

Challenges to the implementation of the food and nutritional security policy in the municipality of São Paulo

Desafios à Implementação da Política de Segurança Alimentar e Nutricional no Município de São Paulo

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Resumo: O artigo explora a implementação das metas 2.1 e 2.2 dos Objetivos de Desenvolvimento Sustentável (ODS) da Organização das Nações Unidas entendidas como equivalentes à implementação das políticas de Segurança Alimentar e Nutricional (SAN), no município de São Paulo, utilizando como referencial teórico o tripé estratégico de Mark H. Moore. O trabalho utiliza duas estratégias metodológicas: a análise de documentos públicos e a aplicação de questionário aos integrantes da Comissão Municipal ODS e suas Câmaras Temáticas. A partir dos dados coletados, as autoras analisam três pontos: a inclusão do tema da SAN na agenda de políticas públicas, sendo percebida enquanto valor público a ser perseguido pela administração municipal; as fontes de legitimação e apoio da SAN no município de São Paulo e, por fim, a capacidade operacional da Prefeitura de São Paulo para garantir a efetivação da SAN. Conclui-se que: a política de SAN se configura como valor público, dada a sua presença nos principais instrumentos de planejamento municipal; há tímida legitimidade e apoio ao redor do tema, conferida principalmente pelos cidadãos e a Prefeitura enfrenta desafios de estrutura, de processo e de sustentação de resultados na implementação da política de SAN, apesar dos envolvidos avaliarem positivamente as capacidades municipais.

Palavras-chave: Segurança Alimentar e Nutricional; Município de São Paulo; Objetivos do Desenvolvimento Sustentável

Abstract: The article explores the implementation of targets 2.1 and 2.2 of the Sustainable Development Goals (SDGs) of the United Nations, understood as equivalent

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to the implementation of Food and Nutritional Security (FNS) policies in the city of São Paulo, using as a theoretical framework the Mark H. Moore's strategic tripod. The work uses two methodological strategies: the analysis of public documents and the application of a questionnaire to the members of the Municipal SDG Commission. From the collected data, the authors analyze the inclusion of FNS in the public policy agenda, being perceived as a public value to be pursued by the municipal administration; the sources of legitimacy and support of FNS in the city of São Paulo and, finally, the operational capacity of the City of São Paulo to guarantee the effectiveness of FNS. It is concluded that: FNS policy is configured as a public value, given its presence in the main instruments of municipal planning; there is timid legitimacy and support around the issue, mainly conferred by citizens and the City Hall faces challenges of structure, process, and sustaining results in the implementation of the FNS policy, despite those involved evaluating positively the municipal capacities.

Keywords: Food and Nutritional Security; São Paulo City Hall; Sustainable Development Goals

1. Introduction

This article examines the challenges of enabling the Food and Nutrition Security (FNS) policy of the São Paulo Municipality (PMSP). According to Brazilian law, "food and nutrition security consist of the realization of the right of everyone to regular and permanent access to quality food, in sufficient quantities, without compromising access to other essential needs" (Act No. 11,346, 2006).

The institutionalization of FNS by PMSP took place through Act no. 15,920, 2013, which defined the municipal components of the National Food and Nutritional Security System (SISAN). In subsequent years, the city has made progress in drafting management arrangements and including actions aimed at promoting FNS in the 2017-2020 target program. However, the theme left the public policy agenda in the programmatic review of the target program 2019-2020.

In recent years, PMSP has progressed with the institutionalization of the 2030 Agenda for Sustainable Development Goals (SDGs). The commitment, formalized by Act 16.817/2018, established the SDGs as guidelines for municipal public policy, providing opportunities for an extensive movement of government agencies for its implementation, including SDG 2 - Zero Hunger and Sustainable Agriculture.

This article analyzes the perspectives and capabilities for the implementation of SDG 2, more specifically the municipal targets 2.1 and 2.2, which address the FNS theme, with an emphasis on nutrition indicators and aspects of adequate access to food.

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Public documents were reviewed, as well as an analysis of qualitative and quantitative data from a public consultation on the topic conducted by the Participate + Platform. In addition, a survey on targets 2.1 and 2.2 was also applied to the members of the Municipal SDG Commission and the participants in the theme rooms.

In order to support the analysis, Moore's strategic triangle is used, which summarizes the requirements for successful strategies in the public sector in three pillars: the definition of public value, the creation of legitimacy, and support and operational capacity (Moore, 2000).

This model was chosen as the benchmark for the analysis, as it directs attention "upwards", by looking at the political environment from which public bodies are given authority to act, and "outwards", by examining what the external demand for value creation is, and finally, by looking inward to verify the operational capacity of public organizations (Moore, 2000).

The article examines these three pillars sequentially: 1) public value, defining and contextualizing the public issue that motivated the inclusion of FNSs in the São Paulo public policy agenda; 2) examine the current status of sources of legitimacy and support for the theme, by analyzing the participation of civil society in the public consultation of the 2030 municipal agenda; and 3) the capacity of the City Hall to structure, process and maintain the results of the FNS policy, based on the perception of the actors involved in the Municipalization process of the 2030 Agenda.

From the analysis of the collected primary and secondary data, in the light of Moore's strategic triangle, this article aims to show that the FNS policy in the city of São Paulo is configured as a public value, given the presence thereof in municipal planning instruments; assesses the extent of legitimacy and support around the issue, provided mainly by citizens, and shows that the actors involved in the tracing of the 2030 agenda in the municipality of São Paulo, believe that the PMSP mostly has the necessary capabilities for the implementation of FNS, despite identifying challenges in terms of structure, process and sustained results.

2. Public value - Food and nutrition security in the agenda for public policy in the city of São Paulo and institutionalization of the theme

In 2013, the city of São Paulo (PMSP) began institutionalizing FNS policy as a public issue. According to the municipal administration communicated in the 1st

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PLAMSAN, this process involved civil society in the drafting of a bill (Inter-Secretariat for Food and Food Safety [CAISAN-Municipal], 2016, p. 39).

Approved, municipal law no. 15.920/2013, stipulates that the municipality must take the necessary measures to guarantee the human right to adequate food (DHAA) and FNS of its population. In addition, it established the municipal components of SISAN, namely: The Municipal Conference on Food and Nutrition Safety (CMSAN); the Municipal Council for Food and Nutrition Safety of São Paulo (COMUSAN-SP); and CAISAN Municipal.

After the FNS policy was institutionalized, the city hall joined the National Food and Nutrition Security System (SISAN) and built its first FNS plan for the period 2016-2020 (Bógus; Lins & Ribeiro, 2019). In addition to the institutional framework created specifically to address the issue, the history of FNS inclusion in the São Paulo targeting program is essential to understanding the configuration of the issue as a public value to be pursued by City Hall.

