



GLOBAL JOURNAL OF MANAGEMENT AND BUSINESS RESEARCH: A  
ADMINISTRATION AND MANAGEMENT  
Volume 19 Issue 7 Version 1.0 Year 2019  
Type: Double Blind Peer Reviewed International Research Journal  
Publisher: Global Journals  
Online ISSN: 2249-4588 & Print ISSN: 0975-5853

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*Keywords:* family agriculture. PRONAF. PNAE. PAA. public calls. public management.

*GJMBR-A Classification:* JEL Code: M10



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# Effects of Government Programs on Food Acquisition for Family Farming: The Cooperative Seed between Brazil-África

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## I. INTRODUCTION

In the Brazil-África context of family farming, the colonial origins of the rural population are directly linked to export monocultures, slavery and large estates. Family farming is a form of existence of people who stay with the passage of time and who seek to preserve their place and techniques in an increasingly competitive environment, competing in unequal conditions with the initiatives that operate in the agribusiness logic.

Family agriculture can be defined as one in which the management, ownership and most of the work and activities are carried out by people who have parental bonds. However, this concept is not absolute, since social groups and their representations establish their own categories that according to the context in which it is used, the term "family farming" may be given a different meaning. Nevertheless, regardless of the situation in which the term is used, they must be present the three basic attributes: management, property and family work (Bittencourt & Abramovay, 2013).

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The National Program for the Strengthening of Family Agriculture (PRONAF) in the midst of the demands of the agricultural policy of family farmers. Beyond In addition, other movements contributed to the emergence of this program, with the alternatives for these producers who, since the 70's, process of concentrating their activities in one or two cultures, or the destination of their products to the agro industrial market (Mera & Didonet, 2010). It is also worth mentioning the Secretariat of Family Agriculture, created in 2003, as well as the promulgation of the Family Agriculture Law in 2006 (Picolotto, 2011).

Since the creation of PRONAF, the volume of financial resources applied over the years has been clear, jumping from R\$ 650.000.000,00 in 1996 to R\$ 16.000.000.000,00 in 2012. The financing agreements Brazil reached its peak in 2006, when it reached 2,5 million contracts. In the same period, there was a greater participation of the Northeast region in the number of PRONAF contracts, mainly due to the relative share of the South region (Grisa, Wesz-Junior & Buchweitz, 2014).

The PAA Africa program is an initiative of the Brazilian government in partnership with the World Food Program (WFP), the FAO (Food and Agriculture Organization of the United Nations) and DFID (United Kingdom Department for International Development To promote food security and the strengthening of family farming.

With this in 2010, a program was drawn up to share the experience of PAA Brazil with Africa in five countries: Ethiopia, Niger, Malawi, Mozambique and Senegal. Klug points out that the first phase, started in February 2012, had funding of US \$ 4.6 million, of which about 3.7 million were donated by the Brazilian government, through the General Coordination of International Actions to Fight Hunger in the Ministry and the remainder by the British Department for International Development Cooperation (DFID) (ONU, 2011). For the second phase (which starts now and lasts 18 months), CGFOME has already committed to donate another \$ 4 million, and DFID has increased its contribution, now \$ 2 million. To expand projects within countries and support the continuation of the project for the five years, other partnerships are under development - compliments confidently. In February, pilot projects were started with

the distribution of inputs and training for farmers. Klug recalls that, so far, PAA Africa has benefited 4287 farmers and more than 124,000 students in 434 schools, which received food purchased locally with the project's resources (ONU, 2011).

In reporting the importance of this research, it can be mentioned that it is precisely in the concern of not attending any farmer or local cooperative interested in participating in the calls occurred in the city of Brazilian cities. In view of the interest in going deeper into the subject, in light of the above, the general objective of this research therefore seeks to analyze the causes and difficulties that block the institutionalization of PRONAF, PAA and PNAE in the Brazilian cities (Salvador, Ceará, Bahia, Paraná, Santa Catarina, Sao Paulo) and African countries (Nigeria, Senegal, Ethiopia, Mozambique and Malawi).

Specifically, the objectives are to collect quantitative data on programs involving the promotion of family farming in the municipality concerned, as well as to identify difficulties in attracting resources from family farmers, and to understand, from the social actors involved with family farming, the reasons for the lack of interests involving access to credit for financing programs to this segment of society.

## II. THEORETICAL REVIEW

### a) *The sustainability of Family Agriculture*

Agriculture is a process that has a direct link with sustainability, in order to both it is necessary to understand what this term means, Ruscheinsky (2003) defines sustainability as a broad concept that admits variations according to interests and positionings.

