

**Practical Guide:**

How to use international instruments related to the right to food at the national and subnational levels - the case of Brazil

# THE HUMAN RIGHT TO ADEQUATE FOOD AND SOCIAL PROTECTION

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PRACTICAL GUIDE: HOW TO USE INTERNATIONAL INSTRUMENTS RELATED TO THE RIGHT  
TO FOOD AT THE NATIONAL AND SUBNATIONAL LEVELS - THE CASE OF BRAZIL

# The Human Right to Adequate Food and Social Protection



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## INTRODUCTION

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### **BRAZIL AND THE HUMAN RIGHT TO ADEQUATE FOOD**

At the heart of today's debates on equity, justice, sovereignty and democracy lies the human right to adequate food (right to food). It is not only about ensuring access to food and meals; it also means recognising that land and territory, water, health, food culture and food supply are inseparable parts of a fundamental right – one that underpins citizenship and must be guaranteed through public policies.

Brazil enshrined the right to food in the Constitution in 2010 and has since developed pioneering public policies for food and nutrition security. This is a collective achievement, resulting from decades of social mobilisation, academic work, institution-building and international commitments undertaken by the Brazilian State. This accumulated experience is expressed in a set of legal instruments, treaties, resolutions and pacts that have recognised the right to food as a legal, political and ethical guideline.

Today, this framework is not only a reference for Brazil: it has become a concrete example, able to inspire governments, institutions and civil society. In a global context of geopolitical instability, environmental crises and deep inequalities, the realisation of the right to food cannot be treated as a mere administrative choice. It is a constitutional duty and a moral imperative. Hunger, deforestation, water insecurity and an exclusionary, health-damaging agri-food model are all symptoms of the same system, which continues to violate rights and destroy lives.

Brazil has a responsibility to maintain and deepen its normative frameworks. This means advancing public policies, strengthening participatory democracy, protecting traditional peoples and communities, ensuring agroecology as a viable horizon, and confronting interests that seek to reduce food to a commodity and to superficial solutions.

The existing set of international normative instruments related to the right to food has been fundamental in guiding Brazilian public policies on how to use human rights-based approaches at national and subnational levels. This guide provides an overview of how public policies of major relevance to the realisation of the right to food in Brazil connect with international instruments adopted by the United Nations and by regional bodies as part of an advanced normative framework on the right to food; how these instruments can be used for effective policies to combat hunger and malnutrition, to guarantee healthy food; and how they relate to key areas such as social participation, accountability, corporate power and finance.

Bringing together the core instruments that underpin the right to food internationally and nationally, linking them to public policies in practice, and identifying challenges is not a bureaucratic exercise. It is a political act. It is a way of insisting that rights cannot be suppressed, diluted or negotiated away. It affirms our place in a history that moves forward when the State plays its role and when civil society participates, holds authorities to account, proposes solutions and drives change.

The human right to adequate food is more than a constitutional provision: it expresses a social pact. A pact that allows no setbacks, and that demands vigilance, commitment and courage to meet the present while keeping our eyes on the future.

**CONSEA Brazil**

## THE HUMAN RIGHT TO ADEQUATE FOOD AND SOCIAL PROTECTION

### INTERNATIONAL INSTRUMENTS

**Universal Declaration of Human Rights (1948)**<sup>1</sup> – This United Nations (UN) Declaration, to which Brazil is a signatory, affirms in Articles 22 and 25 the right of all persons to social protection as a central element for guaranteeing a dignified standard of living. It establishes that, in situations such as unemployment, illness, disability, widowhood, old age or any involuntary loss of means of subsistence, the State must ensure support and security. It also determines special care and assistance for maternity and childhood, guaranteeing that all children receive the same social protection without discrimination. In essence, the Declaration represents the highest form of social protection for every citizen as a foundation for health, well-being and human dignity.

