FAMILY FARMING AND FOOD SECURITY IN BRAZIL

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INTRODUCTION

The team that undertook the Brazilian Government in 2003 faces the challenge of establishing a new agenda that encourages economic growth and addresses the deep social issues of a structural nature confronting the Country.

To this end, the Federal Government has been focusing on the establishment of a delicate balance between the requirements of severe fiscal adjustment, complex restructuring of the various productive sectors in order to ensure increased competitiveness of the Brazilian economy in the global scenario, and meeting the challenge of building the citizenship of a major part of the population that has been excluded from this process.

In order to reach this balance, the Government of President Luiz Inácio Lula da Silva has established a cross-cutting line of action, named Fome Zero Program\(^1\). Its implementation involves the contribution of all the Ministries making up the structure of the Federal Government, and it is based on widespread popular support.

This paper, intended to be presented at the Global Forum on Agriculture promoted by the Organization for Economic Cooperation and Development, describes the role of the Ministry of Agrarian Development (MDA), and particularly of the Secretariat for Family Farming (SAF), in ensuring the cross-cutting nature of the actions.

The Forum, which is to take place in 2003, focuses on how to improve agricultural policy-making in order to better address the needs of the poor in developing countries. The Forum’s briefing papers state that its specific focus is on how disaggregated information (household level) on the impacts of alternative policies can be used to improve policy design.

In this context, the aim of this paper is to present:

1. the conceptual and programmatic articulation that the new government seeks to establish between family farming and food security;
2. a synthesis of the action developed by the National Program for Strengthening Family Farming – PRONAF in the scope of the Fome Zero program, from the standpoint of information management.

1. FOOD SECURITY IN BRAZIL

The document "Fome Zero Program: a policy proposal for food security in Brazil", published in October 2001 by the Cidadania Institute, mentions that:

"Food and Nutritional Security is the guarantee, on sustainable foundations, of everyone’s right of access to quality foods, permanently and in sufficient amounts, on the basis of healthy food practices and without undermining access to other essential needs nor to the future of the food system. Every country must be sovereign in ensuring its food security, respecting the cultural characteristics of each people, expressed in the act of eating. National States are responsible for ensuring this right, and they should do so in mandatory articulation with the civil society, each party fulfilling its specific attributions."

The same document mentions that the early 1990’s were marked by the dismantling of the main federal programs in the area of food and nutrition. At the time, the Hunger Maps, prepared by the Institute of Applied Economic Research (IPEA), revealed that 32 million Brazilians lived in extreme poverty. This finding drove both government and society to seek solutions for the problem. The Federal Government created, in partnership with the Action of the Citizenry Against Hunger and Poverty and for Life, in May 1993, the National Food Security Council (CONSEA), with the participation of several ministries and civil society representatives.

The priorities established by the CONSEA were: employment and income generation; land democratization and settlement of farmers; fight against mother-child malnutrition; strengthening, expansion and decentralization of the National School Meal Program; continued use of public supplies for social food programs (Emergency Food Distribution Program – PRODEA); and review of the Workers Food Program (PAT). The CONSEA was terminated in the Fernando Henrique Cardoso government, and the Solidary Community Council was created with a similar structure, but with a different nature and objectives.

The various programs related to food security in operation in the last decade are described in detail in the document "Fome Zero Program" (op.cit.).
The Workers Food Program (PAT) is intended, among other objectives, to improve the nutritional conditions of workers and introduce food education, with positive effects on quality of life, reduction of labor-related accidents and productivity increase.

The Program against Food Deficiencies in the risk population focuses on supplying soy milk and oil, through the Incentive to the Fight Against Nutritional Deficiencies – ICCN, linked to the National Food and Nutrition Policy – PNAN, of the Ministry of Health, as well as the supply of food supplements for malnourished children by the Pastoral da Criança (Catholic Church Children’s Ministry).

The Basic Food Basket Program – Program for Emergency Food Distribution (PRODEA), was originally developed by the Collor Government, under the name of Gente da Gente, and later expanded as a Program for Emergency Food Distribution. The program was based on the use of public food supplies for distribution to its beneficiaries.

The security food supplies were managed in conditions of overvalued currency resulting in the maintenance of low stock of grain and fiber kept by the federal government throughout the period.

The main objectives of the National School Meal Program (PNAE), are: to "partially meet the nutritional needs of the beneficiary students, through the provision of at least one adequate daily meal; to improve capacity in the learning process; to develop good eating habits; and to prevent school evasion and repetition".