The term sustainability refers, for the most part, only expressions focused on environmental issues. However, sustainability, according to Sachs (2009), is a dynamic concept that takes into account the increasing needs of populations, in a constantly expanding international context. He comments that the term sustainability is much more comprehensive and involves several other dimensions, in addition to environmental, among which social sustainability stands out; economic sustainability and political sustainability, which can be represented by the institutional environment.

Therefore, the debate about how to achieve sustainability in agriculture is problematized by disputes and disagreements as to which elements of production are acceptable and which are not. Some agricultural technologies, seen as sustainable in the input market, may not be sustainable on farm property. The use of swine and poultry waste, which is widely used in small farms as a substitute for chemical fertilizers, is considered sustainable; but its excessive use compromises the local water table. Similarly, organic agriculture is widely accepted as sustainable, but

ceases to be with the practice of organic monoculture (Souza-Filho, 2001).

Neves and Castro (2010) argue that given the growing worldwide concern with the concept of sustainability, the insertion of family agriculture into coordinated subsystems will be more valued because this segment strengthens environmentally and socially correct options, as well as economically viable and institutionally supported by a pressure from society in the search for sustainable production models.

These local inventions allow a better adaptation of management and specific management of certain activities, which respect the limits and potential of each small producer. These are fundamental characteristics to exploit local specificities, mainly the National School Food Program (PNAE), and which, consequently, lead to local and sustainable development. These characteristics, ignored or not found in the modernization of agriculture, are largely responsible for the "unsustainability" of the current patterns of family agriculture, precisely because they cannot understand and work the diversities found in this universe of producers (Dal-Soglio, 2013).

In the institutional question, in the environmental planning of the municipalities, it is convenient to consider and privilege parameters that reward these people who live in the rural environment so that they can conquer new reference of quality of life. The achievement of this improvement includes access to health, education, leisure, information, means of transport and, in particular, the availability of energy, both to supply the productive activities of the properties and to provide comfort for those farmers. A dynamic, better-structured local economy offers more opportunities in the search for innovations, which allow family farmers to make better use of available resources (Buainain & Garcia, 2013).

Finally, the adequacy of technologies to serve a local community, such as soil preparation, fertilizer and corrective use, irrigation, mechanization, crop management, seed selection, harvesting, value added to products, positive economic outcomes and, consequently, sustainable social outcomes. That is, the sustainability of these family farmers will depend on the complementarity and interaction between the environmental, social, economic and institutional dimensions and the adaptation in their different forms of productive organization that emerge over time and that deserve to be highlighted.

### b) *Forms of Productive Organization in Family Agriculture*

Family farming offers great promise of growth as directly linked to poverty reduction, but this promise also requires the State hand providing essential public goods, improving the investment climate, regulating the management of natural resources and ensuring

desirable social outcomes, thus acting will be contributing to the development as an economic activity, as subsistence and as a supplier of environmental services, making the sector a unique

This complexity, according to Garcia-Filho (2000), is based on the complexity of the ecosystems that represent potential or impose limits on the agricultural activities and the mode of use of the space that these societies adopt, representing an effort of adaptation to the ecosystem, seeking to explore the best potential or minimize the obstacles. Resulting in the development of different agricultural practices by the socioeconomic conditions of the different production systems.

Family farming throughout Brazilian history was marked by the colonial origins of the rural population, with three characteristics, be they the large estate, export monocultures and slavery (Lamarche, 1997). Family farming considers a political attempt to reject the power of a social group. In this sense, Lima and Figueiredo (2006) argue that the government, when adopting the expression of family farmer and not peasant, may have used a tactic at a time of political change, since the peasant figure is essentially a non-philosophical identity letting it dominate through the years.

In relation to the definition of family agriculture, Carneiro (2000) points out in a summarized way what can be considered from family appraisals by family farming: the integration of work, land and production. For Marques and Noronha (1998), family farming is conceptualized as the management of jobs that come from individuals who maintain affective ties. According to the National Institute for Colonization and Agrarian Reform (INCRA) and the United Nations Fund for Agriculture and Food (FAO, 2013),

Family agriculture is comprised of a set of economic, social and environmental practices with purpose of managing the production system and investments with family objectives with the environment and the interaction of the production unit. The economy since the period of colonization has always been focused on exporting products to large cities. At the beginning there was the exploration of Brazil wood which was our first product, as early as the sixteenth century, one begins to work on large estates, with this the best lands were intended for commercial cultivation, while the weakest were for planting their own sustenance (Silva & Ribeiro, 2014).