When preparing the goal program³ 2017-2020, 2017-2020, a municipal planning tool, the City Hall, to promote the health of the population and reduce deaths due to Chronic Non-Communicable Diseases (NCDs), is considering the appointment of nutritionists. The justification for inclusion was the worrying data on CNCDs in early age groups and the unmistakable link between healthy eating habits and longevity⁴.

However, the initiative represents only one of 433 action lines. Although limited to one action, it was sufficient to leave the organization of information on the nutritional health of the population of the municipality as a legacy, which can serve as a basis for monitoring the state of FNS in the population of São Paulo, although limited to the dimension of nutrition indicators⁵.

³ The targeting program is a mandatory management tool that by modifying n. 30, of 2008, of the Municipal Organic Law of São Paulo, and must be submitted within 90 days after the start of the administration of a mayor with the priorities and strategic actions, with quantitative objectives, for each area of the Municipal Administration and sub-prefecture. The preliminary version is submitted for popular consultation and after popular participation, a final version is published. It is the document that registers the most important concrete obligations of the administration throughout the management cycle.

⁴ According to the World Health Organization [WHO] (2018), unhealthy diet is one of the four most important risk factors for non-communicable diseases. In the latest issue of the State of Food and Agriculture, the FAO emphasizes that healthy diets in all forms protect against malnutrition, but it also increases the increasing difficulty in accessing healthy diets due to price problems: the global rise in the price of healthy diet was about 7.9% worldwide. In Latin America, the increase was 6.8% (FAO, 2021, pp. 25-26).

⁵ The Food and Agriculture Organization of the United Nations (FAO) conceptualizes food insecurity in four dimensions: supply, access, utilization, and the stability of the three dimensions mentioned over time. Supply refers to the productivity of food and thus the availability of food from the point of view of supply.

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The regular social participation on the subject of FNS proved that the city's planning tools need to be treated more properly. In the final version of the target program 2017-2020, a goal was set to meet the demands that came from social participation: target 37 which was aimed at improving "São Paulo's position on the food insecurity map (InSAN map) from medium to low".

Goal 37 sought to consider actions provided for in the Municipal Food and Nutrition Safety Plan (PLAMSAN), to change from medium to low food insecurity in São Paulo on the InSAN map. It is noteworthy that the InSAN map⁶ measures primarily nutritional indicators: deficiency in height and weight in children under 5 years of age, accompanied by Bolsa Familia program. Information on per capita income, access to water, and sewage are also used to determine the level of food insecurity in the federal units in this study.

Based on the InSAN map, it is estimated that in the municipality of São Paulo there are 50 128 families - about 200 512 people, corresponding to 1.6% of the total population - in a situation of food insecurity and an average level of food insecurity.

Data from the InSAN map indicate that attention should be paid to the theme in the municipality. First, because the main indicators of the study capture the physical-biological consequences of a more aggravated state of food insecurity. If Radimer's reading of hunger is seen as an individual and collective phenomenon, management within the family and with increasing deterioration, in which the most severe stage of hunger already affects the children of the household, the InSAN card reveals the size of

Access is from the point of view of affordability of prices charged in the market and how accessible it is to people. The use is consistent with the practices of preparation, distribution and variety of food in the home environment and its effect on the appropriate intake of nutrients and energy. It is understood that through CNCND data as motivation and the monitoring of nutrition indicators systematically, the SMS measures the physical-biological effects of the use dimensions and access to food.

⁶ The InSAN Map, Mapping Food and Nutritional Insecurity is a study developed and published in 2016 (reference year 2014) and 2018 (reference year 2016) by the Interministerial Chamber for Food and Nutritional Security - CAISAN with the aim of helping families and individuals identify what was in food and nutritional uncertainty, based on data from the Cadastro Único and the National System of Food and Nutritional Surveillance - SISVAN. The study classifies levels of food insecurity on a vulnerability scale with the following grades: Very low, low, medium, high, very high. The criteria for defining each of these levels are not currently included in the federal government portal. Published data, as well as available information on the methodology, can be obtained at: <https://aplicacoes.mds.gov.br/sagirmsps/portal-san/artigo.php?link=15>

the extremely afflicted population due to food insecurity⁷. However, the study variables do not capture psychosocial aspects of hunger, as in the EBIA or FIES-SM survey⁸.

Other reasons that are urgently needed are the limitation of the studied public and the dimensions evaluated to define food insecurity so that the diagnosis underestimates the total number of people who need FNS and DHAA public policy in São Paulo. With the adoption of an interdisciplinary framework for understanding food insecurity by Kepple and Segall-Corrêa (2011)⁹, it is understood that participation in social programs reduces the vulnerability to food insecurity. Therefore, the target audience of the InSAN map has access to an important household determinant to alleviate food insecurity¹⁰.

Given the considerations on the reference used by the PMSP, it can be understood that target 37 of the São Paulo Objective Program 2017-2020 meets the demands of civil society in a timid and limited manner. Considering other references to the underserved population, as well as to other family arrangements, aspects of food culture, race, employment, among other determinants, may lead to a broader and more complete treatment of the problem. with a greater number of goals and actions.

In addition to being limited, the space conquered in the public policy agenda in 2017 was lost in 2019 when the programmatic review of the Objectives Program for 2019-2020 was published. The version revised by Mayor Bruno Covas of the municipal

⁷ This understanding of food insecurity as a progressive process comes from the studies by Radimer (1992 as cited in Ministry of Social Development [MDS], 2014) for the effect of the Cornell indicator, which measures psychosocial aspects of food insecurity, and was a reference forerunner for the development of the Brazilian scale of food insecurity (EBIA). The progress of food insecurity, according to Radimer, starts from a stage in which the quality of household food loss occurs, which worsens when there is also a quantitative loss of access to food without affecting the children in the household, to a more serious state stage in which minors experience hunger is understood here as a lack of or a lack of food intake from the calorie or quantitative point of view, from which consequences for nutrition indicators can be felt.

⁸ The FIES -SM surveys (an acronym for Scale of the Food Insecurity Experience Scale - Research Module) and EBIA (Brazilian Scale of Food Insecurity) are psychometric scales used by the FAO and IBGE respectively to address subjective and behavioral aspects of the experience of insecurity to measure food. These are questions that measure the presence of concern about the lack of food among family members and the behavior of hunger management as a household phenomenon, such as skipping meals or reducing the variety of foods eaten.

⁹ Still, on the multidimensionality of this phenomenon, Kepple and Segall-Corrêa (2011) present a conceptual model of the determinants of food insecurity that encompasses 25 aspects at the macroeconomic, local, and household levels. The interdisciplinary framework proposed by the authors understands that the definition of food insecurity based on anthropometric indicators hides political, economic, and cultural factors on a macro-scale - global scenario - and on a micro-domestic scale - and ultimately the reality in which hunger occurs, ignore. even without physical-biological consequences.

