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RESEARCH ARTICLE

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OVERVIEW OF STUDIES ON PAA AND PNAE PUBLIC POLICIES IN BRAZILIAN LITERATURE

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ABSTRACT

This study aimed to identify the panorama of studies on the results achieved by strengthening public policies PAA and PNAE in Brazilian literature. To achieve this objective, we used the bibliographic survey in electronic databases: (1) Scientific Electronic Library Online - SciELO; (2) Portal Periodicals CAPES. (3) Web of Science. We used a qualitative, descriptive methodological approach according to Minayo (2013). A total of 487 articles were found, which, after applying the exclusion criteria, left a total of 25 articles. It was concluded that there is a strengthening of family farming through public policies, both in relation to the potential, as well as the flow and strengthening of the socioeconomic criterion.

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INTRODUCTION

In Brazil, among the instruments aimed at strengthening family farming, public policies for institutional food purchases through the Food Acquisition Program (PAA) and the National School Feeding Program (PNAE) stand out. In recent decades, Brazilian family agriculture excluded from the economic and social process fought for its autonomy and decision-making capacity (WANDERLEY, 2001; ALTAFIN, 2007). Since 1990, the State has progressively recognized family farming politically and institutionally, enabling the construction of a broad set of public policies and specific regulatory frameworks (Grisa, *et al.* 2017). Currently, it is understood in a broader concept, including, in an integral way, activities such as the organization of farmers, production, processing, marketing of agricultural and non-agricultural products, fishing, handicrafts, etc. The public demand for food, the stimulation of family production through short marketing circuits, the fight against poverty through food and nutritional security promoted the productive inclusion of thousands of small family farmers, guaranteeing rural development. The PAA, established by Federal Law no. 10,696/2003 (BRASIL, 2003), through the extinct Ministry of Social Development and Fight against Hunger (MDS) inaugurated a set of conditioning factors

capable of articulating agricultural policy initiatives with food and nutrition security (SAN) actions (Delgado; Conceição; Oliveira, 2005). In the same direction (SCHIMITT, GUIMARÃES, 2008, p. 9), they showed how these capacities established a trajectory of economic and social development, structuring institutional markets for family farming. "This program has the possibility of transforming reality, inserting a significant portion of rural producers into the productive sphere, in fact promoting rural development" (CONCEIÇÃO, 2015, p. 146). With the same relevance, the PNAE, regulated by Federal Law no. 11,947/09 (BRAZIL, 2009) and made mandatory the minimum investment of 30% of the total resources of the National Fund for the Development of Education for the acquisition of school meals directly from family farming, favoring the settlers, the traditional indigenous and quilombola communities, as well as such as the production of organic food. The studies by Assis, Priore, Franceschin, (2017), pointed out that these priorities helped to understand the recent trajectory of economic construction and development, establishing numerous spaces for social participation and fighting inequality, particularly important to minimize the rural exodus and guarantee the food and nutrition security in the countryside. That way, seeking to support future directions and research that are related to the theme involved, this study aimed to

identify the panorama of studies on the results achieved by strengthening public policies PAA and PNAE in Brazilian literature. To achieve this objective, we used the bibliographic and documental survey in the electronic databases: (1) Scientific Electronic Library Online - SciELO; (2) Portal Periodicals CAPES. (3) Web of Science. We used a qualitative, descriptive methodological approach according to Minayo (2013). A total of 487 articles were found, which, after applying the exclusion criteria, left a total of 25 articles. The research question for carrying out this Systematic Literature Review was: How are the topics regarding food acquisition programs (PAA) and the national school feeding program (PNAE) being addressed within the scope of agrarian reform settlements in Brazil? This article is organized in this introduction that addresses the contextualization of public policies, then there is the methodological approach in which we brought how the research was developed, soon after there are the results of the local search in which we expose in detail the amount of articles located and in sequence analysis of the material found followed by final considerations.