The use of food stamps was restricted to a few periods and a few specific programs. The broadest application, closer to the international experience with food stamps, was that of the National Milk Program for Children in Need – PNLCC.

Bill of Law nº 80, which institutes the Program of Minimum Income Guarantee – PGRM, was approved in October 1991. This law confers to the minimum income program the nature of a negative income tax, directed to adults, in which poor people have the right to income complementation of a share of the difference between their family income
and a previously defined minimum income level. Several municipalities have begun to establish this proposal, such as the government of Campinas, the first to institute, in 1994, the Program of Minimum Family Income Guarantee for all the families with incomes lower than 1/2 a monthly minimum wage, with children of up to 14 years of age attending school. In 1995, the program was also established in the Federal District and in Ribeirão Preto. It was called *Bolsa Escola* (School Grant) Program, and required beneficiary families to keep their children in school.

✓ Social Welfare in Brazil extended its coverage in the 1980’s and 1990’s. The ratio of people over 60 years of age who receive at least one retirement or pension benefit under the public welfare regime went from 59.8% of the total number of people over 60, in 1981, to 76.9%, in 1999.

✓ Along with a gradual reduction of social policies in the federal scope, local level design and implementation of food supplementation actions and public programs have been increasingly strengthened. State Food Security Forums have been created and the first State Food and Nutritional Security Councils established; popular restaurants have spread throughout the country; food donations and the fight against wastefulness resulted in the creation of food banks; food banks and other systems are used in providing assistance to street dwellers.

2. FAMILY FARMING

The first attempts to outline family farming in Brazil emerged in the 80’s, when this concept replaced that of small scale production, denoting the process of modernization to which the segment had been submitted in previous decades. From then on, the concept was gradually incorporated into the country’s political agenda, largely due to the pressures of rural social movements.

The document "New Picture of Family Farming: Brazil Rediscovered", published in February 2000 by the Ministry of Agrarian Development, can be considered the most comprehensive effort based on census data to identify the size and characteristics of this
segment. The family universe is considered the one in which businesses meet, simultaneously, the following conditions: the work carried out in the business is directed by the producer, and there is more family work than hired work. Additionally, the criterion of maximum regional area is employed (in compliance with the municipal fiscal modules). The document states that:

"the basic concept that guides the study is to characterize the family farmers based on their social production relationships\(^2\), which requires overcoming the inclination — often found in analyses on the theme — to attribute a maximum area limit or production value to the family unit, associating it, mistakenly, to "small-scale production"\(^3\). Such procedure is partly derived from the way in which farming statistics are presented\(^4\). However, this does not mean we should limit ourselves to the data disclosed, especially if we consider the wealth of information obtained in the Farming Censuses of IBGE (Brazilian Institute of Geography and Statistics), which is evidenced by simple analysis of its data collection forms. Thus, the work initiated in 1995 enabled the employment of a certain concept of family farming, through the use of microdata\(^5\)."

The document produced by the technical team of the FAO/INCRA Project indicates that,

"According to the 1995/96 Farming Census, there are 4,859,864 rural businesses in Brazil, taking up an area of 353.6 million hectares. In this harvest\(^6\), the Gross Farming Production Value (GPV) was of R$ 47.8 billion and the total financing (TF) was of R$ 3.7 billion. According to the methodology adopted, there are 4,139,369 family businesses, taking up an area of 107.8 million ha, accounting for R$ 18,1 billion of the total GPV, receiving only R$ 937 million in rural financing.(...) Family farmers therefore represent 85.2% of the total number of businesses, taking up 30.5% of the total area, and are responsible for 37.9% of the National Gross Farming Production Value, receiving only 25.3% of the financing aimed at agriculture."

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\(^2\) As indicated by the work previously carried out, "family farming can be defined based on three central characteristics: a) the management of the productive unit and the investments made in it are carried out by individuals who have blood or marriage ties; b) most of the work is equally provided by the members of the family; c) the ownership of the means of production (though not always of the land) belongs to the family and it is transferred within the family in case of death or retirement of the heads of the productive unit" (INCRA/FAO, op. cit. p. 4).

\(^3\) "The limits of this procedure are increasingly evident. On the one hand, they overestimate the economic importance of the family production units, since it is not uncommon for small-sized estates to depend, for their operation, on a certain amount of wage-earning work that exceeds the work directly supplied by the family (...) On the other hand, and even worse, automatically identifying small areas as linked to family farming pressuposes a static vision of this social form, as if it were incapable of surpassing the statistical limits thus stipulated." (INCRA/FAO, op. cit. p. 4).