¹⁰ However, the InSAN map does not contain the reality of households without minors or with minors older than 5, as well as the priority of anthropometric indicators, the lack of weight and age, which measures the physical-biological effects that do not always occur in situations of food insecurity.

planning for the biennial did not participate popularly, and in this version, FNS is not mentioned.

The institutionalization of FNS as a public value for the PMSP takes place through specific tools to address the issue, such as Act 15.920 and PLAMSAN, and through the inclusion of targets related to the issue in the target program, an important instrument of commitment by the administration municipality on deliveries to be made within a management period.

This chapter reveals a background in which civil society took a stand on the issue when there was an opening for it and was crucial to the acceptance of the issue as a public value on the PMSP's agenda as, in recent history, it was the only occasion that there was no participatory process that the subject did not enter the policy agenda.

The adoption of the 2030 Agenda in the city of São Paulo was open to social participation and therefore offered civil society an opportunity to express itself again on FNS, in a public consultation during 2020, within the scope of SDG 02. Data from this public consultation allows accessing the current status of public demand on this matter and thus assess the legitimacy and support of society for the problem. The next chapter will therefore address this pillar from the data point of view.

3. Legitimacy and support for FNS public policies in the municipality of São Paulo

Legitimacy and support are understood as the sources of authority of the public power to act after the fulfillment of a mission, which generates public value. These sources include citizens, elected representatives, interest groups, and the media that together form an authorizing environment (Moore, 2000, p. 197).

This aspect is relevant to the financial sustainability of public organizations, as legitimacy and support must be sufficiently widespread and strong to justify the priority of an agenda and the management of financial resources to the extent necessary to deliver public value. This is because government organizations need to persuade the regulatory environment to generate revenue.

In this section, a diagnosis of the current state of support for FNS policies is made, taking into account the citizen as a role player in the empowerment environment that gives legitimacy to a public value. This analysis focuses on data from the public consultation of the municipal agenda of 2030, which was carried out by the town hall in the second half of 2020, with an emphasis on proposals for targets 2.1 and 2.2.

3.1. Data analysis of Participe+

The Municipal SDG Commission, with the participation of 16 civil society organizations¹¹, took office in July 2020 and dedicated itself in the second half of 2020 to the municipalization of UN goals for municipal reality. Between October and November 2020, the targets and indicators proposed for the Municipal 2030 Agenda, including the ones of SDG 02, were submitted to public consultation through the Participe + platform.

As described in previous sections, in the history of FNS the participation of civil society was the key to the inclusion of the topic on the PMSP's agenda. The results from the public consultation enable us to analyze a current source of interaction with civil society in São Paulo, the primary source of legitimacy and authority of public representatives of the government. Table 1 presents the proposals that the PMSP makes in the public consultation for the 2030 municipal agenda for targets 2.1 and 2.2 that deal directly with the FNS:

Table 1: Proposed objectives for SDG 02 - Zero Hunger and Sustainable Agriculture

Municipal target 2.1: End hunger by 2030 and ensure access for all people, especially the poor and people in vulnerable situations, including children, to safe, nutritious, and adequate food during the year.
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Municipal objective 2.2: By 2030, reduce chronic and acute malnutrition and accelerate obesity in children under five years of age, and meet the nutritional needs of pregnant women and infants under six months.

This approach to data is grounded on the interpretation that the legitimacy and support needed to support public action not only requires people to express themselves in favor of a certain policy or criterion but that this manifestation has the power to influence policymakers. The literature on the subject points to the asymmetry of information between individual and collective actors in the public arena and the organizational costs

¹¹According to the Diagnosis of Indicators for Monitoring the SDGs in São Paulo (City Hall and São Paulo, 2020), the civil society organizations represented in the municipal committee on SDGs are Liga Solidária - Liga das Senhoras Católicas van São Paulo; OAB - São Paulo Division - 93rd Pinheiros Division; Ciclocidade - Association of Urban Cyclists of São Paulo; Association of Explorers of Brazil - São Paulo Region; Abrinq Foundation for the Rights of Children and Adolescents; Instituto Siades - Environmental Information System for Sustainable Development; Sustainable Cities Institute (Rede Nossa São Paulo); Akatu Institute; Institute of Architects of Brazil (IAB-SP); Eccaplan - LTDA for Sustainable Development Advice; Article 19 of the association; State Union of Students of São Paulo (UEE -SP); Federal University of São Paulo (UNIFESP); Center for Studies Research Documentation in Healthy Cities (CEPEDOC); University of São Paulo (USP); United Metropolitan Colleges (FMU).

that allow time for well-informed participation as limiting factors for the influence of policytakers on policymakers (Secchi, 2014, pp. 140-143).

Therefore, in a participation process that takes place online and allows the reception of individual asynchronous collaborations, without interaction with other participants in civil society or representatives of the government, there is a scenario of:

- relatively low organizational costs, as citizens can adjust participation at their convenience in terms of personal hours and access to devices and the internet
- of relatively high information asymmetry, given the breadth and variety of themes in the 2030 Agenda and the variation in complexity between objectives and indicators.

As there were no opportunities for the dissemination and equalization of information, it is believed that the volume of absolute and relative contributions would be the key factor for public agents to see and recognize the FNS theme's legitimacy and to increase its priority in the public policy agenda.

The structure of the Participate + Public Consultation of the Municipal 2030 Agenda data analysis seeks the magnitude and extent of the legitimacy and support that civil society provides about the FNS policy. The quantity and content of the proposals for the SDG targets 2.1 and 2.2 are analyzed, and how this information compares with the involvement of the population with other themes of the 2030 Agenda.

In the model proposed by City Hall, citizens were able to respond to the municipal proposals for the 2030 Agenda and its characteristics - indicators and numerical targets. For each feature, the citizen was given a set of options: Maintain, Maintain and make new suggestion, Review, Remove, Remove and make new suggestion.

The consultation was conducted in two blocks¹² and gathered 8,606 contributions from civil society in São Paulo. Among them, 86.3% were interactions of consent to maintain the proposal and 11.6% were review requests. The "Maintain and make new suggestion" option corresponds to 1.8% of the interactions, followed by the options "Remove" and "Remove and make new suggestion", which together make up 0.3% of the interactions.