Family farming in the Brazilian scenario is a result of a historical process started from the colonization, being mainly influenced by political, economic and social episodes of the past centuries and especially in recent decades, where the changes occurred due to agricultural modernization are answers to social inequalities as a basis for sustainable local development, and as a means of containing the rural

exodus. For Lamarche (1997), part of the small producers was left out of the process of modernization due to the precarious means of access of these to work and social mobility.

Among the negative aspects of this process is the rural exodus that occurred in Brazil during this period due to the large number of unemployed, since tasks that were previously performed by a large group were carried out by few people. However, according to the Commission Economic for Latin America and the Caribbean (CEPAL), raising the productivity of family agriculture in the national market would require modernizing the sector and raising the economic standard of rural farmers (Del-Grossi & Silva 2002).

In the 1990s, a survey conducted by FAO and INCRA, whose purpose was to establish the guidelines for a sustainable development model, was recommended as a way of classifying Brazilian agricultural establishments by separating two models: management and labor, the decentralized organization and emphasis on specialization, and the familiar one that would have as characteristic the intimate relation between work and management, the direction of the productive process led by the owners, the emphasis on the productive diversification and the durability of resources and in the quality of life, the use of wage labor on a complementary basis and the taking of immediate decisions, linked to the high degree of unpredictability of the productive process (see Table 1).

Table 1: Characteristics of employers' and family farms

| MODEL PATTERN   | MODEL FAMILY   |
|---|--|
| Complete separation between management and work.                            | Work and management closely related.   |
| Organization centralizes.   | Direction in the productive process assured directly by the owners.                                |
| Emphasis on specialization.   | Emphasis on diversification.   |
| Emphasis on standard agricultural practices.                                | Emphasis on the durability of natural resources and the quality of life.                           |
| Prevailing salaried work.   | Complementary wage labor.  |
| Technologies aimed at eliminating "on the ground" and "momentum" decisions. | Immediate decisions, appropriate to the high degree of unpredictability of the production process. |
| Technologies mainly focused on the reduction of manpower needs.             | Decision making "in loco", conditioned by the specialties of the productive process.               |
| Heavy reliance on purchased inputs.   | Emphasis on the use of internal inputs.  |

Source: Research of FAO / INCRA (1996).

The so-called employer agriculture (the one that uses people hired to work in large and medium-sized properties) often does not show good profits if related to family farming, where people are responsible for the production and marketing of the products, since they are the owners of land, which makes the profits are assigned, directly to the workers (BRAZIL, 2011).

Thus, it is possible to say that family farming in Brazil emerges as an alternative form of production to strengthen the social, cultural and environmental impacts occasioned by the modernization process. According to Guilhoto *et al.* (2007), we must consider the fact that the concentrated and centralized forces of capital in the political actions that ensure the productive market for the economic development of this family segment.

In Brazil, public policies aimed at the development of agriculture have always aimed at meeting the external interests of large industrial capital. Given this circumstance, we will find in the same region the existence of backward traditional agriculture, and on the other hand, large agroindustrial complexes. Also associated with the fact that in some Brazilian states family farmers are still not organized and thus are unable to claim their rights. In view of the above, Peixoto (1998) emphasizes that family farming resists occupying small tracts of land, using simple technologies and intended only for the production, mostly, for family consumption.

Thus, according to Mussoi (2006), family farming, through its peculiar producers of basic food, consuming inputs and generating an economic movement, constituted an important model of sustainable sustainability. It should also be noted that family farming today faces some challenges for sustainable rural development, including:

*"In general terms, family enterprises have two main characteristics: they are run by the family itself; and in them the family works directly, with or without the aid of third parties. In other words, management is*

*family-run and work is predominantly family-run. We can also say that a family establishment is at the same time a unit of production and consumption; a unit of family production and social reproduction corresponds "to an agricultural production unit where property and labor are intimately connected with the family" (Denardi, 2001, p.59).*

Apparently, the Southern Common Market - MERCOSUR is the first economic block that defines the family agriculture sector. The determination of family agriculture worked by MERCOSUR was a recommendation of the Specialized Meeting on Family Agriculture. Through this, conditions were established for the development of strategies to promote family farming in MERCOSUR. According to MERCOSUR Resolution No. 25/07, the states parties to the bloc should incorporate into their legal systems the minimum identification criteria for the family agriculture sector described in the Guideline on the Recognition and Identification of Family Agriculture in MERCOSUR. As the directive, it self-states:

