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FOOD AND NUTRITION SECURITY FROM THE PERSPECTIVE OF PUBLIC ADMINISTRATORS IN *SERGIPE*, BRAZIL: WHAT IS THEIR PERCEPTION AND DIFFICULTIES FOR USING INFORMATION ON THE TOPIC?

SEGURANÇA ALIMENTAR E NUTRICIONAL SOB A ÓTICA DOS GESTORES PÚBLICOS NO ESTADO DE SERGIPE, BRASIL: QUAL A PERCEPÇÃO E AS DIFICULDADES PARA UTILIZAÇÃO DE INFORMAÇÕES SOBRE O TEMA?

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Abstract

This article aims to describe the perception of municipal public administration representatives of the state of *Sergipe*, Brazil, on food and nutrition security and to identify their difficulties in obtaining and using information on the subject. It is a cross-sectional study with mixed methods, using techniques of qualitative analysis and triangulation of methods. The researchers carried out interviews with thirty-six public administrators, representatives of the municipal administration, working on the topic. The significance of food and nutrition security was mostly related to the qualitative and quantitative sense of food, its access and healthy eating practices. The difficulties in obtaining and using information on the subject referred to the need for technical support at state and federal levels, financial and material resources, lack of local indicators and limited intersectoral coordination between government levels. It is concluded that the identified perception of administrators can limit their performance, which, together with the difficulties reported by them, can contribute to the underutilization of local data and obstacles to the implementation of a food and nutrition security system at municipal level.

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Resumo

O presente artigo objetiva descrever a percepção dos representantes da gestão pública municipal do estado de Sergipe, Brasil, sobre segurança alimentar e nutricional e identificar as dificuldades para obtenção e utilização de informações sobre o tema. Trata-se de um estudo transversal com métodos mistos, aplicando-se técnicas de análise qualitativa e triangulação de métodos. Foram realizadas entrevistas com trinta e seis representantes da gestão pública municipal atuantes na temática. O significado da segurança alimentar e nutricional deteve-se em maioria ao sentido quali-quantitativo da alimentação, seu acesso e práticas alimentares saudáveis. Já as dificuldades para obtenção e utilização de informações sobre o tema referiram-se à necessidade de apoio técnico dos níveis estadual e federal, de recursos financeiro e material, falta de indicadores em nível local e limitada articulação intersectorial entre os níveis de governo. Concluímos que a percepção identificada dos gestores pode limitar sua atuação que, aliada às dificuldades relatadas pelos mesmos, pode contribuir para a subutilização de dados locais e entraves para efetivação do sistema de segurança alimentar e nutricional no nível municipal.

Palavras-chave: Pesquisa Qualitativa. Intersectorialidade. Política Pública. Gestor de Saúde.

Introduction

In Brazil, the process of constructing the topic of Food and Nutrition Security (FNS) started around 1940 with the pioneering studies of *Josué de Castro* on hunger (VASCONCELOS, 2005; CASTRO, 2019). After the military regime, the process of redemocratization in Brazil, driven by society, culminated in the reorganization of the country's political and administrative structure with the approval of the Federal Constitution in 1988 (BRASIL, 2016; VASCONCELOS; MOURA, 2018).

The FNS topic has had important advances, such as the enactment of the *Lei Orgânica de Segurança Alimentar e Nutricional* (LOSAN, Organic Law on Food and Nutrition Security) in 2006, Law No. 11.346, which formalizes the concept of FNS as being

The realization of everyone's right to regular and permanent access to quality food, in sufficient quantities, without compromising access to other essential needs, based on health-promoting food practices that respect cultural diversity and that are environmentally, culturally, economically and socially sustainable" (BRASIL, 2006, art. 3º).

The incorporation of the "nutritional" aspect of food security is peculiar to the Brazilian scope, and adds a multidimensionality to its concept, involving the choice of food, its preparation and consumption, as well as the adequacy in its biological use (TRIVELLO et al., 2019).

The LOSAN also instituted the *Sistema Nacional de Segurança Alimentar e Nutricional* (SISAN, National Food and Nutrition Security System) to ensure the human right to adequate food, established, among other guidelines, by promoting intersectorality, decentralizing actions between different levels of government and monitoring the food and nutrition situation (BRASIL, 2006). Thus, a public administration based on planning, organization and strategies to build a system in accordance with the local reality of implementation is recommended through the SISAN (MEDEIROS et al., 2019).