These results indicate that the consultation participants agree with the proposals of the city hall. Among the differences of opinion, proposals for revision prevailed,

¹² The first block was between 10/21/2020 and 11/03/2020, and the second block of the consultation took place between 11/09/2020 and 11/22/2020. The results are available at: <https://participemais.prefeitura.sp.gov.br/legislation/processes?filter=past&page=1#process-list>

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especially about the "2030 Target for the indicator", with 53.1% of the indications for change. The most important factor of disagreement between the government and the concerns of civil society is therefore the magnitude of the ambition to achieve the quantitative targets.

Still, in the overall results of the public consultation, there was a 13.1% engagement rate with the content proposed by the PMSP, with a total of 1,130 proposals submitted by 39 participants. Consultation participants could limit themselves to choosing one of the standardized responses, a case called 'Interaction', or become more actively involved, and suggest an alternative text for the trait they wanted to change. In this case, the participation was classified as 'Suggestion'. Therefore, the engagement rate corresponds to the percentage of proposals qualified as suggestions, which requires a more active attitude in preparing a counter-proposal to the government.

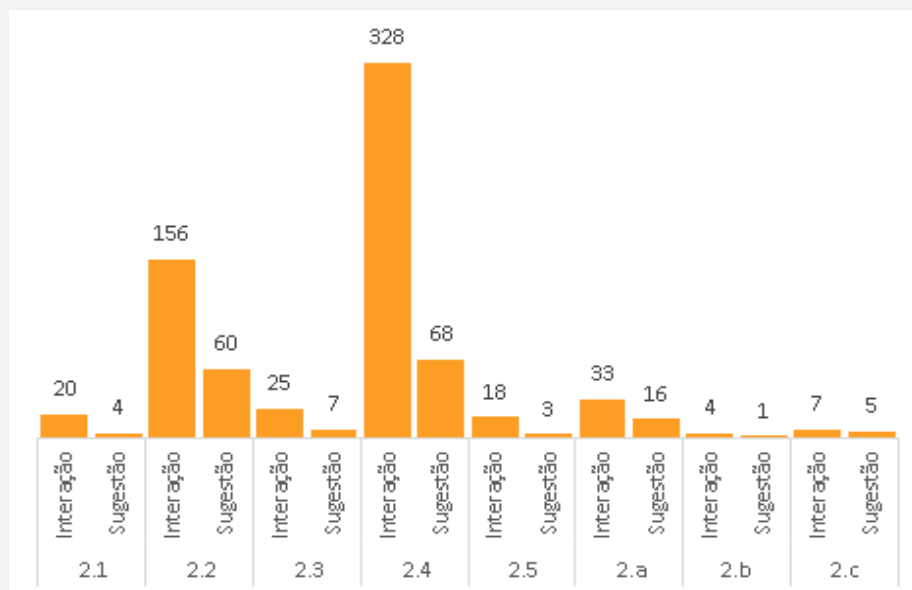
SDG 02 is one of the goals with the greatest participation and involvement of citizens in the public consultation: there was a rate of 94 interactions per target of SDG 2, 81% above the overall average observed in the public consultation.

The targets related to SDG 02 correspond to less than 5% of the objectives submitted for the consultation, but it yielded 20% of the total proposals. There were 755 interactions, of which 164 proposals, an engagement rate of 21.8% for SDG 02¹³, compared to an overall engagement rate of 13.2% for the other goals of the 2030 Agenda.

Graph 1 shows the total of interactions, separated between standardized interactions and original suggestions for each of the objectives of SDG 02.

Graph 1: Number of interactions and suggestions per SDG objective 02

¹³ Within SDG 02, there are a greater number of interactions with targets 2.2 and 2.4. Target 2.1, which is within the scope of our FNS analysis, had only 24 iterations. Target 2.4 deals with sustainable forms of food production and the following text was brought into public consultation: "By 2030, 60% of the agricultural properties in the municipality will promote satisfactory agro-environmental practices, sustainable nature, promote the maintenance and/or repair of ecosystems and local biodiversity, with gradual improvement of soil and soil quality, and strengthening the municipality's resilience to the challenges of climate change."



In the qualitative analysis of the involvement of participants with targets 2.1 and 2.2, there is a greater agreement between the citizens with the proposal of the municipal administration for targets 2.1. In total, 71% of participants chose to retain the goal as originally proposed. Among the 29% who expressed disagreement, two suggestions were made: the inclusion of the word “healthy” in the target text and the extension of the target for the proposed indicator, without any specific quantitative suggestion¹⁴.

In the case of target 2.2, 74% voted in favor of the City Hall proposal, a number slightly higher than target 2.1. However, when the participants expressed disagreement, it was much more important than those identified for target 2.1.

Requests for revision of the goal description include a request for the eradication of malnutrition and the acceleration of obesity, rather than the reduction proposed in the original text, as well as suggestions to include the mention of school nutrition policy as a way to achieve the goal to reach.

Among the proposals to link school meals to target 2.2, there were requests to favor the purchase of food from local family producers, eliminate industrialized products and offer organic school gardens to provide the public-school network.

¹⁴Following the inclusion of the proposed change, the target 2.1 in the municipality of São Paulo became: “End hunger by 2030 and guarantee access for all people, especially the poor and people in vulnerable situations, including children, to safe, healthy, nutritious, and adequate food throughout the year.”

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Also in target 2.2, citizens manifested for the expansion of the goal and the target audience. It is suggested that teens be included in addition to children, as well as to maternal health and breastfeeding conditions as part of efforts to achieve this goal.

However, the participation promoted by the two consultations does not indicate that it affected the PMSP's position concerning the municipal objectives for the 2030 agenda for the implementation of the FNS. Among the proposals for targets 2.1 and 2.2, 13% were accepted. All proposals for target 2.2 were rejected.

Through the standardized responses, the municipal administration mostly considered the original proposal more compatible with the 2030 Agenda and/or with the current possibilities of the PMSP. Table 2 below gives an outline of the justifications for forwarding the proposals by the residents.

Table 2: Analysis of the reactions of the São Paulo City Hall to the public consultation

Answer	Justification	Target 2.1	Target 2.2
Proposal not included	The original proposal was more compatible with the global objective and/or with the current possibilities of the municipality	0%	76%
Proposal not included	Not accepted, but can be considered in the action plan for the implementation of the agenda	0%	24%
Included proposal	The proposal was added to the original proposal	67%	0%
Included proposal	The proposed proposal had already been included in the original proposal	33%	0%

Given the background analyzed in this section, it is possible to confirm that there are sections of civil society that are actively participating in areas for consultation and deliberation on FNS policy. On all occasions, civil society has mobilized around the issue. The analysis of Participate + confirms this statement, as the averages of interaction and involvement in SDG 02 were significantly higher than the overall average.