*The need to "have adequate instruments for the recognition and identification of family farmers that allow public policies for the sector to reach their beneficiaries", "to establish and improve differentiated public policies for family agriculture," "to promote production and facilitate trade" in family agriculture and that the family agriculture sector has" a relevant participation in the food security of the region and in the agro-productive chains of the countries of the bloc "was the objective in the MERCOSUR institutionalization of the recognition and identification of the family agriculture sector.*

Based on the guidelines, minimum criteria for identifying family establishments within the MERCOSUR bloc were developed. The criteria are:

a) *The workforce occupied in the establishment shall correspond predominantly to the family, and the use of hired workers shall be limited "; b) "the family shall*

*be directly responsible for the production and management of agricultural activities and shall reside in the establishment itself or in a nearby locality"; c) "the productive resources used will be compatible with the working capacity of the family, with the activity developed and with the technology used, according to the reality of each country.*

The guideline for recognition and identification of family agriculture by focusing on management and workforce criteria is close to the widely used definition of family farms found in literatures. Family agriculture is the segment of greatest economic and social importance in rural areas, being a strategic sector for the maintenance and recovery of employment, income redistribution, and guaranteeing the country's food sovereignty in the construction of sustainable development (Lima, 2006).

Family farming employs about 80% of rural workers in Brazil, representing 18% of the total economically active population. In addition, the generation of employment in the countryside represents a much lower cost than the generation of employment in urban activities (FAO/INCRA, 2006). It is also responsible for the production of the main foods consumed by the Brazilian population: 84% of manioc, 67% of beans, 54% of milk, 49% of corn, 40% of poultry and eggs and 58% of pigs (2006 data) "(BRAZIL, 2011, p. 30).

The sustainable economic development of rural areas is of fundamental importance for family agriculture. Family production is one of the main economic activities of several Brazilian regions and needs to be strengthened, since the potential of these farmers to generate employment and income is very important. In this sense, says Bittencourt (2002), it is necessary to encourage the participation of family farmers in public policies. It is important to establish policies for the elaboration and execution of projects for development based on sustainable family agriculture, thus strengthening the economy of most Brazilian municipalities in the distribution of income in the rural sector that supports and supports the development of the urban sector (Lima, 2006).

Family farming is also the support for the strengthening of civil society in the countryside. Only family farming can form a great network of the most diverse forms of associations that will establish democratization and the participation of the rural population, building citizenship in the countryside.

#### *c) The importance of family farming in contemporary society*

Family farming presents a relevant role for the development of society today, since agricultural and non-agricultural activities are carried out in a rural establishment or in nearby community areas managed by a family with a predominance of family labor. The mode of operation, characteristics, and contributions

that family agriculture can attribute to a country's growth is often little known or discussed, even in universities, rural extension and research institutions, and in governments. Of the various areas in which it can help, the most important is the economic, social, environmental and job creation, and it is considered an eminent solution for the eradication of hunger and poverty, as well as its full contribution to sustainable development.

The Government released the results of the last Agricultural Census, with data collected throughout the Brazilian rural territory. The Census brings significant information about the reality of family farming in our country, the results show that it is family farming that produces more than 70% of the food consumed by Brazilians, even with little land and few incentives for production. It stands out the family agriculture as the main generator of staple food, ensuring the food stability of the country. We are responsible for the production of 87% of manioc, 70% of beans, 46% of corn, 34% of rice, 58% of milk, 59% of pork and 50% of poultry produced in rural areas. The least active crop is soybeans, (we are responsible for 16% of the production) that today is one of the great Brazilian monocultures for export (FAO/INCRA, 2006).

Family farming helps to reduce and regulate the values of food and raw materials and therefore helps to control inflation by increasing competition between industries as it lowers the cost of food. This is one of the ways to transfer more billing to other sectors of a country, more than other ways of productivity. This is because, as an administrator, worker and landowner, most of these family farmers use their minimum remuneration as a criterion for deciding whether or not to continue in that area. Even though it occupies a few areas of land, family agriculture is the fundamental food supplier in our country, and those who provide jobs in rural areas, denying agribusiness discourse once and for all (Tendler, 1998).

