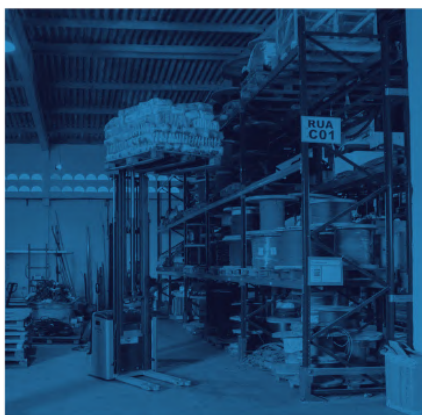




# Alagoas sem fome



## • EXECUTIVE SUMMARY •

# Thematic Analysis for the *Alagoas sem Fome* Programme

This Executive Summary provides a synthesis of the **Thematic Analysis for the *Alagoas sem Fome* Programme** (PASF, in portuguese) — a product integral to the consolidation of the Alagoas Public Policy Observatory, within the framework of *Visão Alagoas 2030*, a technical cooperation between the Government of Alagoas and the United Nations Human Settlements Programme (UN-Habitat).

The Thematic Analysis aims to: (i) systematise and analyse the initiatives implemented, highlighting their strengths and challenges; (ii) map national and international best practices in addressing hunger and food insecurity; and (iii) present recommendations to strengthen the PASF, including a set of Food and Nutrition Security (FNS) indicators to be incorporated into the Observatory to support its monitoring and evaluation.

The document is divided into four main sections: methodology; dimensions and contexts of FNS in Alagoas; structure and initiatives of PASF; and recommendations. Developed between August 2024 and February 2025, the work involved the following stages:

- Literature review;
- Mapping, document analysis and prioritisation of initiatives linked to PASF;
- Semi-structured interviews with state technical teams involved in the coordination, monitoring and implementation of initiatives;
- Technical visits to Food and Nutrition Security (FNS) facilities located in Maceió; and
- Conducting a collaborative workshop for preliminary validation, presentation of results, and agreement on a priority agenda.

## Dimensions of Food and Nutrition Security

The dimensions of Food and Nutrition Security (FNS) (FAO, 2006; 2014; 2024) were used as criteria to classify PASF initiatives, as well as to guide the formulation of recommendations for strengthening the programme and the development of the indicator matrix for monitoring and evaluating FNS in Alagoas:

1. **Food availability:** the physical quantity present, related to food production, supply, distribution, and trade;

2. **Access to food:** the ability of individuals to obtain food in a socially acceptable manner, including physical and economic access to adequate and healthy food;
3. **Utilization of food and nutrients:** the biological use of the energy and nutrients consumed by people, influenced by food choices, eating habits, sanitation, and health conditions; and
4. **Stability:** the consistent fulfilment of the three previous dimensions over time, representing a transversal dimension vulnerable to climatic, social, political, or economic influences.

## The Food and Nutrition Security Situation in Alagoas

Rapid urban growth, with over 55% of the world's population living in cities, has increased challenges in the food sector. Socioeconomic vulnerability and informal employment hinder access to adequate food, exacerbated by the presence of food deserts, especially in peripheral and low-income areas.

The FNS situation in Alagoas is strongly linked to factors such as low *per capita* income, indebtedness, informal labour market participation, unemployment, and low educational attainment.

Additionally, challenges related to local food production and availability, high prevalence of ultra-processed food consumption, and poor sanitation conditions worsen this scenario, perpetuating poverty, social inequalities, and health and nutrition challenges among the population.

Within this context, the key structural challenges faced by the state of Alagoas can be summarised as follows:

### 1. Food and Nutrition Insecurity (FNI):

- a. Prevalence of FNI: More than one-third of the population (36.2%) is affected. Alagoas ranks 9th among Brazilian states with the highest FNI rates, exceeding the national average (27.6%) but slightly below the Northeast regional average (38.8%) (IBGE, 2023); and
- b. Distribution across FNI levels: 63.8% is food secure, 23.3% experiences mild FNI, 7.3% moderate FNI, and 5.6% severe FNI (IBGE, 2023).



## 2. Aggravating Factors of Food and Nutrition Insecurity (FNI):

- a. Income: 77.6% of households report a *per capita* income of up to half the minimum wage; 88% of indebted families face FNI (Rede Penssan, 2022);
- b. Education: 79.8% of households headed by persons with less than 8 years of schooling experience FNI (Rede Penssan, 2022);
- c. Informality and Unemployment: In 2022, 61.5% of households headed by persons in informal employment or unemployed face moderate or severe FNI (Rede Penssan, 2022); and
- d. Poverty and Extreme Poverty: 64.2% of the Alagoas population registered in CadÚnico live in extreme poverty (per capita income less or equal to BRL 105) and 6.3% in poverty (*per capita* income between BRL 105.01 and BRL 210) (UN-Habitat, 2023).