Even if it succeeds in making itself present and visible, it is not possible to say that the mobilization of civil society is strong enough to gain broad recognition and the intensive allocation of resources to the policy according to the needs to implement, not

justify the population. In the 2030 Agenda Public Consultation, it was a group of 39 people who worked out proposals¹⁵ for objectives and indicators of the SDG 02.

4. Operational capacity for FNS implementation in the city of São Paulo

According to Mark Moore, operational capabilities include the resources needed to generate public value. These resources include both the improvement of management structures and the administrative processes and monitoring systems used to achieve the desired results, either directly or through partnerships.

In the same vein, the United Nations Development Program (UNDP) has developed a framework that addresses the key challenges to consolidating operational capacity for the implementation of the SDGs in the public sector and, in a structured way, identifies key resources and skills that: must be strengthened to overcome these challenges. Three categories of challenges facing governments are highlighted:

- **Structural challenges:** indicate the need to implement institutional reforms and strengthen internal governance capabilities.
- **Process challenges:** indicate that it is necessary to change the allocation of resources or the design of services and public policies.
- **Outcome challenges:** indicate that it is necessary to create, strengthen or improve indicators and data systems for monitoring actions.

4.1.FNS structural challenges in the city of São Paulo

The municipal components of SISAN: CMSAN, COMUSAN-SP and CAISAN-Municipal are the main management structures for the implementation of SDG 02. It is linked to the Municipal Secretariat for Economic Development, Labor and Tourism (SMDET), in addition to the extremely recent, it does not seem sufficient to meet the challenge of promoting FNS in São Paulo.

This is because, under challenges affecting particularly vulnerable people, they are classified as 'complex problems, as they are multidimensional phenomena, can benefit from intersectoral alternatives, understood as implementation arrangements with

¹⁵The Participate + system does not count the total number of participants involved in the consultation - that is - who voted on the available options. It is possible to count only the participants who made suggestions, as it was necessary to register the username registered in the system. The number of 39 people involved in the SDG theme therefore only counts these users, but it is possible that more people are interacting with the goal.

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articulation between different types of government and non-government actors, through integrated approaches¹⁶, as long as it is properly implemented¹⁷.

CAISAN-Municipal, implemented by decree no. 55,868, of 23 January 2015, is the body responsible for the articulation between the secretariat that has an interface with the FNS theme for the proposal and implementation of public policies. SMDET is responsible for the chairmanship of CAISAN-Municipal, also composed of the municipal secretariat of Government; Health; Human rights and citizenship; Sub-prefecture; Green and Environment and Development and Social Assistance.

However, despite the existence of the structure, the information is available on the SMDET website¹⁸ indicates a demobilization of this intersecretariat articulation space. In 2018, the meetings took place bi-monthly; in 2019 there are no records of meetings. In 2020, there were only two meetings in the first semester that focused primarily on the strategies the administration adopted to mitigate the effects of the Covid-19 pandemic. In the past 12 months, there have been no board meetings.

Recently, the FNS policy has been given another management space, the Municipal Committee SDG - Joint Collegiate Body of a consultative and consultative nature, which has a very inter-secretarial composition and is responsible for its implementation of the Municipal Program for the Implementation of the 2030 Agenda, including SDG 02. It remains to be seen whether the new structure will overcome the structural challenges of implementing the FNS policy in the municipality of São Paulo.

4.2.FNS process challenges in the city of São Paulo

CAISAN (2016) defined six guidelines¹⁹ for the implementation of FNS in the city of São Paulo, based on the Pluriannual Plan (PPA) that was in force during the

¹⁶ The concept of intersectoral arrangements is polysemous, but the authors have chosen the interpretation of Roberto Rocha C. Pires in the context of the introduction of the book *Implementing Inequalities: Reproduction of Inequalities in the Implementation of Public Policies* (2019).

¹⁷ It is noteworthy that these benefits only appear if intersecretariat articulation is properly implemented, as according to Bichir and Canato (2019) 'implementation is part of the defining process of the effectiveness of intersectoral policies, which can mitigate or reflect inequalities in access to services'.

¹⁸ Minutes available on the SMDET page: https://www.prefeitura.sp.gov.br/cidade/secretarias/desenvolvimento/seguranca_alimentar/participacao_social/index.php?p=270514

¹⁹ The Municipal Food Security Plan has the following 6 guidelines: 1: Promoting access to adequate and healthy food and water, with priority for families and people in insane situations; 2: Promoting public supply and structuring sustainable and decentralized systems, based on agro-ecological and solidarity in food production, processing, distribution and marketing; 3: Establishment of permanent processes of food and nutrition education and food culture, with the aim of promoting healthy eating habits, with training actions, based on the diagnosis of local needs, with a focus on information technology and popular

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elaboration of the PLAMSAN. These actions relate to three programs that remained in the PPA structure for the period 2018-2021:

- Program 3016: Nutrition and Food Security
- Program 3019: Promoting economic growth and job creation
- Program 3023: Protecting the Vulnerable Population²⁰

From 2016 to 2020, the total resources for these programs were budgeted²¹ was 164.6 million BRL, of which 74% was allocated to the program 3023. Programs 3016 and 3019 receive 15% and 12% of the total budget for the period, respectively. The budget amount allocated to SDG 02 is still being analyzed, but the budget amount has decreased: in 2016, 74.7 million BRL was allocated, while the subsequent years averaged BRL 22.5 million.

However, the size of the resources exported was not affected by the reduction in the budget allocated to the programs. In 2016, despite the allocation of R \$ 74.7 million, only R \$ 8.4 million, ie 11.2% of the budget, was paid. In the following years, the average amount paid for the implementation of FNS was R \$ 13.4 million per year and has not been below R \$ 10 million since then. Proportionally, the average volume of resources exported is only 57.8% of the budgeted resources for policy implementation between 2017 and 2020. The low implementation rate means a lower delivery of goods and services to the population, indicating shortcomings in the implementation of the production processes of public policy.

Another sign of process problem is the low number of actions performed compared to planned actions. The program 3016, even though it consists of 17 actions, had only one action, 4301- Supply Activities, had executed the assigned budget, although partially²².

education, as well as encouraging Research and training in the San and Dhaa areas; 4: Promotion, universalisation and coordination of San actions aimed at traditional peoples and communities, as referred to in Article 3, subsection I, of Decree no. 6,040, dated February 7, 2007, indigenous peoples and agrarian reform settlers; 5: Strengthening food and nutrition actions at all levels of health care, in articulation with San's other actions, taking into account all life cycles, and 6: Monitoring the realization of Dhaa.

²⁰ In 2016 and 2017, this program called for the victory of extreme poverty. However, the program structure was maintained after the approval of a new PPA cycle.