\(^4\) In the Brazilian case, the results of the IBGE Farming Censuses are stratified, basically, according to the total area of the businesses.

\(^5\) This is the denomination used by IBGE to designate the files archives containing the individualized data of each farming business.

\(^6\) The term *harvest* can be used here, since in this Census, in contrast with the previous ones, the reference period adopted for the production data was the agricultural year.
Central Bank Resolution 2.191/1995 presents in its second Article a clear definition of the universe of beneficiary family farmers within the PRONAF credit.

Article 2. The financing to support PRONAF is subject to the following conditions:

I - beneficiary: rural producer who simultaneously meets the following requirements, proven by means of declaration provided by an accredited agent of the Ministry of Agriculture, Supply and Land Reform (MAARA):

a) exploits a piece of land as owner, squatter, tenant or partner;

b) does not keep a permanent employee, but may occasionally resort to the aid of third parties, as required by the seasonal nature of the farming activity;

c) does not hold, to any title, an area exceeding four fiscal modules, as quantified in the legislation in force;

d) at least 80% (eighty percent) of the producer's gross annual income results from farming or extractivist exploitation;

e) lives in the property or urban or rural settlement nearby;

Other rules were later added:

- establishing the gross annual income of R$27,500.00 – with later increase to R$40,000.00 – (with rebate of 50% for activities involving non-integrated poultry and hog raising, milk cattle raising, goat raising, fruit growing, vegetable growing, sheep raising and silk production) as the limit for beneficiaries to be entitled to Pronaf credit;
- including in the family universe, those farmers hiring up to 2 fixed employees;
- classifying the family farming segment into groups A, B, C and D, in order to identify more homogeneous groups for which more appropriate specific policies could be designed.
This group is structured in a very diversified cultural and environmental framework resulting in a highly heterogeneous segment that reflects deep regional differences and distinct income generation capacity. The colonial origins are deeply rooted, with three major characteristics: large estates, export monocultures and slavery. Along the years, it shifted significantly, under the influence of the international economy and the effects of domestic government policies. Historically, the evolution of prices of "so-called modern crops" (sugar cane, soy, coffee) has been more favorable than that of "traditional crops" (rice, cassava, beans) making the latter less attractive to big capital, and therefore concentrating their production in the hands of "small-scale production". Literature highlights the important role of family farming in the production of staple foods for domestic supply.

The growth of an increasingly urbanized population led to a significant rise in food consumption. However, this rise in consumption did not take place in all levels of the population, leaving a large group unable to guarantee its own food security, characterizing a significant repressed food demand. Therefore, the amount of public resources provided in various programs aimed at ensuring that food security was increased. Some of the actions developed were presented in the first part of this document. As a result, the institutional market was greatly expanded, both in terms of direct procurement and provision of resources to the beneficiaries.

Growth of demand, technological advance and greater coordination increased competitiveness in the staple food market, which was taken over by corporate enterprises. The result of this process was the displacement of a large number of family farmers from their traditional markets.

However, another significant group of family farmers managed to carry on the production of small surpluses for sale. On the other hand, the highly compressed prices of the oligopsonic markets discouraged the expansion of these surpluses. The difficulties that the segment faced in entering the institutional market also hindered the expansion of family production along this period.

3. THE FOME ZERO PROGRAM

3.1. OBJECTIVE
The Government Program of President Luiz Inácio Lula da Silva undertook the commitment of eradicating hunger by means of integrated actions to alleviate extreme poverty.

_Fome Zero_ is aimed at guaranteeing quantity, quality and regularity of access to food for the whole of the Brazilian population. This includes, as a start, providing food security to 46 million Brazilians who live on less than US$ 1 a day (estimate of the _Fome Zero_ Project based on data from the 1999 IBGE National Household Sample Survey).

Simultaneously, actions are developed in order to promote the production and distribution of quality food in a sustainable manner, encouraging social inclusion, as well as food and nutrition education focused on healthy food practices.

The project is made up of dozens of actions divided into three groups of policies: structural, specific and local. The _Fome Zero_ Program covers a broad range of actions. These actions are implemented by the Extraordinary Ministry of Food Security and Fight Against Hunger (MESA), as well as by other ministries, ensuring the cross-cutting nature of the Program.