## 3. Local Food Production:

- a. In 2017, only 12.3% of people working in family farming received financing, and 5.1% had access to technical guidance from public authorities, the private sector, or Non-Governmental Organizations (NGOs) (UN-Habitat, 2024).

## 4. Food Consumption and Nutrition:

- a. Consumption of ultra-processed foods: high prevalence among children aged 6 to 23 months (38%), children aged 2 to 4 years (83%), children aged 5 to 9 years (88%), adolescents (84%), adults (66%), pregnant women (71%), and elderly people (45%) (Brazil, 2023a); and
- b. Malnutrition: among children under 5 years old, 5.21% were underweight and 16.67% were overweight; children aged 5 to 9 years had 5.82% underweight and 28.35% overweight; with high prevalence of overweight among adolescents (29.22%), adults (69.20%), and elderly (52.80%) (Brazil, 2023a).



© Alagoas Sem Fome

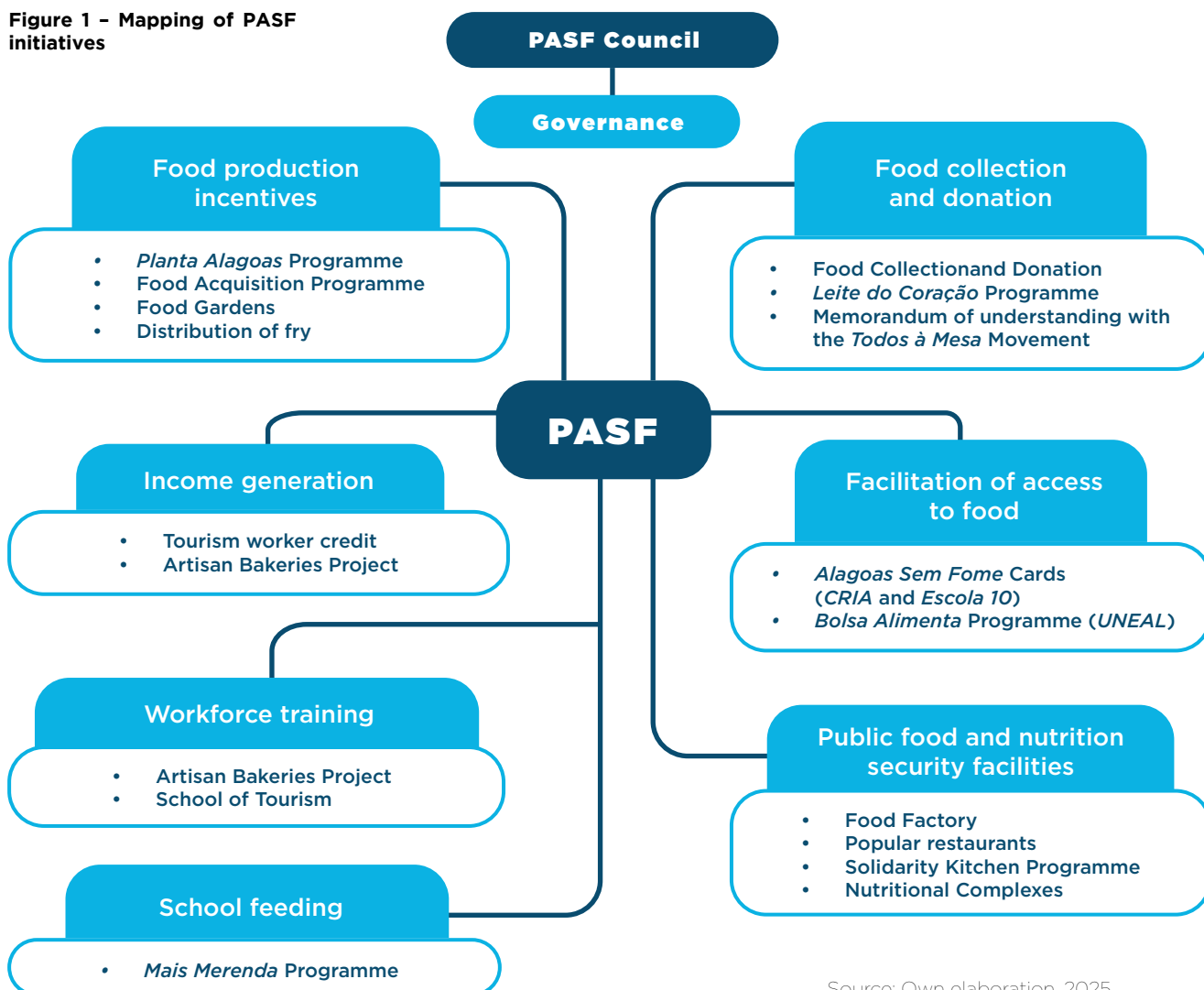
## Alagoas Sem Fome Programme

The PASF was established under Law No. 9,128, dated 26 December 2023, as a permanent public policy to combat Food and Nutrition Insecurity (FNI) in the state. The program encompasses both existing actions and new initiatives, implemented directly by the state government or through partnerships with the productive sector and civil society.

Its governance structure and intersectoral and social participation include: the State Council for Food and Nutrition Security (CONSEA/AL, in Portuguese), the Intersectoral Chamber for Food and Nutrition Security (CAISAN/AL, in Portuguese), the State SAN Conference, and the State Council *Alagoas sem Fome*.

