Balancing family agriculture to improve sustainable public management of school feeding

Equilíbrio da agricultura familiar para melhorar a gestão pública na sustentabilidade da alimentação escolar

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ABSTRACT
Within the limits of the institutionalization of the National Program for the Strengthening of Family Agriculture (PRONAF) and the National School Feeding Program (PNAE) in Camboriú, the main objective of this work was to identify the possible causes that made public calls annually in that municipality "Desert act" by local farmers or cooperatives. The methodology applied in the present research consists of a qualitative and descriptive bibliographical research, in order to obtain the necessary data for the accomplishment of the objectives of the same one, where interviews were realized with different social actors that work directly with the institutionalization of the PNAE and PRONAF, as well as agencies that are directly linked to farmers. The interviews reveal that the agents linked to the functioning of the PNAE and the PRONAF are knowledgeable about the subject and execute the legislation pertinent to each of these programs. On the other hand, the agents directly linked to the farmers showed to know the subject and problematization of this research, however they did not reveal to develop any action that could reverse the picture of the absence of farmers in the public calls.

Keywords: Family agriculture. PRONAF. PNAE. Public calls. Municipal Public Management.

RESUMO
Dentro dos limites da institucionalização do Programa Nacional de Fortalecimento da Agricultura Familiar (PRONAF) e do Programa Nacional de Alimentação Escolar (PNAE) em Camboriú, o principal objetivo deste trabalho foi identificar as possíveis causas que faziam
anualmente chamadas públicas naquele país. Município "ato do deserto" por agricultores ou cooperativas locais. A metodologia aplicada na presente pesquisa consiste em uma pesquisa bibliográfica qualitativa e descritiva, com o objetivo de obter os dados necessários para a consecução dos objetivos da mesma, onde foram realizadas entrevistas com diferentes atores sociais que trabalham diretamente com a institucionalização do PNAE e PRONAF, bem como agências diretamente ligadas aos agricultores. As entrevistas revelam que os agentes ligados ao funcionamento do PNAE e do PRONAF conhecem bem o assunto e executam a legislação pertinente a cada um desses programas. Por outro lado, os agentes diretamente ligados aos agricultores demonstraram conhecer o assunto e a problematização desta pesquisa, porém não revelaram desenvolver nenhuma ação que pudesse reverter o quadro de ausência de agricultores nas chamadas públicas.

**Palavras-chave:** Agricultura familiar. PRONAF. PNAE. Chamadas públicas. Gestão Pública Municipal.

1 INTRODUCTION

Within the Brazilian context of family agriculture, 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).

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 agroindustrial 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).

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 Camboriú - SC. 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 and PNAE in the city of Camboriú.

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.

2 THEORETICAL REVIEW

2.1 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.
2.2 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, 1996),

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).

| 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 productive process. |

Table 1. Characteristics of employers' and family farms
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.

2.3 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, and 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).

2.4 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.

3 METHODOLOGICAL ASPECTS

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 of PRONAF and PNAE in the city of Camboriú (SC). Faced with this situation, we sought, through research and interviews 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 was carried out between October and December 2014.

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 first organ to be interviewed was the Government of the State of Santa Catarina, in Camboriú, called EPAGRI (2016) (Agricultural Research Company and Rural Extension of Santa Catarina). According to information provided by the interviewee, the same is a technician and effective server in that organ, acting for approximately 20 years in that municipality. In the analysis of results will be used the term "E1" when dealing with the speech of said interviewee.

Through guidance and recommendation of the "E1", the next organ interviewed was the Rural Workers’ Union of Camboriú, in the person of its President. For the same, the term "E2" will be used. According to the President, this body has existed for approximately 100 years and seeks to support and support rural workers within their rights and duties.

With a location close to the Union, the 3rd organ to be interviewed was the Municipal Secretary of Agriculture, in the person of the person in charge of the portfolio, the Municipal Secretary. He has been at the head of that body for 2.5 years. He informs that before this period, he was councilman for 04 years and that he was never a farmer. For the mentioned interviewee, we will use the term "E3".

As the last interviewee of the research, the organ approached was the Municipal Department of Education, in the person of its Nutritionist. This professional is effective in that
municipality since July 2009 and is responsible for the application of the PNAE program. The term used in the interview for it will be "E4".

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."

4 ANALYSIS OF RESULTS

When it comes to Public Financing, one arrives at information related to PRONAF. In this context, EPAGRI says that this is a public policy that has been renewed and innovated for a long time, as follows: "PRONAF is a public policy, which has been coming for some time. It has been improving, innovating, and adding new policies." E1.