However, the reorganization of the State and public administration is still in process, as there are inherent obstacles to its recent institutional rearrangement (MACHADO et al., 2018; VASCONCELOS; MOURA, 2018). The patrimonialist model of public administration in Brazil between the years 1530 to 1930 (Colony/Empire) was characterized by the lack of distinction between public and private, resulting in practices of corruption and nepotism (THOMAZ, 2012; SECCHI, 2009). To overcome such a model, the bureaucratic model (between 1930 and 1985) emerged, which had administrative processes focused on standards, and led to the State's inability to efficiently manage all the services it was supposed to offer (THOMAZ, 2012).

In response to State crises to the bureaucratic model, the new public management model, currently adopted by Brazilian public administration, emerged in the second half of the 20th century, according to the principles contained in the Federal Constitution of 1988 (BRASIL, 2016; THOMAZ, 2012). This model directs the State's action towards an efficient administration, which meets social demands with the best use of available resources (SECCHI, 2009). For this, the municipal sphere, being closest to the population government level, was the focus of this redirection of the Brazilian public administration (MEDEIROS et al., 2019).

The institutional rearrangement of the municipalities through the decentralization of actions from the federal to the municipal level was, therefore, the main change and consequently the biggest challenge, as it demands solid support mechanisms from the other federative entities to offer the necessary conditions for the performance of the new attributions and responsibilities, with autonomy (VASCONCELOS, 2018; MEDEIROS et al., 2019).

Municipal public administrators are the actors who carry out the planning, monitoring and evaluation of actions and programs in public policies in order to efficiently solve social problems that impact the quality of life of the population, optimizing financial, human and material resources (BAPTISTA; REZENDE, 2015; CARNUT; NAVAI, 2016). For this, the population's FNS situation must be considered from the planning stage, based on the use of different sources of information and indicators from the area, which reveal the attributes of interest for public policies, programs and actions (PANELLI-MARTINS; SANTOS; ASSIS, 2008; PAULILLO; ALMEIDA, 2011).

This whole process requires that public administrators have the knowledge to plan actions in order to reach the different dimensions of its concept, individually and collectively. Therefore, the objective of the present study is to describe the perception of municipal public administrators, representing cities of the state of Sergipe, regarding food and nutrition security, and to identify the difficulties of these administrators in obtaining and using information on the topic.

Methodology

It is a mixed method, cross-sectional study, with collection of qualitative and quantitative data, using triangulation of methods for cross-referencing the data inventory. The collection of information comes from a larger project, entitled "Implementation of the Observatory of Public Policies to Combat Poverty and Guarantee Food and Nutrition Security for the State of Sergipe", with a sample composed of representatives of public administration who work within the scope of FNS in the municipalities of the state of Sergipe, Brazil.

Sergipe is a state in the northeastern region of Brazil with 75 municipalities and a population of more than two million inhabitants, according to the last census in 2010 (IBGE, 2010). With a Human Development Index of 0.665 and a Gini Coefficient of 0,48 (PNUD, 2013), the panorama of FNS in the state of *Sergipe* has a prevalence of 49% of food insecurity, with 10.6% of the population being in a condition of poverty (IBGE, 2015).

The recruitment of public administration representatives was made possible by territorial meetings held by the state government, whose objective was to raise awareness among municipal public administrators about joining the SISAN. Representatives of all municipal departments who were responsible or related to FNS were invited to the meetings and, before the beginning of each event, they were invited to participate in the study. These representatives had different positions within the Secretariats.

For data collection, a form and semi-structured interview were used, considering the necessary ethical aspects, familiarization and training of the interviewers. The interviews were recorded in audio and later transcribed verbatim in full; they were applied individually and before of the event beginning, ensuring the reliability of information collected.

The form aimed to collect sociodemographic variables, data related to the position held by the interviewee, the FNS information they used, the difficulties in obtaining this information and how they would assess the situation of the municipality's FNS (Good /Great, Regular/Average or Bad/Terrible). The interview, on the other hand, addressed the interviewees' perception of the concept of FNS, what would need to be done to improve the situation of FNS in the municipality, what difficulties to use information on the topic and what could make things easier for them when searching for this kind of information.

The content analysis technique, according to Bardin (2016), was used to analyze qualitative data. In the pre-analysis phase, the transcripts were subjected to a "floating reading", in order to familiarize themselves with the texts, and then the coding phase of the interviews was carried out,

following the logic of the acronym of their governing body and the allocation of a number in ascending order.