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1 Universal Declaration of Human Rights, 1948. See: <https://www.un.org/en/about-us/universal-declaration-of-human-rights>

**International Covenant on Economic, Social and Cultural Rights (ICESCR) (1966)<sup>2</sup> –**

Signed and promulgated in Brazil through Decree No. 591/1992, this covenant constitutes in its entirety a structuring axis for the realisation of economic, social and cultural rights, functioning as the material basis for human dignity and for the exercise of other rights such as health, education and an adequate standard of living. The Covenant explicitly recognises the right to social security and requires States to adopt legislative, administrative and budgetary measures to ensure broad coverage, prioritising vulnerable groups and addressing structural inequalities. Social protection is conceived as universal and integrated, encompassing income, care and access to essential services. In addition, the principle of progressive realisation requires States to use the maximum available resources to expand rights, prohibiting unjustified setbacks in social policies. Thus, the Covenant guides that social protection must not be treated as residual expenditure, but as a strategic investment to reduce vulnerabilities, promote social justice and strengthen democratic and inclusive societies.

**Committee on Economic, Social and Cultural Rights General Comment No. 19 (2007)<sup>3</sup> –**

In its interpretation of Article 9 of ICESCR, this General Comment establishes the normative basis of the right to social security, defining it as a system aimed at guaranteeing a minimum level of wellbeing for all persons throughout the life cycle. The document highlights that social security must cover various contingencies such as health, illness, old age, unemployment, disability, maternity, widowhood, orphanhood and family responsibilities, and must function in a sustainable, comprehensive and non-discriminatory manner. The document reinforces that States are obliged to adopt progressive measures, using the maximum available resources, to establish, maintain and expand contributory and non-contributory systems that ensure effective protection for the entire population, with special attention to the most vulnerable groups.

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2 International Covenant on Economic, Social and Cultural Rights, 1966. See: <https://www.ohchr.org/en/instruments-mechanisms/instruments/international-covenant-economic-social-and-cultural-rights>

3 General Comment No. 19, 2008. See: <https://www.refworld.org/legal/general/cescr/2008/en/41968>

**International Labour Organization (ILO)**<sup>4</sup> – Founded in 1919, Brazil is a signatory of the ILO. This organization plays a central role in promoting social protection systems around the world, particularly in defining international standards, producing technical knowledge and supporting countries in policy formulation. Although it does not directly implement national social security programmes, the ILO establishes conventions and recommendations that guide States in ensuring adequate coverage throughout the life cycle, integrating social protection, decent work and productive inclusion. It also produces global analyses highlighting gaps and trends, offers technical cooperation for institutional strengthening and encourages sustainable financing models, especially in low-income countries. In this way, it contributes to expanding coverage, reducing vulnerabilities and promoting more stable economies and fairer societies.

**ILO Recommendation No. 202 (2012)**<sup>5</sup> – This recommendation establishes guidelines for countries to create social protection floors, guaranteeing all persons access to essential health services and to social security with minimum income security throughout life for children, adults facing unemployment, illness, maternity or incapacity, and for older persons. The document also guides that the floors established by each country be supported by national and specific legislation, be financially viable and be integrated into comprehensive strategies for the progressive expansion of social protection. The instrument also emphasises tripartite social dialogue, considering freedom of association, collective bargaining, and the principles of solidarity, gender equality and non-discrimination.

**Additional Protocol to the American Convention on Human Rights in the Area of Economic, Social and Cultural Rights (Protocol of San Salvador)**<sup>6</sup> – This instrument was designed to guarantee dignity, substantive equality and human development. It recognises that States must organise social security systems capable of protecting individuals and families against social risks throughout life, such as unemployment, illness, old age and disability, in addition to providing a safety net for those in vulnerable situations. Social protection is expressly linked to the rights to work, health, social security and adequate food,

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4 See: <https://www.ilo.org/global/lang--en/index.htm>

5 ILO Recommendation No. 202, 2012. See: [https://normlex.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:P12100\\_INSTRUMENT\\_ID:3065524](https://normlex.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:P12100_INSTRUMENT_ID:3065524)

6 Protocol of San Salvador, 1988 (originally adopted in Spanish). See: <https://www.oas.org/juridico/english/treaties/a-52.html>

all understood as the basis of the human development model. The Protocol affirms that the right to social security must be realised progressively, giving special attention to groups most exposed to exclusion such as women, children, informal workers and rural populations, reinforcing the reduction of inequalities.