METHODOLOGY

The present study is a research with a qualitative approach, according to Minayo (2013). A systematic review of the RSL literature (PRISMA, 2015) was used, built in March 2022. The selected period was from 2010 to 2020, the choice of this period is justified by the publication, in 2009, of the Legal Framework PNAE. The review was carried out centered on the electronic databases: (1) Scientific Electronic Library Online - SciELO, (2) Portal Periodicals CAPES, (3) Web of Science. To analyze the material, Content Analysis was used according to Bardin (2006). Data treatment was carried out by descriptive analysis through blocks, namely: the potential, the flow route and the socioeconomic criterion of public policies.

RESULTS

This RSL found 487 articles, 176 in the electronic database SciELO, 115 Portal Periodicals CAPES and 196 in the Web of Science, after applying the exclusion criteria, a total of 25 articles remained. These articles answered the guiding question and met the inclusion criteria, which were: first criterion, the full term and/or references of interest, second reading of the abstracts chosen by the previous criterion. Articles that did not address the study area were excluded. The searches were conducted with the indexing terms "Settlement", "National School Feeding Program", "Food Acquisition Program" in articles indexed in Portuguese. To track the publications, the Boolean operator "OR" was used, in order to expand the search, in addition to the use of quotation marks in order to facilitate the investigation of manuscripts. The 25 selected articles were shown in table 1 and the selected information was the database/Periodical/A no, the title of the work, the authors, the methodological approach and the main conclusions found in the research.

DISCUSSION

The first data that can be observed is that few studies have tried to analyze the execution of public policies in the settlements of agrarian reform. Basically, the authors who researched were: COCA (2015) who analyzed the impacts of the food acquisition program (PAA) on peasant production units in the "08 de Junho" settlement, in Laranjeiras do Sul-PR. Next to it, Pontes A, Moacir; Santos J (2015), observed Production and marketing in rural settlements: a case study of the settlement São Domingos dos Olhos d'água (Morrinhos, Goiás – Brazil), and finally De Gaspari L, Khatounian C (2016), who identified family characteristics, production structuring and marketing strategies in an agrarian reform settlement. The second point observed was that the rest of the articles found dealt with the strengthening of the PAA and the PNAE, taking into account their potential, the form of product flow, the socioeconomic factors in the Brazilian states and municipalities, these data were exposed in the Table 1 and its analysis done in blocks soon after.

Regarding the potential of public policies: Silva A, Coelho T, Beatriz Presno N *et al.* (2014) believe that this is a mechanism that is guaranteeing the sale of family farming products, as well as improving the food security of the members of the benefited institutions. Deves and Rambo (2013) agree and consider at least three publics as beneficiaries: farmers, consumers and also charities. This whole process is configured in an institutional arrangement with governance principles, in which local actors have a fundamental role in the implementation of public policies around the agri-food theme. According to research by Hespanhol (2013), it was found that, both on a national and municipal scale, the program showed an increase in the number of approved projects, participating producers, benefited entities and resource values. For Batista L, Ribeiro S, Santos R *et al.* (2015) the results of the study were greater access to information such as health, food, forms of production and management, economy, rights and duties, improved income and family investments, improved self-esteem/personal appreciation and stimulation of family farmers' interaction. According to Coca, Estevan (2016) this public policy has contributed to the maintenance and reproduction of the peasants' way of life and production. In a context in which the rural exodus becomes increasingly intense in Brazil, the PAA has become a measure that can contribute to the permanence of families settled in the countryside. For Corrêa B, Barbosa (2018) public policies fulfill the objectives with which they were proposed and have a significant weight in strengthening family farming and its sustainable development. Finally, Pontes A, Moacir; Santos J (2015) believes that family farming can be a viable alternative to combat the expropriation of the wealth produced by settled farmers, especially with the establishment of marketing mechanisms that connect them directly with the final consumer, as is the case of the Program of Food Acquisition.