Therefore, in the material exploration phase, the categories were identified through the semantic analysis of textual manifestations in accordance with the purpose of the statement, removing excerpts according to the categorization unit (CÂMARA, 2013; BARDIN, 2016). For the construction of the categories, criteria of mutual exclusion, homogeneity of the excerpts within the categories, relevance of the transmitted message and objectivity were adopted (BARDIN, 2016). Finally, the treatment of results, inference and interpretation phases were performed based on the concepts that derived from the studied culture and the language of the interviewees (BARDIN, 2016).

Quantitative data were tabulated and analyzed using descriptive statistics of absolute and relative frequency. Then, they were triangulated, in order to make it possible to cross-reference them with the qualitative data and to understand more broadly the nodes that guided the conduct of the research (MARCONDES; BRISOLA, 2014).

The research was approved by the Research Ethics Committee of the Federal University of Sergipe, under Opinion No. 1.638.951.

Results

A total of 36 representatives of the municipal public administration participated in the study, 21 from municipal departments of social welfare and 15 from municipal departments of agriculture; almost 60% (n=21) of the interviewees were managers.

As a sociodemographic and professional profile of the interviewees (Table 1), it was observed that the participants were, on average, 43.7 years old (± 9.37) and that 72.2% (n = 26) had been in public administration positions for less than a year. There was a predominance of females among representatives of the *Secretaria Municipal de Assistência Social* (SMAS, Municipal Secretariat of Social Welfare) (80.9%) and a predominance of males in the *Secretaria Municipal da Agricultura* (SMAG, Municipal Secretariat of Agriculture) (93.3%). Still, regarding education, it was found that 33.3% (n = 12) of them did not have a college degree.

Table 1: Sociodemographic and professional characteristics of representatives of municipal public administration in the state of Sergipe, Brazil, 2017. (n = 36)

Characteristic	n (%)	
	SMAS ¹	SMAG ²
Sex		
Female	17 (80.9)	1 (6.7)
Male	4 (19.1)	14 (93.3)
Age		
<30 years old	2 (9.5)	1 (6.7)
30 to 50 years old	12 (57.2)	9 (60.0)
> 50 years old	7 (33.3)	5 (33.3)
Education		
Incomplete elementary school	-	1 (6.7)
Complete elementary school	1 (4.8)	1 (6.7)
Complete high school	2 (9.5)	7 (46.6)
College graduation	9 (42.9)	4 (26.7)
Postgraduate studies	9 (42.9)	2 (13.3)
Time in office		
<1 year	15 (71.4)	11 (73.3)
1 to 10 years	5 (23.8)	3 (20.0)
> 10 years	1 (4.8)	1 (6.7)
TOTAL	21 (100)	15 (100)

Source: own authorship

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² Secretaria Municipal de Agricultura (Municipal Secretariat of Agriculture)

In order to better understand the problem pointed out in the study, the set of triangulated data was organized in the guiding thematic axes: “meanings of food and nutrition security”, “perception of the population's food and nutrition security situation” and “challenges in the use information on food and nutrition security ” presented below.

Meanings of food and nutrition security

Most interviewees related FNS to “access to food” (Box 1), involving economic access to quality food, in enough quantities, considering the sustainability of their production so that it is regularly and permanently accessible:

(...) it's when you often have that product, right (...) accessible for people to develop themselves, and nutritional is when you have this security, along with the necessary nutritional contents for the development of life, right... (SMAG11)

Box 1: Categories identified in the qualitative analysis of the interviews conducted with representatives of the municipal public administration of the state of *Sergipe*, Brazil, 2017.

Question	Main categories	Subcategories
In your opinion, what is food and nutrition security?	Access to food	Economic access to food
		Access to quality food
		Regularity and permanence
	Productive development at the local level	Local food availability
		Strengthening local farmers
		Counseling farmers
	Food and nutrition education of the population	-
	Health	Prevention of diseases
		Quality of life
	A right	Guarantee of food
Food as a basic need		
What would you need or could be done in the municipality to improve the population's FNS situation?	Food and nutrition education	Food and nutrition education for the population
		Farmers awareness
	Development at the local level	Encourage family farming
		Promotion of better working conditions
		Public policies and government programs
	Local FNS diagnosis	Survey of local data
		Situational diagnosis
	Technical support	Training of administrators and teams
		Awareness-raising of administrators
	Intersectoral articulation	Articulation between government levels
Participation of civil society		
What are the main difficulties faced by the public administration in relation to obtaining information on FNS?	Absence of technical support	Training of public administrators and staff
		Committed administrators
	Lack of resources	Financial and material resources
	Absence of indicators at the local level	Lack of information at the local level
		Absence of records from previous administrations
	Fragile intersectoral articulation	Articulation between levels of government
Non-existent or inactive social participation spaces		
What could help you get information on FNS?	Technical support	Training of administrators and staff
		Raising awareness of public administrators
	Intersectoral articulation	Dialogue between levels of government
		Articulation of actions
		Insertion of spaces for social participation
	Local level indicators	Local information and data
		Data compilation
	Food and nutrition education of the population	-