**UN Convention on the Rights of the Child (1989)**<sup>7</sup> – Incorporated into Brazilian law through Decree No. 99.710/1990, this convention establishes that social protection is a fundamental right of childhood. Articles 24, 26 and 27 constitute this core: Article 26 guarantees the right to social security; Article 27 ensures an adequate standard of living, providing for material and financial support to families; and Article 24 ensures the right to health, including nutrition and access to drinking water. Taken together, these provisions impose on the State the legal obligation to implement integrated policies that ensure minimum conditions of well-being and development for all children.

**UN Committee on World Food Security (CFS) Policy Recommendations on Social Protection for Food Security (2012)**<sup>8</sup> – These recommendations advocate a rights-based approach, a strategy combining short-term assistance with long-term support, and integration with agricultural development programmes. The report emphasises that social protection must be seen as a crucial investment to support the poorest—particularly small-scale producers—focusing on nutrition-sensitive food systems, strengthening agricultural livelihoods, resilience to shocks and robust monitoring.

**Rome Declaration on World Food Security (1996)**<sup>9</sup> – Adopted by Brazil, this political commitment affirms that food and nutrition security exists when all persons have continuous access to safe, nutritious and sufficient food. To this end, each country must adopt its own strategies compatible with its resources while also cooperating regionally and internationally. As social and economic systems are interdependent, food and nutrition security requires coordination of efforts and shared responsibilities among States.

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7 Convention on the Rights of the Child, 1989/1990. See: <https://www.unicef.org/child-rights-convention/convention-text>

8 Policy Recommendations on Social Protection for Food Security and Nutrition, 2012. See: <https://openknowledge.fao.org/server/api/core/bitstreams/9fadaf39-334a-42e5-abd4-1338737ba5b6/content>; and [https://www.fao.org/fileadmin/user\\_upload/hlpe/hlpe\\_documents/HLPE\\_S\\_and\\_R/HLPE\\_2012\\_Social\\_Protection\\_Summary\\_EN.pdf](https://www.fao.org/fileadmin/user_upload/hlpe/hlpe_documents/HLPE_S_and_R/HLPE_2012_Social_Protection_Summary_EN.pdf)

9 Rome Declaration on World Food Security, 1996. See: <https://www.fao.org/3/w3613e/w3613e00.htm>

**UN Food and Agriculture Organization (FAO) Voluntary Guidelines in Support of the Progressive Realisation of the Right to Adequate Food in the Context of National Food Security (2004)**<sup>10</sup>

– These guidelines reaffirm that social protection is an essential instrument for the progressive realisation of the human right to adequate food (right to food), within the broader context of the right to a dignified standard of living. They are based on Article 25 of the Universal Declaration of Human Rights (1948), which recognises the right of every person to a standard of living adequate for health, well-being and security in situations of vulnerability, and on Articles 9 and 11 of the International Covenant on Economic, Social and Cultural Rights (1966), which recognise, respectively, the right to social security and the right to an adequate standard of living, including food, clothing and housing.

**ILO Policy Guidelines for the Promotion of Decent Work in the Agri-food Sector (2023)**<sup>11</sup>

– These guidelines establish a guiding framework for governments, employers, workers and other actors in the agri-food chain, with the aim of integrating decent work into the policies regulating the entire food system. They recognise the structural challenges of the sector, such as high informality, precariousness, gender inequalities, child labour and environmental impacts. The Guidelines propose an integrated approach that articulates rights at work, promotion of productive employment, social protection and social dialogue. The document emphasises that progress in decent work is an essential condition for more sustainable, resilient and inclusive food systems.