The PASF initiatives have been mapped and organised into seven categories, as shown in Figure 1. The initiatives analysed in the Thematic Analysis were prioritised based on the following criteria: (i) implementation status, (ii) level of alignment with the agenda, and (iii) the potential of each initiative to combat food and nutrition insecurity (IAN). Table 1 presents the selected initiatives, organised into six categories, as two of the originally defined seven were grouped for greater clarity and organisation.

**Figure 1 – Mapping of PASF initiatives**

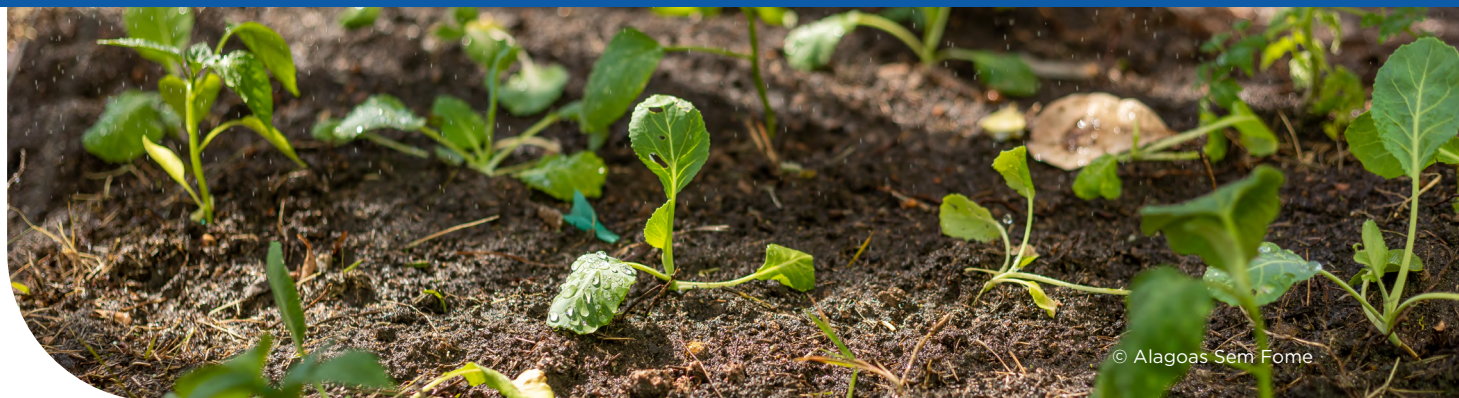


Source: Own elaboration, 2025.

**Table 1 – Main PASF initiatives according to the Thematic Analysis categories**

Categories	Initiatives
Facilitation of access to food	<ul style="list-style-type: none"> <li>Alagoas Sem Fome Cards</li> <li>Bolsa Alimenta Programme</li> </ul>
Food production incentives	<ul style="list-style-type: none"> <li>Food Acquisition Programme</li> <li>Food Gardens</li> <li>Planta Alagoas Programme</li> </ul>
Public food and nutrition security facilities	<ul style="list-style-type: none"> <li>Nutritional Complexes</li> <li>Popular Restaurants</li> <li>Solidarity Kitchen Programme</li> <li>Food Factory</li> </ul>
Food collection and donation	<ul style="list-style-type: none"> <li>Food Collection and Donation</li> <li>Leite do Coração Programme</li> </ul>
School feeding	<ul style="list-style-type: none"> <li>Mais Merenda Programme</li> </ul>
Income generation and workforce training	<ul style="list-style-type: none"> <li>Artisan Bakeries Project</li> </ul>

Source: Own elaboration, 2025.