PRONAF 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 constant increase in the rate referring to the effective contracting of the credit already indicates that the amount of credit contracted by Pronaf farmers has grown year on year. It is operated by the financial agents that make up the National Rural Credit System (SNCR). For the period 2015/2016, R$28.9 billion were made available, according to the MDA, expected to reach up to R $ 22 billion by July, the end of the current plan. The gradual increase of credit for family agriculture is a sign of the effort to guarantee the conditions of production and commercialization for the small and medium farmer (MDA, 2014).

Regarding the objectives of the studies, it was verified that because they were in their majority of case studies, were restricted to the reality of a certain region or locality. Thus, the objectives addressed analyzes and diagnoses focused on the contribution of EPAGRI in the development of a given locality, observing the individuals involved, legislation and relevant public policies.

For EPAGRI, there is a formal way of imposing rules on PRONAF's new adherents: "[...] new farmers by the way of framing, have rules [...] passed through a checklist of the documentation they need, according to the framing rule ". E1.

Still in relation to this issue of public financing, EPAGRI, when asked about the possibility of exclusivity for a given bank to finance costs and similar situations, informed that there is no more exclusivity, however, because of a habit, in Camboriú all seek the same Bank:

"Until recently, it was Banco do Brasil, [...] today it has credit unions. [...] it is possible to make contact and try to associate there, at the level of Luiz Alves, Cresol or other cooperatives that you have to be able to do, and Caixa Econômica is also operating today. So, before it was practically Banco do Brasil, still today the fort is still, because people are already used to it, there is all the flow, it has the cadastre, it has the account. So, practically today in the municipality, 100% is Banco do Brasil.

"It is clear that EPAGRI's concern is to comply with the norms that are imposed regarding PRONAF." The researcher can perceive that the work developed by this body is completely technical, a fact that is believed to be extremely important. The lack of other employees of that body impairs a more active work with the farmers. At no time did the interviewee comment on this, but this deficiency is noted.

In legal terms, in order for the farmer to have the possibility of joining PRONAF, he must comply with all the requirements of the aforementioned checklist. After the adhesion, consequently they obtain the DAP (Declaration of Aptitude to PRONAF). In this context, the
Municipal Department of Agriculture, through the "E3", when asked about whether the farmers are aware of the possible benefits, as owners of the DAP, responded positively, but without certainty of what he said: "They are aware. Only that DAP there, that $ 20,000.00 is divided by the 12 months. " E3.

It opens here a parenthesis to expose the researcher's view of the commitment of the Department of Agriculture to local farmers. The person of the Municipal Secretary affirms certain information in a way that at no time transmits truth, starting with the statement above. It may be noted in him a political-partisan agent with diverse interests.

The Municipal Secretariat of Education, through the "E4", adheres to the PNAE, when asked about possible difficulties in obtaining funds: " [...] we follow the PNAE regulations. Within the PNAE is that we work all school lunches in the municipality. " E4.

At the heart of the PNAE issue, there is a concern on the part of the Secretary of Education in fulfilling the obligations, as a receiver of federal resources: "This program belongs to the Federal Government, and we have to really do our part. [...] of the total amount that is passed on for school meals, 30% have to come from family farming. " E4.

The "E4" demonstrated complete knowledge of the PNAE subject. It sought to explain in detail the content of the matter and the entire administrative procedure in order to comply with all the rules imposed on the industry in compliance with current legislation. It is also perceived that there is an agency of the Federal Government itself that supervises the compliance or not of the application of said percentage: "It supervises through that organ that is called CECANE, which is an organ of UFSC (Federal University of Santa Catarina). [...] CECANE comes to do this inspection work under the control of FNDE ". E4

The concern of "E4" is relevant. She also commented on the recycling procedure that takes place annually with the professionals who work in the kitchens of schools and day care centers in relation to hygiene and other requirements. In addition to the assertions made by it, it is important to observe what Bavaresco and Mauro (2012) affirm in relation to the PNAE, because according to the authors, to provide food for the PNAE, family farmers often encounter issues such as logistics, production regularity, quality and quantity of production, planning, bureaucracy and sanitary issues, questions are found in our city (Bavaresco & Mauro, 2012). These issues that farmers face, we will observe in detail as follows.