Regarding the disposal of products: Dos Santos Figueiredo Salgado R, *et al.* (2020), indicated that in addition to representing a unique destination for the surplus produced in the countryside, the PAA constitutes a relevant instrument of public policy, not only for the potential to promote family farming, but also for the promotion of food and nutritional security. to population segments in situations of socioeconomic vulnerability. Other authors who also reached this conclusion were Elias L, Belik W, da Cunha M *et al.* they present evidence that commercialization policies, such as the PNAE, are a way of promoting rural development, provided they are constantly restructured to contemplate the heterogeneity and dispersion of family farming in the territory. In addition to them, in the research by Mendes M, Neves S, Machado T, it was found that the PAA works on social inclusion, strengthening peasant agriculture, which produces quality food in sufficient quantity to meet the consumption of the family itself, with the possibility of to market the surplus. Finally, De Gaspari L, Khatounian concluded that none of the vegetable farms were impacted by the financial crisis. On the one hand, the joint study of these cases revealed the complexity of decision-making regarding the structuring of production and the choice of its outlet.

Regarding socioeconomic indicators: The research by Da Silva Modenese V, Sant'Ana A (2019), observed in all selected positive impacts of the Food Acquisition Program in increasing family income, favored by the guarantee of market access and the flow of production, enabling improvements in the production system and encouraging diversified cultivation both for commercialization and for the family's own consumption, positively inferring the situation of Food and Nutritional Security of the farmers. According to Cirino J, Libânio C (2020) the results showed that the program provided better results for the group that participates in the PAA compared to non-beneficiaries. Thus, it is concluded that, for the municipality, the program is in line with its objective of strengthening family farming in order to promote sustainable development. Already Da Silva Modenese V, Sant'Ana A (2019), observed that among the multidimensional effects of the PAA, the expansion of production diversity for marketing purposes stood out; the reduction of participation in other commercialization channels, mainly through intermediaries, and the expressive increase of the monetary income,

Table 1. Characterization of studies in terms of database, year, title, authors, type of study and main conclusions