The structural and specific policies include the policy for effective support to family farming; land reform; appropriate education; adult literacy; expansion of school meals, reaching all the children attending public schools, including day-care centers; and, finally, support to the numerous programs created by state and municipal governments and by organized civil society that seek to fight hunger through popular restaurants, food banks, modernization of supply, incentive to urban agriculture, support to food self-sufficiency and to family farming. In addition, in order to tackle the problem of hunger immediately, it was proposed the provision of "food cards" to extremely poor families, allowing them to buy the food they need.

It is estimated that the increase of production resulting from the expansion of the demand for food, provided the production incentive policies are properly implemented, should generate approximately 350 thousand jobs in family farming. Thus, by fighting hunger, the worst effect of extreme poverty, we will also be fighting extreme poverty and the problems that result from it, such as health expenditures.

3.1. **IMPLEMENTATION OF THE POLICY**
The *Fome Zero* Program is being established based on 3 sets of actions, namely:

I. Participatory design of a National Food Security Policy, through the National Food and Nutritional Security Council – CONSEA;

II. Public policies to guarantee food security; and

III. National Collective Action Against Hunger, involving immediate actions to fight hunger and extreme poverty, with great mobilization of organized civil society;

I) Participatory design

The participatory design of the National Food Security Policy began with the recreation of the CONSEA, on the 30\textsuperscript{th} of January 2003. The CONSEA is made up of civil society and State representatives, and is an instrument of articulation to propose the guidelines for the policies and actions in the area of food and nutrition. In addition to the recreation of the CONSEA, the MESA has been encouraging the formation of state and municipal food security councils, so that local and regional issues are also addressed specifically. With the recreation of the CONSEA, preparations began for the 2\textsuperscript{nd} National Conference on Food Security, to be held in March 2004.

II) Policies to guarantee food security

The range of public policies that support the *Fome Zero* Program derives from the action of various ministries, which requires strong inter-ministerial articulation to ensure the success of the Program. These actions range from structural policies, such as income and employment generation programs, to specific policies carried out by the sectoral ministries and by the MESA itself.

a) Food Card Program

The Food Card Program is one of the emergency actions established by the *Fome Zero*, which has now been transferred to the Family Grant Program, and uses the Unified Registry of social programs of the federal government.

b) Emergency and structural actions for specific groups
Another emergency action of the *Fome Zero* is food distribution to specific groups under food insecurity, such as *quilombolas* (former slaves’ descendants), indigenous people and land reform beneficiaries. Structural actions are also being implemented for these groups.

c) Program for Procurement of Food Produced through Family Farming (PAA)

The PAA was created by the MESA with the aim of stimulating family farming through the purchase of small farmers’ production. The products purchased can be distributed to people in a situation of food insecurity or used to form security supplies. There are three subprograms: anticipated direct purchase of the production for the maintenance of security supplies; local food purchase by the municipal governments to be distributed in day-care centers, homes for the elderly, hospitals etc; and the program of incentive to milk production and consumption, which is being developed in the Northeast, also to be integrated to the school meal, homes, hospitals etc.

d) School Meal

The improvement of the quality of the school meal is another action of the *Fome Zero*. Two actions have been developed: in partnership with the Ministry of Education and Culture – MEC, it was possible to increase the value of the nursery school meal and - for the first time in history - the government also began to transfer resources for meals in day-care centers.

e) Literacy of youths and adults

The literacy of youths and adults is one of the counterparts required in the *Fome Zero* Program. In the pilot-cities of Guaribas and Acauã, in Piauí, 494 youths and adults have learned to read and write.

Brasil Alfabetizado (Literate Brazil), a program of the Ministry of Education and Culture, is implemented in 840 municipalities of the semi-arid region covered by the Food Card Program.

f) Building water tanks

One of the structuring actions of the *Fome Zero* Program is building water tanks for collecting rain water in the semi-arid of the Northeast Region. An agreement ratified between The
Semi-arid Network (ASA - Articulação do Semi-Árido) and Febraban includes the building of 22 thousand water tanks: 12,040 by MESA and 10,000 by Febraban. ASA’s goal is to build 1 million water tanks by the year 2007.

Besides these initiatives, capacitation schemes are being offered to families and builders.

– Water distribution

A partnership among the Ministries of Defense, Integration and Agrarian Development allowed the mapping out of the most drought-stricken municipalities. The Army identifies the places for building the water tanks, small water works and is the responsible for the distribution of water in water trucks.

g) Free Birth Certificate

One of the actions of the Fome Zero Program is the free issue of birth certificates. It is a joint action with the Special Secretariat for Human Rights and with the Associations of Persons’ Registers (Arpen).