Considering that the main objective of this work is to try to find out why local farmers do not participate in the public calls that the municipality of Camboriú makes for the acquisition of products coming from family agriculture, it was observed that the four entities
The interviewed are aware that participation does not exist. The "E1", when asked about possible information that contributes to a certain cause of this, said that meetings have already been held, talks with the Secretary of Education to formalize a group, that is, a cooperative:

"We have already had several meetings in the past, this year, for this matter of school feeding ... we have even talked together with the Education Department, that the municipality, a certain amount above R$ 100,000.00 it would have to have through legal entity. And it would need to be in an organized way, either through a cooperative, or a formalized association. " E1

Curiously and serenely, the "E1" tried to demonstrate portfolios that prove the accomplishment of such events promoted by that organ. "E1" explains that cooperatives are composed of several farmers, families that have a DAP ceiling, but that the main difficulty lies precisely in the organization to structure a cooperative:

"And then within these cooperatives, you have several farmers, several families, which has a ceiling, according to the DAP of each family, around R$22,000.00 and R$23,000.00 for each DAP. That would be a point then: the difficulty of organizing these people through an association or a cooperative. "E1

The "E1" goes on to mention that the Municipality of Itajaí is trying to move a cooperative that was standing still and, in a noble way, try to insert farmers from Camboriú:

"So much so that Itajaí was walking to structure a cooperative that was standing, just to be able to enter this new school feeding program, and they are walking. We have a meeting, a training there to try to include the municipality of Camboriú, with some partners to work on this issue, but it is not 100% still going, they are doing the documentation. "E1

As for the Municipal Department of Agriculture, an important detail to be highlighted is that the "E3", before being in front of such folder, was an alderman and admitted that he did not understand why nobody participated and, perhaps only for political reasons, that charged from the Department of Education:

"When I took over the Agriculture Department here, we did a lot of work on that. Before, I was an alderman and I heard a lot about this family farming, and we paid for Education. Why did not Education buy from our farmers in Camboriú? “E3

After assuming such a position is understood. And he even understood that the composition of a cooperative should be of a minimum number of farmers, and that the Municipality could therefore contract them. It should be noted that contracting in a legal manner is done through, and only through, Public Call and not bidding, unlike the "E3", stated:

"Because then, it was already the farmer who had to organize and we had to have a
cooperative, and to have a cooperative, we have to have 20 component people [...]. Because that is where education has the condition to buy, through that cooperative [...] that has to be set up with farmers and they have the product. In the case, Education comes, it makes the bidding of so many boxes and it has to keep here, [that] is, the agriculture of itself”. E3

The lack of knowledge of the subject is so great that when consulting the Procurement Department of the Municipality of Camboriú, to know how often, the municipal secretaries visit the said department in order to know information on various subjects, among them the family agriculture, the answer is zero frequency, since such a subject, apparently, in the researcher's view, does not bring political-partisan feedback. Still in this "cooperative" issue, the same affirms that in the municipality of Itajaí (which is in line with what EPAGRI had already commented on, but at no time was mentioned the fact of the possible insertion of Camboriú farmers) already has a cooperative, and that correctly, as requested follows, works:

"In the neighboring cities, we already have. Itajaí we already have it there. It's a cooperative that sells school lunches there. [...] each one plants a little of each thing at a time and according to the Secretariat, they ask, they have that merchandise of the hour, otherwise they will exchange with the neighbor to take that box there.” E3

In line with what E3 says, "E2" when asked if farmers were consulted in any way about the possibility of establishing a cooperative, respond positively, including a minimum number of supporters, yet emphasizing the fact that no one wants to take responsibility for the delivery, but let's see:

"It was talked about a lot in a cooperative, but to form a cooperative, some people have been thinking about it, I talked to [...] the co-op's guy there. You need at least 20 identities to start a cooperative and we can not do it here because of the people who are not responsible. Because one has to stay for so much that has to deliver the product too. “ E2

In addition to what has already been mentioned, another difficulty that makes it impossible to create a cooperative, according to "E2", is related to the fact that the delivery of the products being weekly, obliges the farmers to prepare the products at the end of the week, and adds that once responsible for the delivery of a given product, the farmer must have the same and if he does not have it, he will look for other sources:

"You know that not everyone wants to face it, because there it has to be Saturday and Sunday taking care of the product and delivering it in schools ... Because what to be responsible [...] this one is obliged to have the product, if you do not harvest in the municipality, you have to look outside. So that's a very responsible thing.” E2
For the Secretariat of Education, through "E4", the allegation of the lack of cooperatives in Camboriú is due to the lack of interest of the existing farmers, even by the implantation bureaucracy. She closes her speech by mentioning the municipality of Itajaí as a working reference:

"... for what we are talking about and asking, I have tried to research this with EPAGRI, here in Itajaí, in Camboriú, it is really a little lack of interest, I think, of the farmers in the region to organize themselves into cooperatives. They put it to us which is a great difficulty because it is very bureaucratic [...] [... they do not have big interests here in the region, taking Itajaí that has something already organized. " E4

The assertion that there are no cooperatives depends on the implementation bureaucracy, is complemented by the statement of Peixoto (1998), which emphasizes that family farming resists occupying small tracts of land using simple technologies and only production, for the most part, for family consumption.