**2030 Agenda – Sustainable Development Goals (SDGs) (2015)**<sup>12</sup>

– The SDGs establish global commitments to eradicate poverty and promote human development on sustainable grounds. In the field of social protection and food and nutrition security, SDG 1.3 and 2.1 play a central role. SDG 1.3 proposes the creation and expansion of universal social protection systems, guaranteeing coverage for poor and vulnerable persons as a means of ensuring a dignified standard of living and reducing structural inequalities. SDG 2.1 aims

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10 Voluntary Guidelines to Support the Progressive Realization of the Right to Adequate Food in the Context of National Food Security, 2004. See: <https://openknowledge.fao.org/items/8316667b-59fa-40a1-98ea-1344daa68247>

11 ILO Policy Guidelines for the Promotion of Decent Work in the Agri-Food Sector, 2023. See: <https://www.ilo.org/resource/other/policy-guidelines-promotion-decent-work-agri-food-sector>

12 2030 Agenda - Sustainable Development Goals (SDGs), 2015. See: <https://sdgs.un.org/goals>

to eradicate hunger and ensure that all persons have regular access to safe, nutritious and sufficient food, promoting food and nutrition security.

## **EXAMPLES OF IMPLEMENTATION IN BRAZIL**

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The 1988 Federal Constitution established Social Security as an integrated system of social protection encompassing health, social insurance and social assistance (Articles 194 to 204), intended to ensure fundamental rights and reduce social vulnerabilities. Structured on the principles of solidarity—which requires collective financing through social contributions and taxes—and of democratic and decentralised management, the model provides for quadripartite participation among workers, employers, retirees and the government.

Connected to the list of social rights in Article 6, Social Security constitutes a legal arrangement aimed at promoting dignity, inclusion and social justice, consolidating the constitutional commitment to the realisation of social rights and to the reduction of inequalities.

**Decree No. 11.679/2023** – This decree establishes the **Brazil Without Hunger Plan**. This federal government strategy, adopted to remove Brazil from the Hunger Map, guides measures aimed at increasing household income for the acquisition of food, reducing poverty rates, and mapping, mobilising and reducing food and nutrition insecurity. The plan includes an integrated protocol for identifying, referring and monitoring persons in situations of food and nutrition insecurity who seek care at the Unified Health System (SUS) primary health units, at the Unified Social Assistance System (SUAS) Reference Centres, and public facilities of the National Food and Nutrition Security System (SISAN). **Inter-ministerial Ordinance MDS/MS No. 25/2023** provides guidance for prioritising and organising care for individuals and families in situations of food and nutrition insecurity within the areas of social assistance, health, and food and nutrition security.

**Law No. 8.080/1990** – This law regulates the Unified Health System (SUS) and sets out the principles that guide its organisation and functioning, giving effect to the constitutional right to health. Among these principles are universality of access, which guarantees that everyone may enter the system at all levels of care, and comprehensiveness, which requires coordinated actions of health promotion, disease prevention and care. The law also affirms

users' autonomy, the right to information and the need for transparency in service provision, reinforcing the central role of the citizen within SUS. Guaranteeing equal treatment and relying on epidemiological evidence guide government efforts to reduce inequalities and design evidence-based interventions. This framework is complemented by social participation, a key element of democratic governance, and by decentralisation, which allocates responsibilities among federal, state and municipal authorities to ensure responses reflect local needs.

**Law No. 7.998/1990** – This law establishes the Unemployment Insurance Programme as a social protection instrument for workers dismissed without just cause, guaranteeing temporary income while they seek new employment. It defines who can access the benefit and for how long, and connects it to training and job-placement services, reaffirming its role as an active labour policy. Financing is provided through the Workers' Assistance Fund (FAT), which covers the benefit and supports job-creation and development programmes, forming an integrated system for the protection and promotion of work.

