (implementation of a Food Bank, the institution of town hall meetings with civil society on FNS, Food and Nutrition Education (FNE), Agroecology and Food Guide for the Brazilian Population" and the monitoring of public FNS equipment already implemented (Fair, C-CAIC, Community Restaurant).³² In addition, it was expected that each secretariat that made up CAISAN-DC would use the I PLAMSAN-DC to guide its internal plans and, hence, contribute to the achievement of its goals.

In connection with the national political scenario, it is important to note that the National CONSEA was extinguished on the first day of President Jair Messias Bolsonaro's in office, on January 1, 2019.³³ According to Castro,²⁵ the extinction of CONSEA is of concern in a scenario of economic crisis together with a fiscal austerity policy, marked by the dismantling of social policies and the stagnation or worsening of indicators sensitive to the degradation of living conditions (growing infant mortality, interruption of the process of income reduction and race inequality, growing unemployment and poverty, among others). In addition, the extinction of CONSEA weakened the functioning of SISAN and jeopardized the DHAA guarantee processes.^{26,34}

Still in relation to the national political context, it is relevant to note that in recent years there has been a reduction in the number of public notices for the implementation of FNS equipment. Examining the website of the former Ministry of Social Development, it was observed that between 2013 and 2018 there was the opening of some public notices regarding FNS that focused, for the most part, on supporting the States for the implementation and consolidation of SISAN, improvement of FNS policies, modernization of food banks and supply centers. However, there was no significant opening of notices for the implementation of FNS equipment. A similar scenario was observed between 2019 and 2020 on the website of the Ministry of Citizenship, in the Social Development section. This significant reduction in the number of notices has an impact on the outlining of FNS policy and the assurance of the rights of the most vulnerable population segments.³⁵

This reduction had a direct impact on the implementation of FNS equipment in Duque de Caxias, given that during this quadrennium no new equipment was opened in the municipality, which also did not consider own resources in its budget. Thus, the municipality continued with a state community restaurant opened in December 2001 and closed in June 2017, the *Feira Popular da Agricultura Familiar* (FPAF, Popular Family Farming Fair) opened in 2013 and the C-CAIC units in 2003.³⁶ In the municipal framework, it is important to highlight that CONSEA-DC and CAISAN-DC were maintained.

Monitoring and evaluating the I PLAMSAN-DC(2017-2020)

Decree No. 7,272/2010 defined criteria for the elaboration of the FNS Plans that seek to establish a relationship with the MYP of all governmental instances, be accountable for the situation of the FNS and allow the actual revision of the FNS plans, based on monitoring processes and assessment. In addition to normative aspects, the Plans must contain goals that foster the implementation of the FNS concept adopted by Brazil.²

Regarding the normative aspects defined in the SISAN legislation, it should be noted that the I PLAMSAN-DC was not in force for the term corresponding to the municipality's MYP's and did not present the budgetary bonds to the proposed targets. However, the I PLAMSAN-DC presented priority goals, complied with the analysis dimensions of the FNS situation, defined those accountable for the execution of the goals and proposed mechanisms for their monitoring.⁵ Therefore, this Plan can be considered adequate in relation to the rules set forth in the PNSAN.²

In the MYP 2018-2021, the budget forecast for FNS initiatives was for the creation of the Municipal FNS Fund, administrative expenses of CONSEA/DC, maintenance of DESANS and new FNS equipment – which were not implemented in Duque de Caxias.²⁸ In other words, even with the publication of the I PLAMSAN-DC, it was not possible to carry out a discussion seeking to align the new MYP with the established FNS goals.

As described in Table 1, the I PLAMSAN-DC contemplated 42 goals.⁵ The inclusion of this number of goals can be expected, given that the proposition of this document was totally innovative for the people involved in this work and for the municipality. Comparing the two FNS National Plans, it is observed that the IFNS National Plan (2011-2015) was composed of 330 goals³⁷ and the II PLANSAN (2016-2019), by 144 goals.³⁸ According to Oliveira et al.,³⁹ this difference in the number of goals can be attributed to the process of refinement of the analyses that, in the II National Plan, occurred in a more systematic way, meeting the demand to support the setting up of priorities and strategic goals for FNS.

It is important to emphasize that in the years when the I PLAMSAN-DC was in force, the 42 goals were discussed in different spaces, such as at CONSEA-DC, at CAISAN-DC and at the 9th and 10th Municipal FNS

Conferences, with the main objective of listing the priority actions of the FNS policy in Duque de Caxias among the total set of goals.^{14,31}

Over the four years of validity of the I PLAMSAN-DC, CAISAN-DC focused its attention on three goals that will be briefly discussed below.