EPAGRI emphasizes the value of the workforce, due to the migration of rural youth to the city. And since the age range of those who remain in the countryside is high, rural producers have a large production demand, so that they can not commit themselves to other issues, and concludes that there is resistance in leaving the current market to join a new:

"[...] we are in a municipality where the workforce is very competitive, both in urban space and in rural areas. And the youth, she has left practically 100% of the municipality, [...] to put it like that, there are two, three young people who are still in business. The others left all. [...] the production today that these farmers, those families that are producing, [...] it is practically with the high age group already. And these people, they already have the commitment to their product with the local market. So that has also made it difficult for these people to leave their guaranteed market to enter a new market. " E1

The above information provided by EPAGRI goes in disagreement with the statement given by Garcia-Filho (2000). Within this context, family farming stands out as a way of existence for thousands of people who remain over 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 (Garcia-Filho, 2000).

The Secretariat of Agriculture presented very important information on this issue. It was alleged that after talks with some farmers, it was noticed that they are not interested in participating in deliveries in Camboriú, due to the neighboring city: Balneário Camboriú. For it happens that once the price has been established in the cooperative, it is not changed any more, whereas in Balneário Camboriú, the price can be high:
"We already had a meeting, we went to the staff’s house. Here comes the season and I want to sell there. It is very close to the Balneário and the person after hitting that price there in the cooperative, has to deliver for that price. Download or upload but that's the price, and he always has that fattest offer from here in the next town. They go there to sell for a bigger price. "E3

The Union of Rural Workers presents compatible information, which complements the information offered by the Secretary of Agriculture: "[...] because here it is near the Balneário that has a much better sale of the product. It is where we can not, because prices do not match the price of the product that will be launched in family agriculture for school meals. " E2

Attempting to go deeper into the subject, it was asked that if there was Balneário Camboriú as a neighbor, and paying better, there was the main difficulty of committing to school meals in Camboriú, and the answer was that the demand for Spa is also higher was mentioned nowhere, but maybe it is due to the high season), with the better price: "[...] the demand is very big in the Spa and they pay the best price in the Spa, than to deliver in the municipality". E2

However, the "E4" says that the difficulties in acquiring family farming products are related to logistics, distribution, because it is difficult to obtain who supplies the products here in the Vale do Itajaí region: "There is such difficulty in logistics, in the distribution, in the quantity of goods that we request [...] our region here in the Vale do Itajaí is very complicated to get agricultural suppliers who have DAP, who have cooperated'. E4

The point-to-point delivery and the quantity to be delivered are also difficulties pointed out by the lack of farmers interested in forming a cooperative and, consequently, in the delivery:

"[...] is one that weighs heavily. But not only that. It’s the amount too that they have to provide, but it does weigh quite a lot, point by point. [...] you have to take it to every school, every daycare center, within the timeframe we requested, the day we asked for it. It can not fail. " E4

And he adds, stating that the problems of a natural order are also directly related to the above mentioned issues: "There is that problem of the crops, offspring, sometimes the rain spoils with the crop. So there are "ene" things that affect it from there, that hortifrutigranjeiro is very complicated indeed. E4

In order to find out how farmers participate or become aware of the information related to the Public Call or even to create cooperatives, the question of how the information reaches the farmer was asked to "E2". The president of the Union says that the partnership between
them, EPAGRI and the Secretary of Agriculture, allows everyone to meet: "EPAGRI and the Secretariat of Agriculture, we work together. [...] we had a meeting together. Let's go to the farmers; when you go, go to the Secretariat, go to EPAGRI and the Union we go together [...] ". E2

An interesting detail is that it was emphasized that one of the requirements for the formation of a cooperative is to bring together at least 20 farmers, and when asked about a base number of members, a surprise. And in trying to get into the details, he immediately changed the subject: "We have here, I could not (?), But we have more than 300 members." E2

Considering a register with 300 members, a deficiency can be perceived when trying to be able to form a cooperative with at least 6.67% of the total registered. This detail of associates, meets the information reported by "E3", if not see:

"I talked to the staff about two or three times. I went to the houses. So, those people who understand, the one who cares little. We have very little farmer there. It has, but the one that already plants, goes there in the saloon sells, goes there in the Balneário to sell. We have an amount. About three hundred and a few. That was six hundred and little." E3

The "E4" reports that it was not up to the farmer, on the contrary, people sought out the secretariat to know the procedure for delivery, for supply. Unfortunately it was reported that the consequence of the search is negative, without interest:

"We did not go to the farmer, but already several farmers came to us, because we called, through indications. They ask, they know, they come here, they visit. But there the farmer either has no conditions or is not organized. He arrives here with an expectation, as a gentleman came here, but he only plants lettuce. Then he was not interested anymore." E4

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.