**Law No. 8.742 of 7 December 1993 Organic Law on Social Assistance (LOAS)** – This law establishes that social assistance is a right of the citizen and a duty of the State. To tackle poverty, the law requires social assistance to be coordinated with other sectoral policies. The Social Assistance Reference Centre (CRAS) is a public unit offering services, programmes and benefits of basic social protection under the Unified Social Assistance System (SUAS). CRAS works to prevent situations of vulnerability and social risk, seeking to strengthen family and community ties and expand access to rights.

**Continuous Cash Benefit (“Benefício de Prestação Continuada”)** – Provided for under the Organic Law on Social Assistance (LOAS), this programme is an income-transfer strategy that contributes to food and nutrition security and to reducing poverty and inequalities by guaranteeing a monthly minimum wage to older persons or persons of any age with disabilities.

**Resolution CNAS/MDS No. 185/2025** – This instrument provides for proactive outreach within the Social Assistance Policy to locate families in vulnerability and social risk, prioritising those from Traditional and Specific Population Groups for correct inclusion in the Single Registry (“Cadastro Único”) for federal social programmes.

**Gas Allowance (“Auxílio Gás”)** – This federal government programme created by **Law No. 14.237/2021** and regulated by **Decree No. 10.881/2021** aims at reducing the impact of cooking gas prices on the budgets of low-income families.

**Law nº 11.346/2006** – This law created the **National Food and Nutrition Security System (SISAN)** and set the guidelines for implementing the **National Food and Nutrition Security Policy (PNSAN)**. This policy is carried out through the **Third National Food and Nutrition Security Plan (Plansan)**, which includes 18 strategies and 219 initiatives. Among them are the programmes listed below.

**Law No. 14.601/2023** – This law establishes the **“Bolsa Família” Programme**—initially created by Law No. 10.836/2004—which ensures direct income transfer to families in situations of poverty and extreme poverty, with conditionalities related to health and education. Ordinance MDS No. 1.097/2025 includes families in situations of greater social vulnerability, such as families with persons living on the streets, those facing social risk linked to rights violations, and families at risk of food insecurity. Ordinance No. 1.804/2025 provides a protection rule whereby families in the defined income range who lose their employment automatically regain the Bolsa Família benefit.

**Programme for the Promotion of Rural Productive Activities (“Fomento Rural”)** – Created by Law No. 12.512/2011 and regulated by Decree No. 9.221/2017, this programme brings together two components: social and productive follow-up, and the direct transfer of non-reimbursable financial resources. These measures help the poorest rural families to develop their productive projects and, with technical and financial backing, to organise or expand their productive capacity, thereby increasing or diversifying food production and income-generating activities.

**The National School Feeding Programme (PNAE)** – Established by Law No. 11.947/2009, PNAE is one of the country’s most longstanding and structured public policies for food and nutrition security. It ensures adequate, healthy and continuous food for more than 40 million pupils in public basic education, functioning as an essential component of the right to food. By combining regular meal provision with nutritional guidelines, food education and the promotion of healthy habits, PNAE helps reduce inequalities, supports better school performance and encourages pupils to remain in school. The law also establishes a mini-

mum purchase of 30 percent of food from family farming, connecting food security, rural development and the local economy. As such, it stands as a strategic policy that brings together social protection, health and sustainable development.

## **MAIN CHALLENGES**

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In Brazil, despite the wide range of social protection policies, a series of structural, institutional and demographic challenges still limits the country's ability to make the right to social protection universal. Inequalities fall most heavily on groups with a long history of vulnerability. The National Household Sample Survey – Continuous (PNAD Contínua, IBGE, 2024) shows that these long-standing inequalities persist, even though all regions have improved and Brazil has once again left the Hunger Map.