Because in 2016 the municipality was contemplated with a parliamentary amendment funds for the implementation of a Food Bank, CAISAN prioritized goal 2 of axis 1 – Create a Food Bank⁵ (Table 1). However, the difficulty in complying with the requirements established for the implementation of this equipment made its implementation unfeasible.²⁸

Goal 14 contained in axis 2 – “Instituting town halls for debates with civil society on FNS, FNE, Agroecology and Food Guide for the Brazilian Population” (Chart 1) – was also listed by CAISAN-DC, based on the identification of the need to communicate the subject to the population, still with little visibility, and for the low cost and governance of the group in carrying it out. During the four-year period of the I PLAMSAN, DESANS and other government and civil society partners’ held courses, conversation circles, workshops and the preparation of educational materials with the aim of fulfilling this goal.^{32,40,41}

For goal 3 of axis 1 – “Monitor FNS public equipment already implemented (Fair, C-CAIC, Community Restaurant) and to be implemented (Food Bank)” (Table 1) –, FPAF and C-CAIC units were monitored. The monitoring of the FPAF took place in the meetings of the Management Group, composed of street markets and government representatives. As for the C-CAIC units, as they are the first FNS equipment in the municipality and because they serve children at nutritional risk or malnourished, actions were carried out from the preparation of a booklet for families with information on public equipment available in Municipal Secretariats – Health, Education, Social Assistance and Human Rights and from FUNDEC –, holding workshops for food handlers and other professionals involved in care and intersectoral meeting fostered by the *Conselho de Alimentação Escolar* (CAE, School Feeding Council) and CONSEA-DC, to discuss public policies in the C-CAIC units.^{32,40,41}

It is important to highlight that, due to the deactivation of the *Restaurante Popular de Duque de Caxias* in 2017, as a consequence of the crisis faced by the State of Rio de Janeiro,⁴² this Community Restaurant was not monitored. This FNS equipment was reopened in March 2021, especially due to the increase in FI with the Covid-19 pandemic.⁴³ The food bank was also not monitored, since it had not been set up.

In addition to the goals agreed upon at the CAISAN-DC meetings, the secretariats in Duque de Caxias also carried out actions in relation to the FNS policy that enabled the total or partial achievement of the I PLAMSAN-DC objectives. This was confirmed with the application of the forms for evaluation of the Plan. In Table 2, the analysis of the fulfillment of the goals of the I PLAMSAN-DC according to the four axes mentioned above is presented. Based on the analyses, a high percentage of non-compliance was observed for axes 3 and 4; partial compliance for axes 1 and 2; and compliance for axis 2. As a general result, we point out that 51.2% of the targets were not met, 34.1% were partially met and only 14.7% were met.

Table 2. Analysis of compliance with the I PLAMSAN-DC goals according to its axes.

AXIS	ACHIEVEMENT OF GOALS			TOTAL
	FULFILLED _n (%)	PARTIALLY FULFILLED _n (%)	NOT FULFILLED _n (%)	
I - Access and Monitoring of Human Rights to Adequate Food (DHAA)	0	7 (58.3)	5 (41.6)	12
II - Food and Nutrition Education, Research and Training in FNS	2 (28.5)	3 (42.8)	2 (28.5)	7
III - Health, Food and Nutrition	3 (21.4)	3 (21.4)	8 (57.2)	14
IV - Family Farming, Agroecology, Environment and Water *	1 (12.5)	1 (12.5)	6 (42.8)	8
TOTAL	6 (14.7)	14 (34.1)	21 (51.2)	41

*A goal without information.

It is important to point out that SMMAAA, SMS, SME were the secretariats accountable for the highest number of goals achieved in the I PLAMSAN-DC. In addition, we can observe that all the goals associated with the construction or implementation of some FNS public equipment (food supply center and municipal fish warehouse, agroindustry, food bank, breastfeeding-friendly units) were not met in the quadrennium 2017-2020 by the secretariats in charge. It was also observed that most of the goals for which the SMS and SMMAAA were responsible were not met, especially with regard to actions associated with the situational diagnosis of FI, mapping of rural areas, rural program for sustainable rural development, agreement with the Technical Assistance and Rural Extension Agency (EMATER), adaptation of professionals (agrarian and nutrition area) to serve the different secretariats, expansion of agroecological production and selective waste collection, purchase of at least 30% of family farming products, implementation of breastfeeding friendly units, inclusion of a program for attention to eating disorders in childhood among the priorities in purchasing processes, implementation of a municipal program to combat obesity, preparation of a health services guide for citizens, approval of the municipal health code, among others.