## Recommendations for the *Alagoas Sem Fome* Programme

- 1. Improvement of public policy:** analysis of diagnostics, enhancement of policy design, expansion of social participation, and improvement of the programme's communication;
- 2. Strengthening operational strategies:** qualification of technical teams, coordination between health and social assistance sectors, and actions to ensure the programme's effectiveness and long-term sustainability; and
- 3. Development of PASF's technical initiatives:** expansion of food availability, assurance of access and promotion, as well as monitoring the utilization of food and nutrients.

**Table 2 – Matrix of recommendation for PASF**

Axis: Public policy enhancement	
Recommendation	Actions
Strengthen PASF institutional framework	<ul style="list-style-type: none"> <li>• Develop PASF's strategic planning; and</li> <li>• Create an integrated platform for unified PASF management.</li> </ul>
Conduct a diagnosis of food and nutritional insecurity, focusing on indigenous peoples and quilombola communities	<ul style="list-style-type: none"> <li>• Fund research on food and nutritional insecurity in the state.</li> </ul>
Reinforce evidence-based decision-making	<ul style="list-style-type: none"> <li>• Monitor FNS indicators in the state;</li> <li>• Track initiatives for PASF's evaluation process; and</li> <li>• Strengthen institutional capacities for monitoring and evaluation.</li> </ul>
Enhance the financial sustainability of PASF in the medium and long term	<ul style="list-style-type: none"> <li>• Enhance state-level financing capacity; and</li> <li>• Ensure financial sustainability.</li> </ul>
Ensure social participation in PASF	<ul style="list-style-type: none"> <li>• Establish dialogue spaces with the served population; and</li> <li>• Strengthen participation and social oversight of PASF.</li> </ul>
Expand PASF's communication effort	<ul style="list-style-type: none"> <li>• Develop PASF's communication strategy; and</li> <li>• Disseminate and report on PASF initiatives.</li> </ul>

### Axis: Strengthening operational strategies

Recommendation	Actions
Strengthen the technical teams of PASF	<ul style="list-style-type: none"> <li>Expand the technical team of PASF's; and</li> <li>Management Unit Train PASF technical teams in sectoral areas</li> <li>Improve the flow of coordination and internal communication.</li> </ul>
Support the consolidation of National System for Food and Nutritional Security	<ul style="list-style-type: none"> <li>Increase adherence to National System for Food and Nutritional Security and enhance local capacities.</li> </ul>
Enhance coordination between the health sector and social assistance	<ul style="list-style-type: none"> <li>Publicise the Food Insecurity Risk Screening; and</li> <li>Strengthen PASF's coordination with the health sector and social assistance.</li> </ul>
Expand the scope and coverage of PASF actions	<ul style="list-style-type: none"> <li>Identify the beneficiary population;</li> <li>Include specific actions for Indigenous peoples, quilombolas, and traditional communities; and</li> <li>Integrate public policies across the three levels of government.</li> </ul>

### Axis: Development of PASF's technical initiatives Regarding availability of food

Recommendation	Actions
Increase the percentage of food purchases from family farming	<ul style="list-style-type: none"> <li>Increase the percentage of food purchases from family farming in public FNS facilities;</li> <li>Expand public FNS facilities within the Food Acquisition Programme; and</li> <li>Increase the percentage of family-farmed food in the <i>Mais Merenda</i> Programme.</li> </ul>
Train farming families for the Food Acquisition Programme	<ul style="list-style-type: none"> <li>Provide technical and rural assistance to farming families</li> <li>Expand access to <i>Do Campo para Sala de Aula</i> Programme.</li> </ul>

### Axis: Development of PASF's technical initiatives Regarding food access

Recommendation	Actions
Ensure the quality of food offered in public FNS facilities	<ul style="list-style-type: none"> <li>Develop a Technical Note on the quality of food offered in public FNS facilities;</li> <li>Ensure the nutritional quality of food provided in public FNS facilities; and</li> <li>Appoint a nutritionist to work in public FNS facilities.</li> </ul>
Ensure the quality of school meals	<ul style="list-style-type: none"> <li>Increase resources provided under the <i>Mais Merenda</i> Programme</li> <li>Regulate food sold in school canteens;</li> <li>Improve the distribution flow of Food Acquisition Programme food in schools; and</li> <li>Publish the legal framework for the <i>Mais Merenda</i> Programme.</li> </ul>
Strengthen actions focused on the supply of quality water	<ul style="list-style-type: none"> <li>Include actions in PASF focused on the supply of quality water.</li> </ul>



**Axis: Development of PASF's technical initiatives**  
Regarding the use of food

Recommendation	Actions
Ensure monitored nutritional status and appropriate treatment within the social assistance network	<ul style="list-style-type: none"> <li>Continuously monitor the nutritional status of the social assistance network.</li> </ul>
Promote continuous Food and Nutritional Education initiatives	<ul style="list-style-type: none"> <li>Promote ongoing Food and Nutritional Education initiatives.</li> </ul>
Include actions to ensure the “utilisation of food and nutrients” dimension	<ul style="list-style-type: none"> <li>Include actions focused on malnutrition and obesity;</li> <li>Incorporate measures for gas supply and proper food storage; and</li> <li>Include initiatives for kitchens and food reservoirs.</li> </ul>

Source: Own elaboration, 2025.