The campaign for birth certificates has been initiated on the 25th October all over the country and 6 thousand Registry Offices have joined the campaign. The goal is to issue 300 thousand birth certificates until the end of 2003 and to eradicate the non-registry until 2006.

A specific action in the state of Maranhão, in the quilombo of Frechal, in Mirinzal, issued another 5 thousand birth certificates for the quilombola community. Indigenous people have also started to be served in the state. In the municipality of Jenipapo dos Viera (Maranhão) over 20 thousand Guajajara indians received their birth certificates.

h) Family Farming

The Plano Safra (Harvest Plan) 2003/2004 brought an increase in lines of credit for programs of technical assistance and harvest insurance for family farmers. R$ 5,6 billion are allocated for these programs and the municipalities included in the Fome Zero Program will receive priority in the application of these funds.
There is also an agreement with Embrapa for adapting technology to the semi-arid region and disseminating programs including community allotments, apiculture, sheep, goat and swine raising and shrimp production. Many of these actions are underway in the municipalities covered by the *Fome Zero* Program.

i) Partnership with the Ministry of the Environment

Promoting the economic and social development of Amazonian communities.

Actions included: purchase of extractivist products; incentive to family farming; utilization of local labor force; organizing farmers associations and cooperatives; consolidating the extractivist reserves of for sustainable use.

III) National Collective Effort against Hunger

The National Collective Effort against Hunger led to the realization of a campaign aimed at immediate actions against hunger and poverty with great mobilization of the organized civil society. This collective effort has carried out food donation campaigns, money donation campaigns, distribution of booklets and newsletters to raise the awareness about food security and the creation of voluntary groups to help in the follow up of entitled families.

The national food campaign united the whole of society, mobilizing efforts for the collection and distribution of food for low-income families and philanthropic institutions all over the country, with priority to the Northeastern drought-stricken municipalities and families in rural areas awaiting land reform settlement programs.

The money donation campaign was created for the direct donation of resources, which are being channeled towards building water tanks in the northeastern semi-arid region.

The design and distribution of information booklets is part of a comprehensive project aiming at awareness raising and engagement of the society in the practices and policies related to food security. The booklets were designed for specific audiences, such as companies,
universities, NGO’s, Town Halls and governments. The goal has been to show what each agent can do to contribute with the Fome Zero Program.

Various companies and entities are partners of the Fome Zero Program; all of them have social inclusion projects which will be developed along the next three years.

Another 1,412 institutions or entities were allowed to use the Fome Zero logo in shows, exhibitions, football matches and events collecting food or money donations for the Program.

The annex of this document features some information regarding the implementation stage of the Fome Zero Program.

3.1.1. Information base

Regarding the information base used to design the programs related to the Fome Zero Program:

1. IBGE data (National Household Sample Survey – PNAD and Census) has been used to define the beneficiaries living in food insecurity conditions and the targets to be reached to change this situation.

2. The Unified Registry of federal government programs has been used to design the income transfer mechanisms. Following the information obtained at the website www.assistenciasocial.gov.br, hosted by the Ministry of Social Welfare, the Unified Registry is a database, stored at Caixa Econômica Federal, which keeps information of all families living on a monthly income of up to ½ minimum wage per capita. It is an instrument for clear identification of the beneficiaries and to support the design of efficient and effective social policies. Based on it, the Federal Government, State and Municipality levels will all have a real and reliable picture of the beneficiaries of social policies – the income of this families, their composition, which services they are entitled to, their level of education. The beneficiaries of social programs, will have direct access to resources by means of a magnetic card – the CARTÃO DO CIDADÃO (Citizen’s Card) – provided by the Federal Government, which allows the withdrawal of the grants in their own municipalities, at an agency of the Caixa Econômica Federal. The payment is in cash and the user can withdraw
it in accordance with a payment schedule kept at the agency. Registered families may or may not be beneficiaries of Federal Government social programs. The actual state of poverty is the determinant to registration.

3. Concerning the acquisition component linked to the Food Procurement Program, the reference database is the Family Farming Registry which is based on the information obtained from the Entitlement Declaration of PRONAF (please see the next section of this document for details).