#### *d) Public performance of the federal government in relation to family farming*

Public policies refer to political decisions, whether in their content or for their construction and performance. A public policy is something traced to address a public problem. It is necessary to act on the part of a governmental or non-governmental actor in the face of a public problem, otherwise a public policy is not constituted (Secchi, 2010). Teixeira (2002) conceptualizes the public policies as guiding directives of public action for the relations and mediations between the State and the society. Public policies are understood as directives drawn up by the State directly or indirectly, with the participation of public or private entities, which seek to remedy a public problem.

Public policies are implemented and fulfilled to meet the demands and proposals of society, in its

various segments, being formulated mainly by the executive or legislative powers. There are several actors involved with public policies with diverse interests. In this way, social mediations are essential for consensus to be obtained (Teixeira, 2002). In Brazil, over the years, public policies were elaborated to attend to Brazilian agriculture, being important to highlight the main ones (MINISTRY OF AGRARIAN DEVELOPMENT, 2006): a) Agrarian Reform Policy, instituted by Law no. 4. 504 of November 30, 1964, created to the principles of social justice promoting the best distribution, possession and use of land. From this Law the National Institute of Colonization and Agrarian Reform (INCRA) originated; b) Rural credit agricultural policy, sanctioned by Law no. 4,829 of November 5, 1965, with the following specific objectives:

*I- Stimulate the orderly increase of rural investments, including for storage, processing and industrialization of agricultural products, when carried out by cooperatives or by the producer on their rural property; II- To favor the timely and adequate costing of the production and the commercialization of agricultural products; III- Enable the economic strengthening of rural producers, especially small and medium; IV- Encourage the introduction of rational methods of production, aiming at increasing productivity and improving the standard of living of rural populations, and adequate soil protection. (BRASIL, 1965);*

c) Minimum Price Policy, established by Decree Law no. 79 of December 19, 1966, establishing standards for fixing minimum prices and for government financing and purchase of products; d) Workers Assistance and Welfare Policy in accordance with Law no. 61,554 of October 1, 1967, which instituted the regulation of the Assistance and Pension Fund of Rural Workers (FUNRURAL); e) National Seed Policy, created by Ordinance 524 of October 3, 1967 of the Ministry of Agriculture, which established guidelines for the production of seeds in Brazil; f) Policy for Agricultural Research and Experimentation, instituted by Law no. 5,851 of December 7, 1972, authorizing the Executive Branch to establish a public company under the name of the Brazilian Agricultural Research Corporation (EMBRAPA), linked to the Ministry of Agriculture; and g) Rural Extension Policy and Technical Assistance (Decree No. 72,507 of June 23, 1973), created to establish the norms for control of activities related to rural extension in the country.

In addition to these policies, other national programs were created for the development of actions directed at Brazilian agriculture, such as Wheat, Coffee, Proálcool, among others. What draws attention is that during this period none of these policies were specifically designed to serve family agriculture. Only with the promulgation of the Federal Constitution in

1988, it proposes specific actions for this, according to art. 187, IV: Agricultural policy will be planned and implemented in accordance with the law, with the effective participation of the production sector, involving producers and rural workers, as well as the marketing, storage and transport sectors, taking into account, in particular [...] technical assistance and rural extension (BRASIL, 1988).

From the Federal Constitution, actions and programs have been restructured to ensure the construction of the identity and model of Brazilian agriculture. These programs are managed by different ministries such as: Ministry of Agriculture, Livestock and Food Supply (MAPA), Ministry of Agrarian Development (MDA), Ministry of Finance, Ministry of Planning and Ministry of Environment. Among the national public policies, it is worth emphasizing PRONAF and PNAE, which part of the financial resources from the National Fund for Education Development (FNDE) for school feeding should be invested in the direct purchases of family agriculture and rural family entrepreneurs.

### III. METHODOLOGICAL ASPECTS

The present study is characterized as qualitative. For Dalfovo et al., (2008, p.6), the qualitative research is represented by textual data, where it is intended to "verify the relation of reality with the object of study, obtaining several interpretations of an inductive analysis by the researcher.

The data collection techniques used consist of the bibliographical review, from the reading and analysis of existing literature on the subject, as well as research on official sites, the the Food and Agriculture Organization of the United Nations (FAO), the Ministry of Social Development (MDS), Ministry of Agrarian Development (MDA), Ministry of Foreign Relations (MRE), Brazilian Cooperation Agency (ABC) and PAA-África.