Source: own authorship

Some interviewees mentioned the “productive development at the local level” of healthy and organic-based foods, to guarantee the population’s FNS, but, for that, it is necessary to strengthen the local farmers and their orientation regarding the use of pesticides: “(...) I think that food security is generating income from what you produce at your own property(...) generating income for me and I eat well ...” (SMAS12)

The “food and nutrition education of the population” also emerged as a demand for knowledge, information and awareness that the community needs to know what is adequate food and what are healthy eating practices so that they can make healthy choices, knowing the origin of the food and its quality:“(…) it is not enough for you to just eat, right? You have to know how.” (SMAS04)

“Health” was a category identified through mentions about food as something essential for life, with quality foods that prevent diseases and guarantee a healthy life. In addition, the category “right” brings food as a basic need for each person’s livelihood and, therefore, it is an inherent right to the human person, and it is the duty of the State to guarantee food to people in vulnerable situations: “It is the basic right of each citizen. The municipality, the state and the city that do not have food security is vulnerable, right (...) so I see it as a basic right of human life ...” (SMAG05)

Perception of the population's food and nutrition security situation

The perception of the public administration representatives regarding the municipality's FNS situation was 68.6% (n = 24) as Regular/Average, 17.1% (n = 6) as Good/Great and 14.3% (n = 5) as Bad/Terrible.

When asked about what could be done in the municipality to improve this situation of FNS, the category “food and nutrition education for the population” (Box 1) was identified as a need to guide the population towards healthy eating, through training and lectures, with awareness for healthy food choices, in addition to guiding farmers to make the appropriate management of production, in a sustainable and agroecological basis: "(...) so, what you can do is show people how to eat well, how to have quality food, nutritious food, good food ..." (SMAS12)

“Development at the local level” has also been identified, with aspects of promoting working conditions as a means of generating income and encouraging local production as a help and support tool for farmers and the community, through the production of healthier food and easier access to government programs:

(...) improving production, generating conditions to better produce in a sustainable way, transferring technology to our producers (...) introducing food that the municipality does not produce, such as vegetables, fruits ... There is a lack of it, I believe ... (SMAG05)

As an initial measure to improve the situation of the population, the “local diagnosis of FNS” was identified through the collection of local data for its elaboration, allowing to identify the FNS and health conditions of the population:

I think that at first we have to create a diagnosis for the municipality. Only when we create this diagnosis can we understand the community's needs, that each territory has a different need. So we can work with the same policy in all territories ... (SMAS18)

Some interviewees mentioned “technical support” as a necessity, as administrators feel that it is difficult to implement the actions due to the lack of training, in addition to raising awareness of the importance of this system: “Training courses are really necessary. I believe that almost all municipalities need them, because we don't have a good notion.” (SMAG12)

Also mentioned was the “intersectoral articulation” to favor the participation of government spheres, society and their representatives, in addition to harmonizing existing policies and programs so that they can contribute with actions to improve the FNS situation:

"The essential thing is that the public powers are able to work in harmony in the implementation of projects (...) mainly the certification, inspection bodies ..." (SMAG11)

Challenges in using data related to food and nutrition security

Regarding the use of data related to FNS, 50% (n = 18) of the interviewees said they used these data, citing among the main ones: socioeconomic, production and food availability data, and health or epidemiological indicators.

From this, the interviewees were able to report what difficulties they face in obtaining data related to FNS (Box 1) and what could help them in order to obtain such data, highlighting the

absence of “technical support” for training administrators and the team itself, turning to data and guidance for the development of actions within the system, also encouraging administrators to continue FNS-related actions: “I think it is a lack of training. It is some knowledge that we do not have ...” (SMAS12); “(...) we have had some difficulties implementing it. Putting theory into practice, that’s when we have difficulties ...” (SMAG10)

The scarcity of financial and material “resources” to support the data and diagnosis survey was reported, since its need goes from the available computer equipment to the support for getting around the city, which influences the survey of local data: “(...) most small towns really have this difficulty due to the lack of resources, resources are scarce...” (SMAG15)

The “intersectoral articulation” was identified as a means of cooperation between policies and insertion of spaces for social participation to generate information on the topic, coupled with the absence of “indicators at the local level” and data record from previous administrations:

At first, it is because the previous administrations left nothing with us, right? If anything was done about food and nutrition security, nothing happened. So, the difficulties are countless due to the situation in which we found the city... (SMAS05)

Specifically, the administrators of the Municipal Secretariat of Agriculture reported having no difficulties in obtaining information about the population's FNS.