4. The databases used to plan for the distribution of basic food baskets are: the National Institute for Colonization and Agrarian Reform (INCRA) for the beneficiaries of the National Program for Agrarian Reform; the Registry of indigenous peoples maintained by the National Foundation for Health and the National Foundation for Indigenous Peoples; and the Registry of the Palmares Foundation to define the quilombola communities.

5. The schools census maintained by the Ministry of Education is used to define the support to the National School Meals Program.

3.2. THE NATIONAL PROGRAM FOR THE STRENGTHENING OF FAMILY FARMING (PRONAF): FAMILY FARMING AND FOOD SECURITY

The family farming sector is seen from the Fome Zero Program’s perspective under two differentiated angles. On one hand, a significant part of this group, conditioned by several factors, to include a historic process of exclusion from the benefits of related public policies, is not able to keep a degree of food security by means of their own agricultural production. In this case, they become a net receiver of resources made available by the Fome Zero Program to increase family income.

A second group is responsible for the provision of a significant volume of the staple foods that supply the domestic consumption. An significant amount of the resources of the Food Procurement Program is presently used to buy food from family farmers. The efforts of the Ministry of Agrarian Development are channeled to ensure that the funds made available via
food security improvement programs contribute to the improvement of income and quality of life in family farmer’s communities and, consequently, also contribute to maintain these families living in rural areas.

3.2.1. Objective

The nineties bring significant impacts for the State, society and the economy in Brazil, caused, in great extent, by the process of economic liberalization. The family farming sector receives a strong influence of these developments. One of the consequences is the recognition by the State of a legitimate demand from the society for a specific policy to support this sector. It is consolidated with the creation of PLANAF – National Plan for the Strengthening of Family Farming – in 1995, within the Ministry of Agriculture.

In August of the same year, the National Program for the Strengthening of Family Farming was instituted as a modality of rural credit by the Brazilian Central Bank. One year later, it became a government program by Presidential Decree 1.946/1996. Even with a strong predominance of the credit element, the Program was launched with a wider scope to include actions to improve infrastructure at municipality level, to train and qualify producers and to integrate public policies in rural areas.

Pronaf was designed as a program to support rural development initiatives based on the high potential of family farming as employment and income generator.

3.2.2. Implementation and Follow-up

Taking into consideration that the aim of this document is to provide a summarized description of the Programs and the databases structuring them, this section presents a synthesis of PRONAF’s evolution, and further on, it presents the aspects related to the databases upon which the Program is structured.

The initial documents creating PRONAF referred to global changes, deep transformations on productive activity, globalization of the economy and interdependence of markets, redefinition of the Government’s role, scientific and technological revolution. They
mentioned limitations related to the development of family farming due to different factors, such as insufficient coverage of government sector policies, those related to land, credit and technology, as well as the unfair terms of trade between agriculture and industry sectors which were unfavorable to the first party, the lack of organization of family farmers and their lower educational level and managerial capabilities. They suggested the creation of proper conditions for the exercise of citizenship, training and qualification of family farmers, the increase and redistribution of wealth and productive occupations, the verticalization of production, the democratization of market, technology and management information, and the improvement of the rural infrastructure. In terms of operation, they proposed the creation of a Program for Economic Stabilization of Family Farming (credit, price and taxation), a Program for Decentralization of Support Services for Rural Development (research, technical assistance and rural extension, land reform) and a Program for Reorganization and Expansion of Rural Infrastructure. After some adjustments, the Program was then created based on four lines of action: negotiation of public policies, financing for infrastructure and services, financing for production, and capacitation and professional training of family farmers.

The demands put forward by social movements and its representatives were basic and broad at that time. The period between 1995 and 1998 opens a space for family farmers to gain access to resources such as credit, infrastructure and training through PRONAF.

Meeting these basic deficiencies created more sophisticated demands, compatible with the new social and economic scenario of the country and with the requirements brought about by the diversity of the sector. The multifunctional aspect started to be debated in greater detail increasing the alternatives for family farming. PRONAF reacted by inserting new actions aimed at the generation of non-agricultural income, support to commercialization, etc.

PRONAF’s planning, implementation, monitoring and evaluation throughout this period was based on the integration of different databases related to family farming. The first component of the information system of the Program to be mentioned is the database supplied by IBGE, comprising tabulations of the 1995/1996 Farming Census and the data series generated by Municipal Agricultural Survey and the Municipal Livestock Survey.

In addition, the system features components related to different thematic areas in which the Ministry of Agrarian Development is involved. The data regarding production financing
include the register of loan operations (contracts) carried out by financial agents with family farmers.