The problematization of this work consists in the fact that since the public administrations were given the public call for local and regional family farmers to be supplying products to come from agriculture, none of these local producers appeared in these events. The general objective therefore seeks to analyze the causes and difficulties in the institutionalization PNAE, PRONAF and PAA(Purchase from Africans for Africa)are well informed on the matter and execute the legislation pertinent to each of these programs.

In view of this situation, we sought, through researches and interviews of authorities and ambassadors of Brazil-Africa granted to the UN in the various places and entities that should support this class, to contribute to the development of local family agriculture. It should be noted that the search for agents and entities related to financing and credit programs for local farmers between countries.

The first "E1" organ to be interviewed was the director of the Center for Excellence against Hunger, Daniel Balaban, "every cooperation project requires joint work." "We do not have all the answers, we will jointly build a unique solution for each country that takes into account the environmental, social and economic characteristics of each one," said the UN expert during the presentation of the project to the ambassadors.

Under the plan approved by the Steering Committee, prospecting missions to the four African countries will be carried out by the end of 2018 for the preparation of diagnoses. Evaluations will be the basis for the preparation of specific national plans. Through guidance and recommendation of the "E1", the next organ interviewed was the Rural Workers' Union of Brasil-África, in the person of its President.

For the same, the term "E2" will be used. According to the ambassador of Kenya to Brazil, Isaac Ochieng, ambassador explained that other Brazilian public institutions, such as the Brazilian Agricultural Research Corporation (EMBRAPA), the National Supply Company (CONAB) and the National Fund for Education Development (FNDE), will be able to get involved in the project and offer technical assistance, according to the demands of the countries.

Ambassador "E2" stated that "food security, job creation make up one of the four pillars of the country's government plan, and Brazil has been singled out as an example to be followed in these areas." He also said that the project will improve health, education and nutrition and will have impacts in several other areas, such as infrastructure.

With a location close to the United Nations, Israel Klug, the coordinator of the Food and Agriculture Organization (FAO) of the PAA Africa. He has been at the forefront of this job for almost 8 years. For the mentioned interviewee, we will use the term "E3". He reports that the program is based on three main pillars: (i) support for farmers' production and training, (ii) local food purchases, providing farmers' associations with easy and fair market access, and (iii) support for local schools under the school snack program. "Based on these pillars, PAA Africa aims to integrate agricultural interventions into social protection initiatives such as school feeding, encouraging the consumption of locally produced food and promoting the food and nutritional security of children, while strengthening communities," he said Klug.

The expert and the FAO official gave a few words "E4", Florence Tartanac, they came across a small productive property near Brasilia. There, they had the opportunity to talk with the farmer and with a technique to understand the operation of the Brazilian Food Acquisition Program, which inspired the PAA Africa. "The technical assistance provided by Brazil is positive, and during the field visit we were able to better understand how rural extension works in Brazil, how

family farming is integrated with the Food Bank and schools, and to clarify some doubts about the challenges we face in PAA Africa, such as timely payment to farmers," added Tartanac.

Considered as a formal procedure, the research is based on some phases. One of the phases of the research is the collection of data that can be done through documentary research, bibliographic research and direct contacts (Lakatos & Marconi, 1991, p.155). Research is seen as a sequential process involving visibly defined steps to make decisions based on reliable data. Problem solving is emphasized through applied research, with the aim of "revealing answers to specific questions". Regarding the administrative area, research is classified as "a systematic investigation that provides information to guide managerial decisions" (Cooper & Schindler, 2011).

Their approach can be mentioned that it consists of a qualitative and descriptive bibliographical research, with the intention of obtaining the necessary data for the accomplishment of the objectives of the same one. The qualitative research allows analyzing the implicit aspects to the development of the organizational practices and the interaction among its members. It is the most appropriate technique to understand the phenomenon in the context in which it is inserted and of which it is part, since it makes it possible to analyze it in an integrated perspective (Trivinos, 1987).

Research of a qualitative nature also allows us to approach events, quotations and experiences. The qualitative character is due to the presentation of possible solutions to probable problems evidenced in the course of the research. According to Trivinos (1987: 34): "It can be said that qualitative research comprises a set of interpretive techniques that aims to describe and decode the components of a complex system of meanings through attitudes such as argumentation."

#### IV. ANALYSIS OF RESULTS

When it comes to public funding, one arrives at information related to the EAP. In this context, the UN says that it is a renewed and innovative public policy for a long time, as follows: "The PAA is a program that has been going on for some time. It has improved, innovated and added new policies." "E1". Balaban also stressed that the solutions developed in partner countries will be reverted to benefits for the agricultural chain in Brazil. "South-South cooperation is always two-way. While we help countries, we learn from them to improve our own practices."