The North region (37.7 percent) and Northeast region (34.8 percent) recorded the highest proportions of food insecurity across all three levels (mild, moderate and severe). Women, Black and Brown-skinned persons comprised the majority of those responsible for households in food insecurity, highlighting the importance of intersectional analysis. In cases of severe food insecurity, the share of households with a Brown-skinned person head of household reached 56.9 percent, more than double that of households with a white head (24.4 percent). Among households suffering from food insecurity, women were responsible for 59.9 percent, while men accounted for 40.1 percent. In cases of severe food insecurity, 15.5 percent of households had a self-employed head, 8.3 percent an employee with a formal contract, and 6.7 percent a domestic worker. Cases of moderate or severe food insecurity were concentrated in households with monthly per capita income of up to one quarter of the minimum wage (13.4 percent), up to half the minimum wage (21.2 percent) and up to one minimum wage (31.5 percent). Combined, these three income classes accounted for approximately two thirds of households experiencing food insecurity (66.1 percent).

Among the many challenges, chronic underfunding stands out, aggravated by fiscal austerity measures such as the expenditure ceiling imposed by Constitutional Amendment No. 95, which limits the expansion and investment in social policies, producing a situation of scarcity that affects essential areas such as social assistance, social security and income security.

As a result, deep regional inequalities persist, revealing the fragility of decentralisation when not accompanied by equitable criteria for transfers. Municipalities with lower fiscal capacity face greater difficulties in maintaining the social assistance network and ensuring population access, widening the inequality gap between regions.

Public policies linked to the National Food and Nutrition Security System (SISAN), the Unified Health System (SUS) and the Unified Social Assistance System (SUAS), although well established, suffer from increasingly precarious conditions and budgetary instability due to cuts, contingencies and budget freezes.

Persistent weaknesses in intersectoral coordination among public policies and systems—health, food and nutrition security, education, social assistance, social insurance and labour—limit the ability to deliver more integrated and effective responses to social problems. There is still little clarity about who is responsible for what, which leads to overlapping roles, service gaps and weaknesses in specialised programmes to address poverty and violence. These problems are compounded by overstretched staff, inadequate infrastructure and insufficient ongoing training for public servants.

Other factors, such as persistent informality and unemployment, hinder access to the contributory social insurance system and increase demand for social assistance. In addition, the growing ageing of the population challenges the financial sustainability of the system and requires structural reforms capable of harmonising social justice with economic protection.

## SOCIAL PARTICIPATION

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Provided for in the Constitution and regulated by laws such as Law No. 11.346/2006 (LOSAN), social participation takes place through councils, conferences, and programmes such as the National School Feeding Programme (PNAE) and the Food Acquisition Programme (PAA), as well as through the work of social movements and civil society networks.

**The National Council for Social Assistance (CNAS)**, established by the Organic Law on Social Assistance (LOAS) in 1993, is responsible for promoting and improving social oversight of public social assistance policy based on the needs of the population. Among its responsibilities are approving the National Social Assistance Policy (PNAS), convening the National Social Assistance Conference, and ensuring a decentralised and participatory social assistance system.

**The National Council on Food and Nutrition Security (CONSEA)**, created by Law No. 11.346/2006, is the social participation mechanism of the National Food and Nutrition Security System (SISAN).

It brings together one-third government representatives and two-thirds civil society to formulate, monitor and evaluate public policies on food and nutrition security. CONSEA is responsible for convening the National Conference on Food and Nutrition Security, which proposes the guidelines and priorities for the National Policy and the National Food and Nutrition Security Plan and evaluates SISAN.

**Law No. 8.142/1990**, which addresses community participation in the management of the Unified Health System (SUS) and intergovernmental transfers of resources, establishes two collegiate bodies: (i) the Health Conference; and (ii) the Health Council. The National Health Council (CNS) is a permanent and deliberative collegiate body within the Ministry of Health, composed of representatives of the government, service providers, health professionals and users. Its decisions are expressed in resolutions supported by Article 198 of the Federal Constitution, Law No. 8.080/1990, and Law No. 8.142/1990.