²¹ Action 2440, which implemented the basic income emergency program in 2020, was excluded from the budget analysis. It is understood that first aid is essential to prevent the deterioration of food insecurity, but it is suspected that the accounting would make it impossible to identify the public spending patterns in the period, as the budget allocated to this program in 2020 is in order. was worth R \$ 417 million; 2.5 times larger than the total budget of the other programs analyzed over the past 5 years.

²² The year 2020 was an exception, as education in FNS and maintenance and operational actions were carried out during the exercise at CRESANS (actions 8002 and 8103). In program 3019, only action 8083,

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Program 3023 includes four actions and maintains the pattern of actions without assigned budget or execution. In this program, the allocation and execution are concentrated in the family income guarantee programs, registered in action 6166. Nevertheless, the resources of this action have maintained an execution average of only 56.5%, which is the level of 80% only once recently surpassed 5 years.

In addition to the challenge of delivering goods and services against the budget amount, there is ultimately also the challenge of delivering quality and monitoring it. In total, the programs that reflect the implementation of FNS in the city contain up to 22 actions²³. In the last monitoring of the implementation of these actions and their respective products, carried out by the City Hall in 2020 (year of reference: 2019), only 5²⁴ of the 22 actions - about 23% of the total - provided the products in the PPA (an acronym for the Multiannual Plan). Two others did not deliver products and 4 were carried out in other, more generic budget actions, and/or municipalization so that it was not possible to verify the delivery. The remaining actions have no defined products or were not carried out in 2019.

Bolsa-Trabalho, was carried out. The other action of the program, 1691, deals with the maintenance of CRESANS, the same purpose of action 8103, of program 3016. Action 1691 only received an award in 2018 and was not carried out in the said year.

²³ The actions are 1131 - Food and nutrition supply and security projects (carried out in programs 3023 and 3016); 1154 - Implementation of organic agriculture and implementation of the agricultural warehouse in Parelheiros; 1338 - Expansion, refurbishment and requalification of the supply unit - Sacolões: Piraporinha, Pirituba, Cohab Adventista and Lapa; 1402 - Construction and implementation of the agricultural warehouse in the municipal area at Estrada da Colônia, s/n°, Jd. Silveira, Parelheiros; 2015 - Maintenance and operation of the mechanized agricultural patrol; 2044 - Support for rural development and agro-ecology - Laudenor Institute; 2160 - Implementation of Community Gardens; 2163 - Support for rural development and agro-ecology; 2406 - Educational actions in food and nutrition security - Goal program 14.h; 4301 - Municipal Provisioning Actions; 7000 - Construction of Supply Unit; 7001 - Expansion, refurbishment and requalification of the supply unit; 8001 - Maintenance and operation of the supply unit; 8002 - Educational actions in food and nutrition security; 8103 - Maintenance and operation of the Food and Nutrition Safety Reference Center; 9067 - Construction of the Food and Nutrition Safety Reference Center; 9068 - Expansion, refurbishment and reaffirmation of the Food and Nutrition Safety Reference Center; 1691 - CRESANS - Procurement of equipment and space adaptation - located in the São Miguel Supply Center; 8083 - Job Fair; 2440 - Basic emergency income; 4393 - Food security for the elderly; 6166 - Minimum Family Income Guarantee Program. One of the actions in this footnote mentions de requalification of "sacolões", word that derives from "sacola", Portuguese word for bag. Sacolões are spaces for the sale of fresh food. They are characterized by a business model in which food pricing is determined by the weight of the bag or by offering a large mix of products at a fixed price. They emerged and became popular in Brazil in the 1970s for offering advantages in terms of financial accessibility and territorial reach, supplying centers and peripheries. Brazilian government included sacolões in the official food supply system in the 1980s, as documented by the Ministry of Agriculture, Livestock and Supply in this document: https://www.conab.gov.br/info-agro/hortigranjeiros-prohort/publicacoes-do-setor-hortigranjeiro/item/download/602_c1aa64ea9392cba31dbf92d88f447b5b

²⁴ The actions with products delivered were: 4301 - Municipal supply actions, 6166 - Minimum family income guarantee program, 7001 - Expansion, refurbishment and reaffirmation of the supply unit, 8002 - Educational actions in food and nutrition security, 8083 - Bursary work.

4.3.FNS results support challenges in São Paulo city

The monitoring of public policy is defended by Rolland (2015) as a fundamental tool for evaluating the public value delivered to society. According to the author, official statistics create value through indicators value for democracy as a basis for evidence-based public policy.

It is in this context that the publication of the "Diagnosis of indicators for monitoring the SDGs in São Paulo" is inserted, the result of a year of debates and reflection on the possibilities of monitoring the 2030 Agenda by the PMSP. This instrument contains for each of the 169 objectives the legal, institutional, operational and/or instrumental challenges facing the City Hall in achieving the 17 SDGs.

4.3.1. Diagnosis of indicators for monitoring the SDGs

The diagnosis of indicators for the monitoring of the SDGs in São Paulo was compiled by the Inter-Secretariat Working Group (GTI PCS/SDG), composed of 26 municipal public bodies, to support the Municipal SDG Commission in monitoring the performance of the 169 objectives of the SDGs.

The Municipal SDG Commission, after taking office, divided its work into 7 thematic chambers (TC), each of which is responsible for the municipalisation of a set of objectives. The TCs have the work of more than 120 members, from the government and civil society, who were directly involved in the municipalization of the 2030 Agenda in the year 2020. Given the transversal nature of the SDG 2 theme, its objectives have been spread under 6 of the 7 TCs.

TC members obtained information on the operational capability of PMSP to implement SDG 2 through the Diagnostic Indicators for Monitoring SDGs. Within the scope of SDG 2, of Objective 2.1, the challenges that the City Hall mentioned for the gradual promotion of the DHAA and FNS were the challenges that the municipal plan for food and nutritional safety predicts - PLAMSAN:

1. Take actions that enable access to adequate and healthy food;
2. Prioritize families and people with social vulnerability in these actions;
3. Promote public supply and the structuring of sustainable production systems;
4. Establish permanent processes of food and nutrition education and food culture;
5. Promote healthy eating habits;
6. Promote food and nutrition safety actions for traditional people and communities;

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7. Strengthen food and nutrition actions at all levels of health care;
8. Monitor the realization of human rights to adequate food.

It is interesting to note that the first 7 challenges listed relate to the content of the public policy of FNS itself and that only the last one relates to the operational ability to monitor the DHAA guarantee policy by the government. There is therefore no challenge in terms of management structures and administrative processes developed by the public administration to deliver the desired public values.

No challenges were listed in the scope of objective 2.2 of SDG 02, as its analysis depends on information from the São Paulo Municipal Health Department, which was involved in combating the COVID-19 pandemic and did not have the opportunity to reflect on the challenges posed by combating all forms of malnutrition.