## Recommendations for the Public Policy Observatory of Alagoas

**Table 3 – Recommendations Matrix for the Public Policy Observatory**

Dimensão	Ações propostas
<b>Data availability</b>	<ul style="list-style-type: none"> <li>Include a tool to present data disaggregated by gender, age group, income, and race, when available;</li> <li>Update data periodically to ensure the platform remains current; and</li> <li>Incorporate the proposed indicator matrix to monitor and evaluate FNS in the state.</li> </ul>
<b>Platform features</b>	<ul style="list-style-type: none"> <li>Include a filter allowing selection of indicators related to specific programmes, such as PASF;</li> <li>Add a page with detailed instructions on using the data and the Observatory's visualisation formats;</li> <li>Offer the option to select multiple municipalities and planning regions, enabling comparison of indicators across municipalities and regions; and</li> <li>Implement functionality to generate reports by municipality or planning region, allowing the selection of one or more SDGs and indicators.</li> </ul>
<b>Data visualisation</b>	<ul style="list-style-type: none"> <li>Update the ranking of municipalities Include visualisation of indicators on interactive maps of the state of Alagoas, facilitating comparison between municipalities;</li> <li>Allow viewing of the full ranking of all 102 municipalities for each indicator; and</li> <li>Include, for each indicator, results for Brazil, the Northeast region, and the state of Alagoas to facilitate assessment of each municipality's performance.</li> </ul>
<b>Data dissemination</b>	<ul style="list-style-type: none"> <li>Promote data dissemination through social media and the websites of the Government of Alagoas and UN-Habitat;</li> <li>Include a user satisfaction survey and user identification to verify whether the platform is reaching its target audience and being used for decision-making; and</li> <li>Send emails to stakeholders when data is updated or new indicators are added.</li> </ul>

Source: Own elaboration, 2025.

Table 3 presents recommendations for updating the Observatory, aiming to enhance its potential contribution to the monitoring and evaluation of public policies on food and nutrition security in Alagoas.

Based on the indicators available in Brazil for each dimension of FNS, specific indicators were proposed to monitor this theme in the state, aiming to support the monitoring and evaluation of the PASF within the scope of the Observatory.

**Table 4 - Summary of the matrix of SAN indicators**

Dimension	Indicator Name
Availability	Area occupied by agricultural establishments
	Percentage of establishments classified as family farming
	Percentage of family farmers with financing
	Percentage of family farmers with external technical assistance
Access	Prevalence of Food and Nutritional Insecurity
	Prevalence of moderate or severe Food and Nutritional Insecurity
	Prevalence of exclusive breastfeeding
	Prevalence of breastfeeding among children under 2 years old
	Minimum dietary diversity
	Fruit consumption
	Consumption of vegetables and legumes
	Percentage of the population served by water supply services
	Percentage of permanent private households with at least one quilombola resident, by main form of water supply
Utilisation	Percentage of children with low birth weight
	Prevalence of thinness among children under 5 years old
	Prevalence of stunting among children under 5 years old
	Prevalence of overweight among children under 5 years old
	Prevalence of overweight among children aged 5 to 9 years
	Prevalence of obesity among adults

Source: Own elaboration, 2025.

The *Alagoas Sem Fome* Programme is a multidimensional initiative designed to combat hunger and food insecurity. Although progress has been made in its implementation, institutional challenges persist. The programme can become more effective by adopting comprehensive strategies and sustainable solutions focused on income generation and social inclusion, contributing to breaking the cycles of multidimensional poverty and ensuring adequate and healthy access to food for all.



[visaoalagoas2030.al.gov.br](http://visaoalagoas2030.al.gov.br)

# VISÃO ALAGOAS 2030



Prosperidade Urbana  
Inclusiva e Sustentável

Follow ONU-Habitat on social media!



@onuhabitatbrasil



ONU-Habitat Brasil



onuhabitatbr



Scan to  
learn more



ONU-HABITAT



ALAGOAS  
GOVERNO