Database / Periodical / Year	Title	Author(s)	Methodological Approach	Main conclusions
<i>SciELO/ Revista Verde (2011)</i>	A study of productive strategies in the settlements Sul Bonito and Lua Branca, Itaquiraí -MS	YomeiTanamati F, SalateMenegat A Et al.	Exploratory	The properties present infrastructure with low and/or medium development, caused by factors such as bank financing, lack of technical assistance, administrative inexperience and lack of capital upon arrival at the lots.
<i>Science & Public Health (2013)</i>	Overview of food purchases from family farming for the national school feeding program	Saraiva E, Da Silva A, Da Silva A, De Sousa A Et al.	Literature revision	The need to organize managers and farmers for the implementation of public policy regulations in different Brazilian contexts is highlighted.
<i>Regional Development Magazine (2013)</i>	Institutional markets and the commercialization of food in family farming: the food acquisition program in the municipality of São Pedro do Butiá -RS -Brazil	Deves, OD; Rambo, AG	Experience report	Local actors play a fundamental role in the implementation of public policies around the agri-food theme.
<i>Sociedade& Nature Magazine (2013)</i>	Food acquisition program: limits and potential of food security policies for family farming.	Spanish , RAM	Qualitative approach	It was found that, both on a national and municipal scale, the program showed an increase in the number of approved projects, participating producers, benefited entities and resource values. However, even with this expansion, the scope of the PAA is still very limited and, at the same time, concentrated in spatial terms.
<i>Agrarian World (2014)</i>	The importance of the food acquisition program (PAA) for the creation of new markets from the point of view of technical assistance and rural extension agents	Silva A, Coelho T, Beatriz Presno N Et al.	Exploratory study of a quantitative nature.	It was found that the relationships established due to public policy tend to facilitate mercantile relationships, thus expanding social relationships and improving the marketing of products, as well as their production and the development of the region.
<i>Journal of Social Studies (2015)</i>	Program for the acquisition of food from family agriculture (PAA): the case of producers in Ibicaraí-BA	Regina S, Santos Q, Soares N Et al.	Bibliographic research	It was observed in all selected articles positive impacts of the Food Acquisition Program in the increase of family income, favored by the guarantee of access to the market and the flow of production
<i>Agrarian World (2015)</i>	Production and marketing in rural settlements: a case study of the settlement são Domingos dos Olhos d'água (Morrinhos, Goiás – Brazil)	Pontes A, Moacir; Santos J	Exploratory qualitative approach with field research.	It is concluded that family farming can be a viable alternative to combat the expropriation of wealth produced by settled farmers.
<i>Journal of Social Studies (2015)</i>	Family farming and food acquisition program in the state of Mato Grosso	Cabral F, Cardoso M, Junior S Et al.	Bibliographic survey	The results indicate that the PAA in the state of Mato Grosso reached a greater number of farmers in the years 2010-2012, ensuring the generation of family income, organization (associations and cooperatives) among farmers, food supply and local development.
<i>Magazine ideas interfaces in development, agriculture and society (2015)</i>	Impacts of the food acquisition program (PAA) on the peasant production units of the "08 de Junho" settlement, in Laranjeiras do Sul-PR	Coke, Estevan	Qualitative analysis	Public policy has contributed to the maintenance and reproduction of peasants' way of life and production. In a context in which the rural exodus becomes increasingly intense in Brazil, the PAA has become a measure that can contribute to the permanence of families settled in the countryside.
<i>Journal of Rural Economics and Sociology (2015)</i>	Organizational changes in family farming ventures from access to the national school feeding program	Silva M, Dias M, Amorim Junior P	Exploratory and explanatory research	The relationships established between the cooperative members and the agents involved in the process of purchasing food for school meals allowed the emergence of market standards closer to the reality of family farmers.
<i>Science & Public Health (2015)</i>	Research trends in public policies: an evaluation of the national school feeding program - PNAE	Libermann A, Bertolini G	Qualitative analysis	It is concluded that the main research trends are characterized by the study of Food and Nutrition Security strategies, analyzing the composition and acceptance of food offered to students, by analyzing production, better living conditions and local development of rural producers.
<i>Journal of Rural Economics and Sociology (2016)</i>	Family characteristics, production structuring and marketing strategies in an agrarian reform settlement	De Gaspari L, Khatounian C	Agroecological approach and the systemic approach.	revealed the inadequacy of market insertion proposals that seek to cover all farmers in a settlement, without considering the specific motivations and situations of each family
<i>Health and society (2016)</i>	Perception of family farmers in the food acquisition program (PAA) about the meaning of being part of the PAA and their understanding of concepts related to food, nutrition and health	Batista L, Ribeiro S, Santos R Et al.	Cross-sectional and descriptive study	More access to information such as health, food, forms of production and management, economy, rights and duties, among others; improved income and family investments; improvement in self-esteem/personal appreciation and stimulation of family farmers' interaction.

Continue....