The PAA (Purchase from Africans for Africa) has expanded considerably at national level. The assertion given by the aforementioned entity is directly related to the reasoning of Schneider et al. (2004), which affirms that its creation legitimizes the social category of family farmers, thus being evaluated as an important

instrument that allowed the capture of financial and human capital, which can boost the sustainability reach of these family farmers.

The PAA Africa is being developed in the Region of Nations, Nationalities and Peoples of the South (SNNPRS), where 2,815 family farmers provide locally produced food to local schools. The authorities, recognizing the success and future potential of PAA Africa, are supporting the expansion of the program in the province, as well as evaluating the possibilities of its expansion into a national program. Israel Klug "E3", the coordinator of the Food and Agriculture Organization (FAO) of the PAA Africa notes that the director of the school, Memihiru Melkamu, highlights the increase in school attendance. "For example, we had only 447 students enrolled, but now we have 1,724. We have reduced the dropout rate from 1.4% to zero," he explained. "In terms of student achievement, we had a passing rate of 54% in 2013, which now has reached 100% by 2015. The retention rate has also increased dramatically," added Melkamu.

Based on the analysis, it was observed that most of the studies pointed out that the PRONAF has a great influence under the development of the municipalities and regions where it is used, starting from the improvement of the quality of life and increase of the income of the rural family and the consequent injection of these resources into the local economy through public calls by the PNAE of the educational institutions of every country, according to Silva (2015) corroborate in affirming that there is a considerable increase in recent years in relation to the number of public calls signed between the school food plan and family farmers, with a positive impact on the families of the farmers.

However, there are still some problems and discontinuity of the application of the credit, and for this, the Government together with the States must promote the control and control of resources for the Program to fulfill efficiency in the valorisation and strengthening of family agriculture.

## V. FINAL CONSIDERATIONS

It was found that the implementation of the PNAE is a social construction that is built in the of interaction among the various actors that involve the practice of institutional purchase of foods. It was evident that, in the context analyzed, programs led to increased production; The attention to the quality of the products valued the work family and contributed to the diversification of production.

In general, the effects generated by the programs in the municipality are consonant with the mission and Brazil-África vision of promoting greater awareness environmental; seek new production alternatives; agroecological production; educational

background of the partners; inclusion of women and young people in household income and provide the consumer with food quality. In this way, these programs have been important in stimulating sustainable practices between farmers and strengthened the values together.

Programs have produced new economic dynamics and social, as well as construct meanings beneficiary farmers in the municipality, where the efforts of the actors involved was crucial in determining and effective institutional market.

The research allowed to diagnose various of the PAA and the PNAE with its beneficiaries. The economic effect was verified with the stimulus to diversification of production, increase of income, the expansion of family-based jobs in the agricultural sector and access to new markets. The market has contributed to the growth of the production of local agriculture by encouraging the greater circulation of resources in the local economy and for the financial security of the beneficiaries and for local development.

In the second analyzed effect, the social, institutional purchases have stimulated the development of strengthening the local organization of farmers and the participation of family members, such as women and young people. The institutional arrangement created with the PAA and the PNAE increases the promotion of capital in an environment with a history of participation civic, trust and collective action to aimed at family farming.

Another important effect is the environmental one, which comes intensifying with the adoption of sustainable practices such as the production of food free of pesticides. The set of socially produced knowledge local family farmers based on knowledge and traditional methods of respect for the environment environment was strengthened with the institutional acquisition of food. However, conditions must befor organic products to be certified and, therefore, better valued financially among buyers.

Family farming in partnership with the PNAE e PAA is a valuable tool for farmers, whether local or non-local, as it provides them with the opportunity to offer the fruit of their production to the students of the municipal school feeding system, guaranteeing an annual second and secure source of income.

Due to the international recognition and success of the Brazilian strengthening of family agriculture and combating hunger and misery, such as the National Program for Strengthening Family Agriculture, the Food Acquisition Program and the National School Feeding Program, in 2010 cooperation was established between Brazil and Africa to the development of agriculture and the fight against hunger in Africa.