4.3.2. Food and Nutrition Monitoring System (SISVAN)

In addition to the effort to monitor SDG 2 under the 2030 municipal agenda, the prioritization of nutritional health in municipal planning in 2017 provided an opportunity for the demand of the SMS-SP technical area to strengthen SISVAN. The Integrated Health Care Management System of São Paulo - SIGA Saúde, has for years allowed the collection of anthropometric data by Primary Health Care, but the field has not been prioritized and there was not enough data on the nutritional status of the population.

As of 2018, there has been an increase in the collection of anthropometric data by the municipal department of health, which in 2020 allowed 229,509 children under the age of 5 to be monitored in the city of São Paulo. Through monitoring, it was possible to calculate: height deficit of 7.1%, weight deficit of 5.3%, and overweight of 9.6% of children under 5 years monitored by SISVAN²⁵.

Monitoring these indicators, through SISVAN, is essential to diagnose the problem. This information can not only support health planning but can also serve as a tool for the development of FNS public policies by other government agencies.

²⁵ The Bulletin "Health in Data", an annual publication of the Coordination of Epidemiology and Information (CEInfo) of the municipal health department, in its 19th edition, published in 2020, presented for the first time indicators of nutrition and health for children less attended 5 years in Primary Care in 2019 - estimates of SISVAN coverage, height deficiency and overweight for age (São Paulo City Hall, 2020a).

4.4. Questionnaire on resources for the implementation of the SDG 02

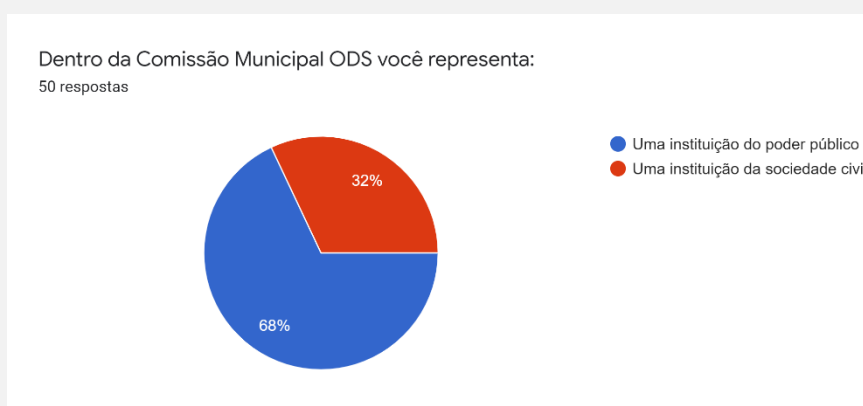
To find out more about the PMSP's operational capability to implement SDG 02, it was decided to apply a questionnaire to the members of the theme rooms of the Municipal SDG Commission. The questions posed are structured from the GCPSE framework, which stands for Global Center of Excellence in Public Services²⁶.

It was decided to prioritize objectives 2.1 and 2.2, as it is understood that it focuses on aspects of insufficient access to food and its nutritional value. For each of the objectives, nine statements were made about implementation solutions (three statements for each category of challenges: structural, procedural, and sustainable outcomes). For each statement, the participant had to indicate how much they agreed on a scale of 1 to 4, where 1 - completely disagreed and 4 - completely agreed.

In March 2021, the contribution of the members of the Theme Chambers of the Municipal DSC Commission was requested to better understand the perception of those involved about the available resources in the PMSP to successfully achieve targets 2.1 and 2.2 of the SDGs. Between 2 March 2021 and 12 May, 50 responses were received in the form of perception of resources available in the municipality for the implementation of SDG 02 in São Paulo. The results are analyzed:

In terms of the profile of the participants, 32% (16) represent civic organizations and 68% (34) government agencies.

Graph 2: Profile of survey participants per performance



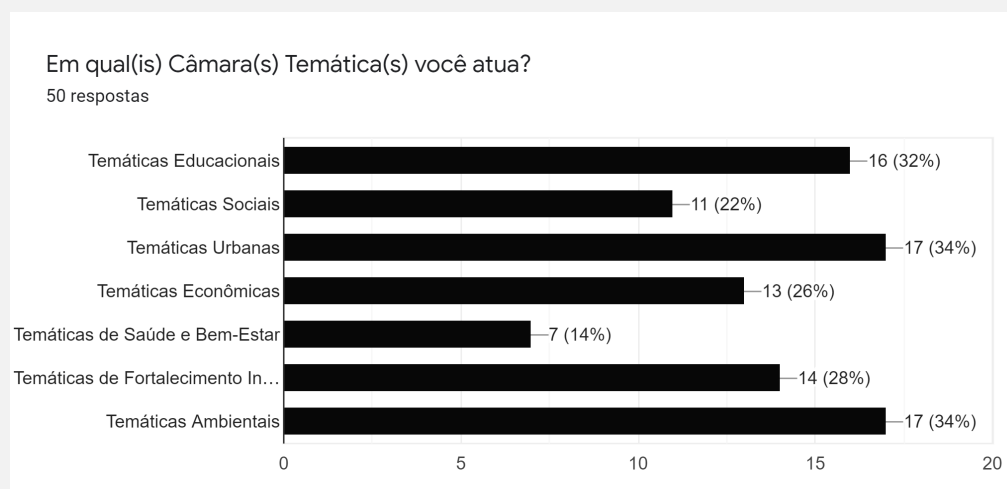
Participants from the 7 TCs contributed to the research, 7 members from the TC for health and wellness, 11 from the social TC, 13 from the economic TC, 14 from the

²⁶ The GCPSE was the result of a partnership between the United Nations Development Program (UNDP) and the Government of Singapore and was dedicated to studies on governance capabilities for the implementation of sustainable development and structural changes needed to increase the effectiveness of civil servants' actions. to ensure. public.

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institutional strengthening TC, 16 from the educational TC, 17 from the TC area TC and 17 of the Urban CT.

Graph 3: Profile of participants in the research according to thematic room



First, if we look at responses to overall resources for implementing Objectives 2.1 and 2.2, on a scale of 0 to 1, implementation capabilities average about 0.73. This means a result of almost an average score of 3 (on a scale of 1 to 4) of the agreement of the respondents with the necessary abilities to implement the referenced goals of SDG 02.

It appears that the participants determined that the municipality is better able to reduce malnutrition and overweight (2.2), with an average score of 0.74, than to end hunger and ensure access to food (2.1), with an average point of 0.71. However, it is interesting to note that both assessments are very positive, indicating a general perception of respondents that the municipality has the necessary resources to implement SDG 2 objectives 2.1 and 2.2.