<i>Redes (Santa Cruz do Sul, Brazil) (2016)</i>	Family farming, public policies and citizenship: connections built from the operationalization of the national school feeding program	Silva D, Gehlen I, Schultz G	Literature revision	It is concluded that the implementation of the prerogatives of the PNAE, from Law 11.947/2009, expanded the social opportunities of family farmers, providing and fostering new commercial possibilities, new ways of doing agriculture, of social organization and the conquest of new forms of citizenship.
<i>Management Journal of Roraima (2016)</i>	Strengthening family farming through the national school feeding program at coopercinco	Ferko G, Medeiros S, Arantes E Et al.	Qualitative approach	According to the study, it can be seen that farmers are improving living standards, increasing production diversification and improving income distribution throughout the year.
<i>Science & Public Health (2018)</i>	Evaluation of the national school feeding program: literature review	Pedraza D, De Melo N, Silva F Et al.	Bibliographic research	It indicates the need for greater attention related to the execution of the PNAE, in order to guarantee school meals within principles that promote food and nutritional security.
<i>Science and Public Health (2018)</i>	Purchase of food from family farming by the National School Feeding Program (PNAE): cross-sectional study with the universe of Brazilian municipalities	Machado P, Schmitz B, González-Chica D Et al.	Cross-sectional, exploratory and descriptive	It was found that the municipalities that adopted mixed, decentralized or outsourced school feeding management, assigning the decision-making role in the purchase of food to school units or private companies, did not purchase food from family farming as often as municipalities with centralized program management.
<i>GOT - Journal of geography and Spatial Planning (2018)</i>	The food acquisition program - PAA: socioeconomic implications for family farmers in the Matinha community - rural area of São Luís	Correa B, Barbosa Z	Exploratory research.	It fulfills the objectives for which it was proposed and has a significant weight in the strengthening of family farming and its sustainable development, however, it needs advances in terms of the recognition of its importance and in the foundation and creation of an institutionalized public policy.
<i>Journal of Rural Economics and Sociology (2019)</i>	Socioeconomic impacts of the national school feeding program on family farming in Santa Catarina	Elias L, Belik W, da Cunha M et al.	Qualitative survey with interviews	They present evidence that commercialization policies, such as the PNAE, are a way of promoting rural development.
<i>Journal of Rural Economics and Sociology (2019)</i>	Productive and marketing diversification of family farmers settled in Mirandópolis (SP): contributions from the food acquisition program	da Silva Modenese V, Sant'Ana A	Application of questionnaires	the expansion of production diversity for marketing purposes stood out; the reduction of participation in other commercialization channels, mainly through intermediaries, and the expressive increase in monetary income.
<i>Mercator (2019)</i>	The food acquisition program as an inducer of food sovereignty	Mendes M, Neves S, Machado T	Bibliographic and documentary research, semi-structured interviews	It is concluded that food sovereignty affirms the right of peasants and people served by the program to culturally appropriate food, to the resources to produce food, reducing their dependence on capitalist markets.
<i>Holos (Christmas, RN) (2019)</i>	Family farming, public policies and institutional markets: an exploratory analysis of the national school feeding program - PNAE in Rio Grande do Norte	Dias T, Oliveira E	exploratory analysis	It was found that although the State has reached a total average of 26.2% of the percentage of resources to be applied in the purchase of products from family agriculture, from the perspective of internal regionalization, the performance of the Regional Boards of School Feeding (DRAEs) is quite diverse and conflicting.
<i>Journal of Rural Economics and Sociology (2020)</i>	Impact assessment of the simultaneous donation modality food acquisition program in Ponte Nova-MG	Cirino J, Libânio C	Quantitative and qualitative research.	It is concluded that, for the municipality, the program is in line with its objective of strengthening family farming in order to promote sustainable development.
<i>Agrarian World (2020)</i>	Family farming, rural extension and food and nutrition sovereignty and security: delimiting analytical categories in light of the implementation of the food acquisition program in Brazil	dos Santos Figueiredo Salgado R, Dias M, José de Souza W	direct observation	The results indicated that in addition to representing a unique destination for the surplus produced in the field, the PAA constitutes a relevant instrument of public policy, not only for the potential to promote family farming, but also for the promotion of food and nutritional security.
<i>Public Health Notebooks (2020)</i>	Evaluation of the management of the national school feeding program from the perspective of promoting family farming	Porrua P, Kazama D, Gabriel C et al.	Bibliographic survey	The evaluation pointed out weaknesses in municipal management in relation to the lack of knowledge of the legislation and the non-applicability of the criteria provided for in regulations, especially regarding Menu Planning, Public Call and selection of Sales Projects.

SOURCE: Data taken from the survey (2022).

especially of those more vulnerable families from the economic point of view. In relation to the research by FERKO G, Medeiros S, Arantes E et al. (2016) it can be seen that farmers are improving living standards, increasing production diversification and improving income distribution throughout the year. Regina S, Santos Q, Soares N et al. (2015) pointed out that the PAA had favorable economic results for farmers in Ibicaraí.

FINAL CONSIDERATION

The aim of this work was to present an overview of studies on public policies in Brazil, especially the PAA and the PNAE. Based on the studies found, it is concluded that the PAA and the PNAE constitute relevant instruments of public policy, both in relation to the promotion of family farming, but also for the promotion of food security and to population segments in situations of vulnerability. socioeconomic. These public policies tend to promote the improvement of the strengthening of family farming in various segments. It is noted that the paths of these policies that stood out the most were in relation to the program's growth potential, the flow and strengthening of the socioeconomic criterion.

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