There is a line of action within PRONAF to fund the building and improvement of infrastructure in municipalities on a non-refundable basis. Its goal is to serve the poorer inland municipalities. They are selected from cross-reference of IBGE data related to agricultural and livestock production and the Human Development Index.

The information on production and commercialization used as the basis for the design of public policies related to family farming is obtained from data of the 1995/1996 Census, the Municipal Agricultural Survey and the Municipal Livestock Survey, as well as their correlation.

Finally, it is currently under development at the Family Farming Secretariat (SAF), a database focused on family farmers organizations involved in the commercialization of surplus from family farms.

The articulation between the databases used by the Fome Zero Program and the Pronaf can be viewed in a simplified manner in Figure 1.
3.2.3. Effectiveness Assessment

The information system on the application of credit from PRONAF, allows the follow up of the evolution of operations thus anticipating deficiencies in the usage, as well as possible responses to these deficiencies. However, there is no component with which to monitor the impact of this credit on family production units. The Program’s performance has been measured by periodic assessments carried out on SAF’s request, and by the Institute of Applied Economic Research – IPEA, as part of the procedure to evaluate Federal Government Programs.

PRONAF-infrastructure is evaluated periodically, with an elaborate analysis of qualitative components related to the performance of Municipal Councils for Sustainable Rural Development (CMDRS). The quantitative analysis is carried out with the data found in the Work Plans\(^7\).

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\(^7\) The Work Plan is a summary of a Municipality Plan for Sustainable Rural Development, and are both approved by CMDRS. The Work Plan is the instrument that establishes the worked issues and its aims, included in the group of agreements signed by the Municipality, the Federal Government and the financial agents.
The monitoring of the training activities is carried out by the Secretariat for Family Farming (SAF) using a database called SMAP (Capacitation Monitoring and Evaluation System). The basis of information are the training organizations and the events carried out within the scope of the training agreements. It allows local organizations, training organizations and the people receiving training, to register the performance of the implementation activities.

The National Supply Company (CONAB) does the follow up on nationwide harvest production. A methodological procedure is under development to collect and work on information about family farming.

A new database is being compiled with the Entitlement Declaration\(^8\). The treatment of the information contained in the Entitlement Declaration will result in a database named Family Farming Registry, which will allow the Federal Government to know the beneficiaries of its programs in detail. The family farmers will also benefit from this strategy, because once the database is implemented, SAF will be able to improve the results of its actions, adjusting or redirecting them. Future Entitlement Declarations will be simplified, allowing for the mere updating of the data stored in the database.

### 3.2.4. Challenges.

The Family Farmer Registry is a highly consistent effort being carried out by the Ministry of Agrarian Development in order to establish the family farmer and his/her family as a disaggregated information unit. The Registry is being filled out, once the data of the electronic entitlement declaration was designed to be one of its pillars, and it is a requirement for the application for credit at Pronaf. However, only around 1,2 million family farmers apply for rural credit. For this reason, the Ministry of Agrarian Development should seek to update the database with regards to the remaining 2,8 million family farmers.

Another challenge should be the interaction of databases with different research units. In this sense, it is yet to be developed a structure that allows the articulation of databases on

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\(^8\) Document filled out by rural unions and official companies of technical assistance and rural extension making the family farmer entitled to PRONAF’s credit with financial agents.
credit, capacitation and production, with the one being compiled with the Family Farming Registry.

Furthermore, a great effort should be made by the Ministry of Agrarian Development in order to develop the indicators for the analysis on the impact of its policies on family farmers.

BIBLIOGRAPHY


ANNEX 1

**FOME ZERO PROGRAM**

*Updated Balance in October 2nd 2003*
IMPLEMENTATION OF SPECIFIC POLICIES

FOOD CARDS

1,070 million of families attended in 1,227 municipalities of the semi-arid and northern region

PEOPLE IN CAMPS

- 490 thousand basic food baskets distributed up to October.

INDIGENOUS COMMUNITIES

- Agreement with the Ministry of Health to support self-sustainable development of 11 thousand families (expanding farming for their own consumption, soil management, small stock raising, incentive to handcraft).
- Food distribution to 600 Tupinambá families in the state of Bahia.
- Distribution of basic food baskets to 21 thousand indian families.
- Expansion of school feeding program for all indian students enrolled.
- Inter-ministerial Working Group (GTI) in operation.