## ACCOUNTABILITY AND ENFORCEABILITY

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Responsibility for social protection policies in Brazil stems from the State's constitutional duty to guarantee the social rights established under the Social Security system—health, social security, and social assistance. This requires designing, financing, implementing and monitoring policies on an ongoing, universal and non-discriminatory basis. The federal government, states and municipalities share these responsibilities, with the federal government providing normative and financial coordination. Responsibility also includes maintaining institutional capacity, ensuring adequate budget allocations and preventing setbacks that could undermine the realisation of rights.

There are mechanisms and instruments through which society can demand compliance with social protection policies, reinforcing their legal and democratic character and ensuring they are not reduced to programmatic promises. The main instruments include:

- Social participation and oversight: councils linked to SUS, SUAS and SISAN, conferences, local committees and ombudsman offices.
- Administrative instruments: complaints, petitions, formal requests, representations, information requests and internal investigative procedures.
- Judicial action: individual or collective lawsuits to secure benefits, address omissions or demand adequate funding.
- Oversight bodies: Public Prosecutor's Offices, Public Defender's Offices, Courts of Accounts, and internal and external control bodies.
- Transparency and access to information: budget portals, management reports and public monitoring tools.

## CORPORATE POWER

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This refers to the power exercised by agribusiness corporations, the food industry, the financial sector, major retail chains and institutions that influence the legislative agenda in order to shape budgets and the management of public policies, including social programmes. Social protection is also undermined by the political influence of corporate sectors that promote labour deregulation and the reduction of social contributions. These practices weaken working conditions, reduce coverage and erode the effectiveness of social security systems.

The main forms of action include:

- The weakening of labour relations through outsourcing, wage flexibilisation, converting employees into individual service providers to avoid labour protections, and the expansion of digital platform work, including Uber-type models;
- Lobbying and legislative influence, with companies exerting strong pressure on the National Congress to approve laws that undermine labour rights;
- Fiscal avoidance and reduced contributions through tax relief policies that negatively affect revenue allocated to social security;
- Shifting social costs to society when companies transfer the burdens of unsafe or unhealthy working conditions to the public system;
- Limited transparency and weak social responsibility, where corporate social responsibility discourse is often symbolic and not matched by practices that ensure social protection and decent work.

## FINANCING

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Guided by the 1988 Federal Constitution and legislation such as LOSAN, public policies depend directly on public financial resources to ensure continuity, outreach and social impact, especially for groups in greater situations of vulnerability.

The main source of financing for these policies is the federal budget, composed of federal taxes such as income tax, the Social Contribution on Net Profit (CSLL), the Contribution for the Financing of Social Security (Cofins) and the Social Integration Programme / Civil Servants' Asset Formation Programme (PIS/Pasep). Resources allocated to the Unified Health System (SUS), the National Food and Nutrition Security System (SISAN) and the Unified Social Assistance System (SUAS) come from the federal government (social security and taxes), as well as from states, municipalities and the Federal District. These resources are defined through the Multi-Year Plan (PPA), the Budget Guidelines Law (LDO) and the Annual Budget Law (LOA). The LOA allocates resources each year and distributes them to the ministries and funds

responsible for implementation.

The National Social Assistance Fund (FNAS), which co-finances SUAS services, programmes and benefits; the National Health Fund (FNS), which finances Ministry of Health actions; and the National Fund for Education Development (FNDE), which finances the National School Feeding Programme (PNAE), are particularly important. These funds are essential instruments for the regular transfer of federal resources to states and municipalities through the mechanism known as "fund-to-fund".

In addition to the federal budget, states and municipalities contribute their own resources to complement federal transfers. This co-financing is crucial for decentralisation and for adapting actions to local realities, ensuring the implementation of programmes such as the Food Acquisition Programme (PAA).

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