It can be observed that most of the actions that were fulfilled or partially fulfilled by the secretariats were those that brought together low cost, feasibility and governance of the actors involved. Thus, the following made progress: the monitoring of already implemented public equipment (FPAF, C-CAIC), the implementation of town hall meetings with civil society on FNS, FNE implementation of vegetable gardens, actions aimed at good manufacturing and food handling practices, carrying out FNE activities, and implementing a network to identify children at nutritional risk.

Although the FNS agenda requires articulated and convergent public policies among sectors and instances of dialogue capable of overcoming the barriers of sectoral policies, it is observed that the non-fulfillment of more than half of the goals of the I PLAMSAN-DC can be partially explained by the difficulty of technicians from the Duque de Caxias municipality in carrying out the work in an intersectoral and institutionalized manner, due to the low understanding regarding the FNS policy and the lack of budget forecast in the MYP of the goals described in the I PLAMSAN-DC.

Regarding intersectionality, Casemiro et al.,⁴⁴ in a study carried out in Duque de Caxias municipality which objective was to present nutritionists' experiences in FNE activities developed in the last ten years in Duque de Caxias schools, found that the experience of intersectionality occurs within the scope of integration between people – civil servants with insertions in different spaces in the same secretariat or in different secretariats. However, the authors emphasized the importance of moving towards a more effective institutionalization of those partnerships.

Regarding the low understanding of FNS policy by the technicians in the municipality of Duque de Caxias, Burity et al.⁴⁵ highlighted that the insurance of rights with emphasis on FNS, comes from the understanding of all technicians and civil servants who work in government programs. Therefore, having this premise fulfilled, especially among CAISAN-DC members, becomes essential to promote engagement in the execution of PLAMSAN. It is necessary to point out that the beginning of the validity of the I PLAMSAN-DC was marked by the entry of new members in CAISAN-DC who were not aware about the FNS policy. Even with the development of these people in relation to the subject and its regulations, it was observed during the term of the I PLAMSAN-DC that there were numerous new beginnings due to the change of members of this instance.

In addition, it is extremely important to insert in the budget allocations for the performance of the objectives established in the Plan. The MYP is a management tool that aims to organize and make public action feasible, defining the set of government policies, as well as the budget and resources needed to achieve these goals.⁴⁶ Thus, it enables the institutionalization of FNS programs as permanent public policies within the municipality.

As previously discussed, the time of preparation of the I PLAMSAN-DC was different from that of the MYP in the municipality of Duque de Caxias. Therefore, this issue made it impossible to insert the budget allocation for the goals established in the Plan.^{5,47} Machado et al.⁷ highlighted the importance of linking the FNS Plan to the MYP and having a specific fund for the FNS policy. According to the authors, the lack of budget allocation was considered an important limitation for the implementation of the policy due to the impossibility of the Plan being part of the public accounts agenda. It is relevant to emphasize that adequate budgetary resources would be important to map situations of social vulnerability, establish FI indicators, implement projects and programs and monitor FNS actions.

FINAL CONSIDERATIONS

The assessment of the I PLAMSAN-DC was a very important step towards clarifying the structuring, standardization and implementation processes of the goals. It should be noted that this assessment at the municipal level is quite innovative, especially due to the attempt to use and/or approach the "Public policy cycle" method.

Regarding the implementation of the I PLAMSAN-DC 42 goals, it was observed, with the analysis of the priority goals by CAISAN-DC and the responses of the secretariats, that, actually, there was a move towards their fulfillment. However, it was found that failure to meet more than half of the targets revealed the need to overcome barriers, especially with regard to strengthening SISA's component structures, achieving intersectoriality and providing/using an adequate budget allocation for the execution of the program goals.

It is important to point out that the I PLAMSAN-DC development and implementation process can be considered pioneering and successful by players involved in the FNS agenda of other Brazilian municipalities and states, given that not all Brazilian states have their FNS Plans published, and that the rate of municipalities

that have adhered to SISAN is still low, especially in the current framework of dismantling public policies that directly impact the FNS Policy.

It is noteworthy that sharing the information included in this article can help other states and/or municipalities in their implementation processes of the FNS policy and preparation of their FNS Plans. In addition, this assessment is extremely important to assist in the preparation of the II PLAMSAN-DC, which is under development.

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Marano D, Joia I e Morgado CMC worked in all stages from the conception, analysis, interpretation of the data, writing and revision of the final version of the article; Vasconcelos FAG participated in the stage of conception, interpretation of the data and final revision of the article.

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