QUILOMBOLA COMMUNITIES:

- Food distribution to 14,902 families of 150 communities.
- Agreement with Fundação Cultural Palmares (Palmares Cultural Foundation) comprising three stages of structuring actions:
  - mapping out the socio-economic and cultural situation of quilombolas.
  - building up a database regarding the situation in different communities.
  - investments in agriculture, small scale fishing, apiculture and handcraft.

FOOD PROCUREMENT PROGRAM:

- Replacement of Strategic Stock: purchase of rice, beans, cassava flower, corn, milk and wheat; until October 31st 4 thousand tons were bought from 1,159 farmers at a cost of R$ 2,9 million.
- Local Purchase: agreements with Town Halls for the implementation of municipal food security policies.
- Milk Program: purchase of 1 million liters/day in the ADENE region.
EXPANSION OF FREE SCHOOL MEALS

- Nursery School: increasing funds from R$ 0.06 to 0.13 per child.
- Extending Free School Meals to Crèches, with resources of R$ 0.18 per capita/day, benefiting 881 thousand children between 0 and 3 years of age.

EXPANSION OF BOLSA-ALIMENTAÇÃO (FOOD PROGRAM)

- More than 206 thousand families, who used to benefit from the Bolsa-Renda Program (Income Grant), were registered in the Bolsa-Alimentação Program (Food Grant).

PARTNERSHIP WITH THE MINISTRY OF SPORTS

- Distribution of meals, as well as food and nutritional information to youth in the Segundo Tempo Programs.

FOOD BANKS

- Designing the Manual.
- First National Meeting of Food Banks (June).
- 37 projects under analysis.
- Partnership with SESC Mesa Brasil: covering all capitals in the country; extension to inland areas has been initiated.
- Protocol of Intentions with state CEASAs to combat waste.

IMPLEMENTATION OF STRUCTURAL POLICIES

ADULT LITERACY

- Pilot: 494 adults and youths underwent literacy programs in Guaribas and Acauã.
- State Governments (Piauí, Rio Grande do Norte and Alagoas) are developing their own actions in this regard.
- Alfabetização Solidária (Solidary Literacy) will cover 193 municipalities.
- Brasil Alfabetizado (Literate Brazil): 494 priority municipalities of the PFZ.
LIVING WITH THE SEMI-ARID

- Access to water (286 municipalities):
  - The target is to build 22,040 water tanks; 3,511 have been completed.
  - Water distribution by means of water trucks under the Army’s responsibility in municipalities in emergency or public calamity situation.
  - Garantia Safra (Harvest Guarantee) / Food Procurement Program
  - Cartão-Alimentação (Food Card Program) in municipalities in emergency situation: 195 thousand families benefited in October.
  - Emergency Food Card (6 x R$ 50)
  - Farmers included in PRONAF A, B or C, who are not included in the Garantia-Safra.
  - Registering process has been initiated in the 286 municipalities in emergency or public calamity situation.

INTER-MUNICIPAL CONSORTIA - CONSADs

- Gathering 40 municipalities by consortia in poorer areas.
- Food Card associated to local development actions: design of the development plan, micro-credit, digital inclusion, incentive to family farming, etc.
- Target of 40 CONSADs, 11 already launched.

PARTNERSHIP WITH THE SUSTAINABLE AMAZON PROGRAM (MINISTRY OF THE ENVIRONMENT)

- buying family farming agroextractivist products (latex and nuts)
- organizing producers associations and cooperatives
- consolidating extractivist reserves for sustainable use.

FREE BIRTH CERTIFICATE SERVICE

- Agreement MESA, SEDH.
- Collective efforts in Quilombola and Indigenous Communities.

POPULAR RESTAURANTS

- Modernization of Belo Horizonte’s Popular Restaurant.
- Implementation Projects (under analysis) in Goiânia, Imperatriz and Recife, as well as increasing the Juazeiro’s (Bahia) one.
Projects in the design stage in Caxias do Sul (Rio Grande do Sul), Maringá and Ponta Grossa (Paraná).

AGREEMENT MESA/CEASA-MINAS GERAIS/SUPPLY SECRETARIAT-BELO HORIZONTE:

- Pedagogical kitchen and urban agriculture.

COLLECTIVE EFFORT AGAINST HUNGER

- 91 companies developing projects in partnership with the Fome Zero Program.
- Partner companies are concentrated in three economic segments: financial, telecommunications and food sectors.
- 2/3 of the projects received by NAE include structuring actions.