In 2010, the Brazil-Africa Dialogue on Food Security, Fighting Hunger, and Rural Development took place that impacted on the creation of More Africa Food

programs. The program consists of the support of strategies for the mechanization of family agriculture, through the creation of credit lines for the purchase of agricultural equipment and machines, and the assistance of the Ministry of Agrarian Development in activities aimed at sharing public policies directed at credit policies, technical assistance and rural extension, among others. It also resulted in the creation of the Africa Food Purchase Program (PAA) (Purchase from Africans for Africa). The PAA África promotes the commercialization of food derived from family agriculture, aiming at the development of small rural production while helping to combat hunger. Both programs are based on the Brazilian programs Acquisition Program Food Program (PAA) and in the National School Feeding Program (PNAE).

Cooperation for social transfer and the creation of the Program for the Acquisition of Food-Africa and the More International Food Program took place between Brazil and Nigeria, Senegal, Ethiopia, Mozambique and Malawi. These actions are involved in universities and Federal Institutes, Ministry of Foreign Affairs, the Ministry of Social Development, the Organization of Food and Agriculture and the Community of Portuguese Speaking Countries. The programs aim at technical cooperation to support the productivity of small farmers and the food production in African countries, aiming at food and nutritional security (BRAZIL, 2015).

In the light of the above, the general objective of this research, therefore, seeks to analyze the causes and difficulties that block the institutionalization of PRONAF, PNAE and PAA among Brazilian cities - Salvador, Rio Grande do Sul, Ceará, Bahia, Paraná, Santa Catarina, Sao Paulo (EMBRAPA, 2000; ONU, 2013; FAO, 2013) and African countries - Nigeria, Senegal, Ethiopia, Mozambique and Malawi (ONU, 2015; FAO, 2013). It is a fact, worrying and questionable, that since this resolution was mentioned before, until 2013, or rather, to this day, no cooperative or local farmer participated in public calls. It occurs that the lack of farmers or the local cooperatives themselves interested in the participation of public calls that are launched annually in that municipality is related to some factors that will be listed below.

But some relevant information has been passed on. Information that could not be detected in other organs. One of them is that the farmer interested in joining PRONAF and PAA must have in his name, property / property registered and registered in the Real Estate Registry. And other relevant information is that the annual average of those interested in joining PRONAF is five to six farmers. When asked about the motive of so few interested, the same did not know to answer.

Other difficulties are directly related to the interviewees, in my opinion, of the main allies of the farmers: Secretariat of Agriculture and Union of Rural

Workers. The reception of the same for the interviews was very quiet, but what weighs is the lack of interest of the same ones to devote more to the subject. In fact, the disclosure of PRONAF as well as public calls depends almost exclusively on these bodies. Technical knowledge, development of actions, determination, among others should be part of the network of entities related to the subject. But this is not the case. At no time did the interviewees mentioned above try to present any material that could prove their actions with the farmers. It was previously stated that the International Bank does not know how to respond on the grounds of so few interested in joining PRONAF and PAA, and both the UN and other international institutions claim to hold or have meetings with rural producers. Class to deal with the matter, but it is not known when, much less if the information is true, because they were not transparent in asserting their initiative for such meetings.

The minimum to be developed by the UN policy in order to change this scenario as a suggestion of this study would be to replace the personnel structure of the Secretariat of Agriculture by a technical team, knowledgeable about the subject, able to promote as many meetings as necessary "in crazy "; to instruct the Union of Rural Workers to hire a professional who works exclusively with the cooperative institution, even because an organ with more than three hundred (300) associate farmers is able to raise awareness of the creation of a cooperative with only a little more than 6.5 % of this total number of members; to propose to the Brazil-África, through PAA, a larger partnership, providing more professionals who may be working in a network with the municipal secretariats of this segment; to include in the Department of Education, exclusively in the area of nutrition, more professionals who help to expand the dissemination of the work, both PNAE and PRONAF, and also to wait for farmers to leave their fields to seek guidance directly from nutritionists it is not the way out.

At a certain point in the interview with the technical director of the PNAE of the Municipality: the nutritionist, it was reported that there is a pre-set menu in the municipal education units prepared by the two existing nutritionists and that it would be up to the interested farmers, the adaptation of their agricultural productions with these menus. In the understanding of this master's degree, this situation could not occur and as a result of this, one more recommendation to that secretariat: in view of the compliance with the norms established in the resolution of the FNDE, the adaptation of the menu of the units of education according to local production currently practiced by these family farmers.

Finally, the idea of the PAA Africa, like the Brazilian experience, is that strengthening institutional markets for food assistance creates a virtuous cycle of development, where communities are favored twice: by the increase in income resulting from participation in the

market and by the offer of more food in care projects - and this certainly has a positive impact on the accessibility and availability of healthy food for these communities.

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