5 FINAL CONSIDERATIONS

Family farming in partnership with the PNAE 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.

Resolution No. 38 of July 2009 of the FNDE, as amended by Resolution / CD / FNDE No. 26 of June 17, 2013, guaranteed this class of farmers a new opportunity, since from this, the states and municipalities, called executing entity, has the obligation to contract with them. This fact makes these farmers have exclusivity in front of the local market of hortifrutigranjeiros, fish, among others. It is important to highlight the fact that the resolution of the FNDE that determines compliance with the percentage for family farmers was launched in 2009, however in the Municipality of Camboriú, only in 2010 was published the public call for that year without any interested party appearing. Which consequently led the Municipality of Camboriú to launch bidding procedure. Already in 2011, after launching the public call, a cooperative from another region of the state of Santa Catarina presented with necessary documentation and was thus declared holder of the call that year.

In general, the development of this dissertation led to a greater interest in trying to verify how the Municipality of Camboriú works with the limits of the institutionalization of PRONAF and PNAE, in reference to school feeding. 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.

The research sought to identify social actors that could contribute in providing information regarding the institutionalization of both PRONAF and PNAE. At first, one of the social actors, or properly a public body that would be the basis and consequently would refer other agents would be EPAGRI. And it was. As EPAGRI is an organ of the State Government, it has been verified that it is equipped with concrete information that guides the Municipality of Camboriú. In the view of the master's degree, it was the most enlightening entity, technically
speaking, in the provision of information.

During the survey, even on the recommendation of EPAGRI's own interviewee, contact was sought with people who could respond by the Bank of Brazil Agency in Camboriú. It was even mentioned in this dissertation that the Bank of Brazil in Camboriú is the agency that contemplates 100% of the adherents to PRONAF.

It is necessary to register some difficulties in the research. The first of these is inadmissible that could occur, but it occurred. Curiously and also regrettably, the relationship manager of the Banco do Brasil branch office in Camboriú agreed to be interviewed, however not authorizing any kind of recording, filming or similar action, nor would it sign any document, much less authorize to mention his name in any document. But some relevant information was passed on. Information that could not be detected in other organs. One of them is that the farmer interested in joining PRONAF must own in his name, property / property registered and registered in Real Estate Registry. And other relevant information is that the annual average of those interested in joining PRONAF is between five and six farmers. When asked about the reason 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: Municipal 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 Bank of Brazil in Camboriú does not know how to answer the reason why so few interested in joining PRONAF, and both the Secretariat of Agriculture and the Union of Rural Workers allege that they hold or have meetings with the farmers' class to deal with matter, but it is not known when, much less if the information is true, because they have not been transparent when affirming their initiative for such meetings.

I could conclude that PRONAF is the way out of the class for farmers to achieve their social ascension. Even because with the occurrence of annual public calls, it is more than proven that there is incentive and demand for agricultural production of various foods. What's missing then? A cooperative, at least, to meet this demand. And it is no excuse to attribute to the city of Balneário Camboriú the title of "source of resources that pays better." According
to information provided by most of the interviewees, in order to form a cooperative, it would be necessary to have at least twenty (20) interested farmers. And until today it was not possible to form one. And that’s where the "x" is.

The minimum to be developed by the Municipality of Camboriú aiming to change this scenario as a suggestion of this master’s degree, would be: to replace the personnel structure of the Secretariat of Agriculture by a technical team, knowledgeable of the subject, able to promote as many meetings as necessary "in loco" ; 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 State of Santa Catarina, through EPAGRI, a larger partnership, providing more professionals who may be working in a network with the municipal secretariats of this segment; to include in the Municipal 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, these recommendations aim to reduce the rural exodus that occurred suddenly due to the few incentives given through public policies formerly nonexistent, thus promoting local economic development, as well as transforming the Municipality of Camboriú into an efficient instrument for the implementation of diverse public policies.
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