

The authors reply

Os autores respondem

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doi: 10.1590/0102-311X00176521

We thank the commentators' help in qualifying Brazilian National Food and Nutrition Policy (PNAN) historical analysis. A few comments added information on guidelines that, considering the study goal and space limitation, were not sufficiently explored. Others developed themes unrelated to our study contents. Overall, all comments recognized PNAN's role (from 1999 until today) and indicates a few challenges.

Carvalho¹, experienced in federal management, warned of the strategic role played – in different administrative spheres – by qualification programs training public servants and administrators (guideline 6). She stressed that evaluating the varying technical, administrative, and political capacities, professionals of these spheres may have a challenge in management training. This issue was referenced in our study in association with the area fragile institutionalization in states and municipalities; though not all the results were presented in this study^{2,3}. She praised the work done by the Collaborating Centers on Food and Nutrition (CECAN). These points suggest a study program and foster the debate on the area necessary institutionalization in all governmental spheres.

Fagundes et al.⁴ pointed out, without mentioning specific guidelines, the challenge of decentralization in implementing PNAN. They mentioned obstacles in state and municipal management, highlighting the urgency of advancing policies aimed at local needs and priorities. The authors highlighted problems with institutional frailties and setbacks, especially in the funding the Family Health Support Center and Primary Care (NASF-AB). We highlight Massuda's adequate analysis⁵ supporting these comments. In line with the Brazilian Unified National Health System (SUS), decentralizing governance capacity is relevant to PNAN's consolidation. The theme of institutionalization constitutes an especially strategic political agenda.

In their commentary, Mendes et al.⁶ dialogued with our study by looking at the approach gap on the issue of food environment. Based on a consistent literature, the authors located in two PNAN guidelines conceptual elements coalescing with the academic conception of a food environment. They recognized how incipient the subject's discussion was in Brazil at the time of PNAN's elaboration, but by highlighting approximations to aspects of food environment and systems, pointed out its potential to promote intersectorality. We understand that this occurs, above all, after the recognition of the global syndemic of malnutrition, obesity, and climate change⁷.

Batista Filho⁸ began his comment with the relevant academic provocation of the pertinence of using the approach of a public policy cycle as a methodological instrument for policy analysis. In fact,

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the complex field of public policy analysis faces the circulation of often conflicting, often complementary and concordant theories. With his academic expertise and long experience in the field, he emphasizes the significance of rescuing the milestones that preceded and enabled the accumulation of the scientific knowledge that produced the last 20 years historical-social construction and implementation of PNAN. We make much of his contextualization of the political and social setbacks that announce the return of chronic malnutrition, alongside the obesity issue hindering the achievement of United Nation's 2030 Agenda's objectives, especially concerning the elimination of poverty. By also considering the effects of the coronavirus pandemic, the author outlined significant challenges for PNAN.

Ferreira ⁹ commented on the intersectoriality and multidisciplinary between the food health surveillance and PNAN. By establishing the intra and intersectoral dissonance within federal public management – providing the *Dietary Guidelines for the Brazilian Population* as an example – she emphasized the tensions surrounding the implementation of policies which oppose private interests. She sheds light on the role that the civil society plays in defending the Guide. We agree with the idea that this conflict of interests in regulating healthy food may open the path to PNAN's consolidation; including research and training.

Campos & Fonseca ¹⁰ discussed the Food and Nutrition Surveillance System (SISVAN) and its use in nutritional care. They identify advances in the Brazilian food and nutrition surveillance, while stating that the generated information lacks full integration to the planning and management system. On the other hand, Batista Filho ⁸ celebrated SISVAN's advance as a work tool urging, unlike the commentaries and study authors, the need for improving SISVAN and food and nutrition surveillance, especially by training professionals and public management. We agree with the authors that we should consider mobilizing intersectoral actions by widening the dissemination of system generated data via bulletins and other means of information.

Alves et al. ¹¹ claimed that our study – which, they say, “analyzes production in the technical management area” – fails to explore certain aspects of the field. We took management reports as relevant data sources and added to them an extensive research of the scientific literature. Consequently, we find that the scientific community needs to study the processes and results of PNAN's formulation and implementation. The authors evaluated the lack of broader analyses on the various contexts that favored or hindered General-Coordination of the Food and Nutrition Policy/General-Coordination of Food and Nutrition (CGPAN/CGAN) achievements. As pointed out in our study, since its emergence under the aegis of the Minimal State, PNAN constituted itself as the conjunctural product of the correlation of social forces and multiple interests. We recognize that these disputes, presently worsened, strain national social policies.

Amparo-Santos & Diez-Garcia's ¹² dialogue with our study approaches the relation between PNAN, the food and nutritional education, and its analytical axis, the *Food and Nutritional Education Landmark of Reference for Public Policies* ¹³. We deem appropriate the claim that the Landmark breathes life into PNAN since it reinstates the fundamental promoting actions of healthy and adequate food, as well as the autonomy, the self-care, and the sustainability of these relationships. We follow the authors' understanding that PNAN and food and nutritional education potentialized the constant search for articulation between SUS, Food and Nutritional Security System (SISAN) and Unified System of Social Assistance.

At this time, it is important to ponder over the tortuous journey Brazil undertook since 2016; and its breakdown of policies of social protection affecting, among others, PNAN. The neoliberal economic policy which adopted measures such as the *Constitutional Amendment n. 95*, labor reform, privatization of state-owned enterprises; together with the effect caused by the COVID-19 pandemic increased unemployment, reduced and/or froze wages, reinstated inflation, and expanded poverty, social inequalities and hunger in the country ^{14,15}. This scenario also includes the political embarrassment to civil society's organization and mobilization symbolized by the closure of the Brazilian National Council for Food Safety (CONSEA) and the subsequent non-convening of its 6th National Conference ¹⁵.

Thus, overall, this study and its commentary constitute an interest in the governmental institutionalization of management policies and the inclusion of themes which would configure significant borders to PNAN's activity.

Contributors

S. M. C. Santos was responsible articulation with the authors, writing, critical review, and final draft of the paper. F. P. Ramos, M. A. T. Medeiros, M. M. Mata and F. A. G. Vasconcelos contributed on the writing, critical review, and final draft of the paper.

Additional informations

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Submitted on 13/Jul/2021

Approved on 16/Jul/2021