By separately analyzing the responses by category of challenges for both goals, it appears that the participants believe that the city has more resources to meet the challenges of maintaining results, an average score of 7.7, the resources around the structural challenges they averaged 0.73 and ultimately the resources to deal with procedural challenges had the weakest average rating of 0.7.

Internally in the categories, the statement with the lowest agreement (0.64) of the participants refers to a procedural challenge (the category that is rated the least): 'We have what it takes to have the resources allocated to the topic, expand and/or the form in which resources are allocated to successfully implement the goal'.

The budget analysis, in item 3.2, indicates management problems. Although the budget for the main programs is made available, the ratio of the annual resources is low -

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the average of the resources allocated to the three analysis programs, which are the central aspects of PLAMSAN, is 57.8%. Therefore, it is possible to confirm with greater certainty that there are challenges to the implementation of the budget and not the availability of the budget.

On the other hand, the analysis also showed that almost 3/4 of the resources allocated to FNS go to the 3023 program, which deals with guaranteeing access to revenue. While it is an important tool to reduce food and nutritional insecurity, it is not a policy that is deliberately aimed at solving this problem. This is an indication that the respondents' perception of the availability of resources specifically aimed at promoting FNS may be correct.

In contrast, the statement with the highest agreement (0.79) of the participants refers to a challenge to maintain the results (the category with the best score): 'We have the necessary measures to ensure the reliability of existing data to be successful to implement this goal. This positive assessment seems to be in line with the perception of those involved in the process of selecting indicators for monitoring the objectives of the 2030 municipal agenda.

4.5. Remaining challenges of the 2030 municipal agenda

The Municipal SDG Commission worked for six months to draw up the location of the 2030 Agenda for the municipality of São Paulo, based on the indicator diagnosis of the municipality of São Paulo. In addition to the municipal wording of the UN objectives, the document contains a contextualization section, the indicators selected for monitoring, and a section on the remaining challenges for the municipality of São Paulo to meet each of the commitments in the next ten years (São Paulo City Hall Paulo, 2020c).

Within the scope of objective 2.1, it is interesting to emphasize that the challenges posed by the Municipal DSC Commission are, in the first place, challenges in maintaining results, as there is a lack of information on the target audience of food access policy, information required to formulate, monitor and evaluate FNS policies.

Second, in objective 2.1, the Municipal 2030 Agenda highlights process challenges regarding resource allocation and policy design. The highlighted challenges are related to the articulation of programs, projects, and actions that manage the integration of FNS dimensions into urban development policy, urban, urban and rural agriculture, supply, health, education, social assistance, and the environment.

Within the scope of objective 2.2, the process challenges appear first, identifying the need to improve the design and implementation of policies. The challenges of a) strengthening food and nutrition policy; b) expansion of joint action of food and nutrition education in the municipal network for public health and education and c) strengthening of the intersectoral articulation for the planning of FNS actions in the city of São Paulo.

Second, in Objective 2.2, the municipal agenda in 2030 points to challenges for maintaining results, for the development of SISVAN, enabling indicators for monitoring the growth and development of children, the nutritional status of pregnant women and other groups, which identify the areas with the greatest vulnerability.

If the perception of those involved in the municipalization process is compared with the remaining challenges registered in the 2030 municipal agenda, there is a coincidence in the perception that the main challenges facing the São Paulo municipal government are the FNS implement policies, in the categories are of process and retention of results.

In summary, it appears that the municipality of São Paulo has good structural capabilities to handle the implementation of the FNS policy, both based on document analysis and based on the answers to the questionnaires. However, the existence of a fairly institutionalized structure does not reflect the good capacity for the design of policies and the efficient allocation of resources, as there is an inefficiency in the budget execution of the resources allocated. Finally, in terms of maintaining the results, objectively and in the perception of the respondents, the municipality still has shy abilities, despite the recent progress in structuring the food and nutrition monitoring system and registering the remaining challenges for the implementation of the FNS (targets 2.1 and 2.2) within the scope of the 2030 municipal agenda.

5. Conclusion

As argued in this article, it seems that the acceptance of FNS as a public value to be pursued by PMSP is an extremely recent phenomenon. Only at the end of 2013 did the inclusion of the topic on the agenda of the municipal public policy lead to the legislation establishing the municipal components of the National Food and Nutrition Security System.

Although it has been institutionalized, and mainly within the competence of SMDet in São Paulo municipality, it is concluded that the responsibility for the

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implementation of FNS is quite diffuse. Given the transversal particular of FNS, it is believed that the Municipal SDG Commission could become an important example of intersectoral articulation for its implementation.

The inclusion of the topic on the agenda in recent years is evident through the entry of FNS in the most important municipal planning instruments, as seen in the objective estimation that there are more than 200 thousand people in a food insecurity situation in the municipality, or by the participation of citizens on the subject in participatory processes.

While it is possible to depict an oscillation in the presence of the theme on the public policy agenda, there is an increasing institutional commitment by the City to promote FNS. Initiatives such as the implementation of the municipal SISVAN and the adoption of the 2030 Agenda by the City Hall and the establishment of the municipal commission of SDGs as a management tool to guide the process stand out as evidence of said commitment.

However, taking into account the analysis of the response to the public consultation, the reduced size of the group involved in the theme seems to limit the legitimacy and support of the theme. Although present and organized, it is difficult for few people to generate sufficient legitimacy and support to mobilize other actors for this axis of the tripod, such as the press and elected politicians.

By reiterating Moore's argument that the strength of legitimacy and support must be such that the priority of the agenda and the allocation of resources are justified, the constraints related to the size of civil society involved, help to justify operational challenges, especially about, the allocation of resources.

The operational capacity, understood as the ability to mobilize the necessary resources to make the generation of public value feasible, depends on the development of capacities: structural, related to the institutional framework; process, related to the allocation of resources and the design of public policies and outcome capacities, related to the retention of sufficient information to monitor the results of the policies.

In terms of structural capabilities, it is clear that from the documentation standpoint, the municipality of São Paulo is formally implementing all components of the national food and nutrition security system. Based on the analysis of the answers to the questionnaires, this dimension was well evaluated by the participants as it was above the general average for the evaluation of municipal capacities.

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In terms of process capabilities, which regards policy design and efficient allocation of resources, there is a lack of efficiency between the budget amounts and the settlement amounts through the analysis of budget execution. According to the perception of the respondents, the dimension of process challenges was the least well evaluated, and the statement about the allocation of resources was also the least well evaluated.

Finally, regarding the sustenance of outcomes, although it is important to emphasize the progress in the structure of the Food and Nutrition Monitoring System, there are still major challenges for information management for the measurement of FNS policies. Interestingly, this dimension was best evaluated by research participants, especially the statement about the reliability of the data.

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