Discussion

There was a predominance of the association, in a restricted way, to the term where “food security” did not involve the quantitative sense of *having enough food to avoid feeling hungry*, and “nutritional” to the *content of nutrients that make up the food*. As ensured in the National Food and Nutrition Security Policy of Brazil, the promotion of access to quality food in sufficient quantity must be universal, prioritizing people in situations of food and nutrition insecurity (BRASIL, 2010b). However, FNS implies several other factors such as social, economic and cultural, seeking to break paradigms purely based on the quali-quantitative relationship of food.

Development at the local level was identified as an FNS conception, as well as a means to improve the situation of the population. The promotion of working conditions enables income generation and local production benefits farmers and favors the FNS of their families and communities through physical access, economic benefits and local availability of food. Studies on the Brazilian *Programa de Aquisição de Alimentos* (PAA, Food Acquisition Program), for example, showed a positive impact for its beneficiaries through the availability and access to food, improving the income of these families, the quality of the food consumed and, thus, positively influencing the situation of FNS of these individuals (ASSIS; PRIORE; FRANCESCHINI, 2017; BATISTA et al., 2016).

The aspects involved in the perception of FNS are linked to actions to improve this condition and, therefore, increasing the farmers awareness regarding the use of pesticides and ways of managing production were identified as elements that aim to guarantee quality food to the population. Regarding the use of pesticides, Brazil occupies the first place in the world market, with a 190% growth in the use of these chemicals (CARNEIRO et al., 2015; LOPES; ALBUQUERQUE, 2018). As a consequence of the large-scale production model and the “food-commodity”, the indiscriminate use of these products increases worryingly (PORTO, 2018), increasing the risks to the health of producers, the environment and consumers, whether due to acute or chronic exposure to pesticides (SHINOHARA et al., 2017).

As in another study carried out in the state of São Paulo (ASSÃO et al., 2007), with the participation of representatives of public and non-profit institutions involved in FNS actions, the concern with the food security that is being made available and consumed by the population is of great importance, observing the orientation of healthy eating practices, focusing on the food and nutrition education of individuals.

Food choices and practices can also contribute to FNS, since the promotion of the economic access to food may not keep up with the increase in nutritional quality, as shown in a study carried out with families who are beneficiaries of the direct income transfer program, the social welfare program *Bolsa Família* (Family Allowance) (COTTA; MACHADO, 2013). The interferences observed in food choices range from media influence to the vast offer of products with low nutritional

value and high energy density, which have relatively more affordable prices (COTTA; MACHADO, 2013; FARFÁN et al., 2015; MONTEIRO et al., 2017).

For this reason, it is essential for the population to identify and adopt healthy food options, as their choices also determine their condition of FNS. However, the vision of public awareness as an action to improve the situation of FNS denotes the need to recognize the role that the public administrator plays in public policies, since the latent permanence of socioeconomic inequality and other factors predominate in the causality of FNS. In this sense, the resolution of persistent problems in this phenomenon depends on the sensitive view of the public administrator for actions that reach their multidimensionality (NSABUWERA et al., 2016; PÉREZ-ESCAMILLA, 2017).

Recognizing food as a right means that the parties involved are responsible for it, namely the State and its public actors, the organized civil society and social movements, and it must respect, protect, promote and provide the human right to food (LEÃO; RECINE, 2016). The full realization of this right can be achieved through structuring actions (aimed at the causality of hunger), specific actions (which aim to guarantee direct access to food) and local actions (the supply of food at the municipal level), participating in a progressive process to face hunger and social inequalities (ALBUQUERQUE, 2009; ROSANELI et al., 2015; NSABUWERA et al., 2016).

Based on the interviewees' reports about actions that can reverse the situation of FNS, it was possible to identify similarities in the categories identified among the questions about difficulties and facilities to obtain information on FNS, namely: "local diagnosis of FNS" and "Indicators at the local level", "technical support" and "intersectoral articulation". The representatives of the municipal public administration reported that, in order to improve the FNS situation of the population, it is necessary to make a diagnosis of this situation at the local level. To this end, they pointed to the technical support of the rising levels of government, whether for training, guidance or even financial and material resources.

The difficulty in obtaining information by public administrators was also identified in another study, conducted in the state of Rio Grande do Norte, which pointed out difficulties in locating families in situations of vulnerability, lack of training for administrators, ignorance of the importance of SISAN by public administrators and the intersectorality of SISAN's policies (MEDEIROS et al., 2019).

The training of public administrators is a necessary demand, but not properly done, which contributes to a non-systematic learning that occurs with everyday experiences when performing their functions, exchanging knowledge and solving problems (SILVA; RODRIGUES, 2013; CARVALHO; NICOLETTO; NUNES, 2019). It is observed that the principles of the current political-administrative organization in Brazil, such as the decentralization of actions, suffer limitations, since public administrators at municipal level having had their function redirected without having the technical support necessary to guarantee their autonomy (MACHADO et al., 2018; VASCONCELOS; MOURA, 2018; MEDEIROS et al., 2019).

Such a limitation makes not only the practice of public administrators difficult, but also imposes a strong challenge for the effectiveness of FNS policies and for the promotion of intersectorality (RIGON; SCHMIDT; BÓGUS, 2016; CARVALHO; NICOLETTO; NUNES, 2019). The absence of intersectoral articulation, reported by the interviewees of the present study, portrays a fragility experienced at the municipal level, which permeates the interaction between the levels of government all the way to the effectiveness of the mechanisms of social participation. In addition, smaller municipalities tend to experience greater difficulties in the management and implementation of public programs and policies due to factors such as financial resources and sociodemographic differences (VIDOR; FISHER; BORDIN, 2011).

A survey by Vasconcellos and Moura (2018) to analyze the implementation of the SISAN at the national level, found that the main public sector responsible for FNS actions is social welfare, followed by the health and agriculture sector. Being the result of an institutional trajectory in which social welfare represented one of the main efforts of the *Sistema Único de Saúde* (SUS, Brazil's publicly funded health care system), with the implantation of the *Sistema Único de Assistência Social* (SUAS, Brazil's unified system of social welfare), the predominance of this sector as the main pole of coordination of actions in FNS, as identified in the present study, reinforces the weakness in promoting intersectorality in FNS and SISAN policies (VASCONCELOS; MOURA, 2018).

The articulation, communication and performance of the other levels of government to offer help and technical support at the municipal level are fundamental for the efficiency of the actions, in addition to a concern for welfare in the administrative organization of the municipalities

(BARROS; COSTA, 2016; SANTOS; LAIMER, C.; LAIMER, V., 2016). Municipalities must be able to locally identify vulnerable groups, both to follow their situation and to implement actions and strategies based on the use of indicators that point out the determinants of the different phenomena of FNS (PANELLI-MARTINS; SANTOS; ASSIS, 2008).

In this sense, the process of collecting and systematizing data from the administration itself should be strengthened, which is often underutilized and evidenced by a representation of the 50% of administrators who mentioned its use. Although the Brazilian Food Insecurity Scale is the most used instrument for identifying food insecurity, in addition to national surveys/questionnaires (AZEVEDO; RIBAS, 2016), the collection of information at the municipal level through the systematization of local data such as the number of family farmers, products sold, the number of people registered in social programs, etc., allow territorialization and a more accurate diagnosis of the population (VIDOR; FISHER; BORDIN, 2011).

As limitations of the present study, it was observed that the collection of data being conducted right after the change of administration may have influenced the familiarization of professionals with their duties in a public position and also in the recording of information about the performance of previous actions. In addition, there were difficulties in contacting administrators and accessing them to the locations of territorial meetings, which may have reflected in the participation of only two areas of municipal action linked to the topic of FNS.

Conclusion

It is concluded by the researchers of this study that the restricted perception about FNS can limit the performance of the public administrator in the topic that, allied to the difficulties of obtaining and using information on the issue, contributes to the underutilization of data at the local level and consequent inefficiency of SISAN, as its construction it must be guided by strategic actions that consider the local reality.

Such difficulties also pointed to the lack of help and technical support at the state and federal levels, as well as the fragile intersectoral articulation, which may reflect the latent challenge of implementing SISAN at the local level.

Therefore, it can be observed that the technical support at the state and federal level, as well as permanent training processes for public administrators, should be encouraged in order to contribute to the promotion of intersectorality and decentralization of actions, achieving effectiveness in implementing FNS policies and the SISAN at the local level.

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