

Practical Guide:

How to use international instruments related to the right to food at the national and subnational levels - the case of Brazil

THE HUMAN RIGHT TO ADEQUATE FOOD AND THE SOLIDARITY ECONOMY



PRACTICAL GUIDE: HOW TO USE INTERNATIONAL INSTRUMENTS RELATED TO THE RIGHT
TO FOOD AT THE NATIONAL AND SUBNATIONAL LEVELS - THE CASE OF BRAZIL

The Human Right to Adequate Food and The Solidarity Economy



JUNE 2026

Dados Internacionais de Catalogação na Publicação (CIP)

P895 Practical Guide: how to use international instruments related to the right to food at the national and subnational levels - the case of Brazil/ Conselho Nacional de Segurança Alimentar e Nutricional. -- Brasília : Presidência da República, 2026.

v.

v. 1. The human right to adequate food and food markets - v. 2. The human right to adequate food and agroecology: food sovereignty, sustainability and socio-environmental justice - v. 3. The human right to adequate food and consumer protection policies - v. 4. The human right to adequate food and social participation in political decision-making - v. 5. The human right to adequate food and social protection - v. 6. The human right to adequate food and the rights of indigenous peoples - v. 7. The human right to food and policies for small-scale food producers - v. 8. The human right to adequate food and water, fishers and oceans - v. 9. The human right to adequate food and the solidarity economy - v. 10. The human right to adequate food and gender equality - v. 11. The human right to adequate food and the right to land - v. 12. The human right to adequate food and school meals.

ISBN 978-65-86360-28-8

1. Direitos humanos. 2. Segurança alimentar. 3. Alimentação. 4. Participação social. I. Brasil. Presidência da República. Conselho Nacional de Segurança Alimentar e Nutricional

CDU 342.7:612.39(81)

With support from



Federal Ministry
of Agriculture, Food
and Regional Identity



SECRETARY-GENERAL



by decision of the
German Bundestag

PRESIDENCY OF THE REPUBLIC

Luiz Inácio Lula da Silva
President of the Republic

GENERAL SECRETARIAT OF THE PRESIDENCY OF THE REPUBLIC

Guilherme Castro Boulos
Minister of State
General Secretariat of the Presidency of the
Republic Secretary-General of CONSEA

Josué Augusto do Amaral Rocha
Executive Secretary

CONSEA PRESIDENCY

Elisabetta Recine
President of CONSEA

SECRETARIA-EXECUTIVA DO CONSEA

Marília Mendonça Leão
Executive Secretary

Elaine Martins Pasquim
General Coordinator

PREPARED BY

Cilídia Barbosa de Souza
Elaine Martins Pasquim

WITH CONTRIBUTIONS FROM (CONSEA MEMBERS AND COLLABORATORS)

Alfredo da Costa Pereira Júnior
Ana Maria Thomas Maya Martins
Marília Gabrielly Peixoto Souza
Glenn Massakazu Makuta
Inês Rugani Ribeiro de Castro
Lívio Sérgio Dias Claudino

COORDINATION OF THE CONCEPTION PROCESS AND TRANSLATION INTO ENGLISH

Elisabetta Recine
President of CONSEA

Martin Wolpold-Bosien
Senior Policy Adviser, German Institute for Human
Rights (2023–2025)

This publication was supported by the Agricultural Policy Dialogue Brazil–Germany (German acronym: APD) a cooperation instrument aimed at the exchange of knowledge on agricultural and environmental policies, based on a Memorandum of Understanding signed by the Federal Ministry of Food, Agriculture and Regional Identity (BMLEH), the Ministry of Agriculture and Livestock (Portuguese acronym: MAPA) and the Ministry of Agrarian Development and Family Agriculture (Portuguese acronym: MDA).

 contato@apd-brasil.de  www.apdbrasil.de  [APD Brasil Alemanha](#)  [APD Brasil Alemanha](#)

Via:



AGRICULTURAL POLICY DIALOGUE
APD | BRAZIL-GERMANY

Implemented by:



PUBLICATION DIVIDED INTO 12 VOLUMES OF THE SERIES:

**PRACTICAL GUIDE: HOW TO USE INTERNATIONAL INSTRUMENTS RELATED TO THE
RIGHT TO FOOD AT THE NATIONAL AND SUBNATIONAL LEVELS - THE CASE OF BRAZIL**

Institutional Support

The Agricultural Policy Dialogue Brazil-Germany (APD, by its German acronym) provided support for the Spanish translation and the layout of the collection.

The German Institute for Human Rights provided support for the translation into English.

Coordination of Editorial Design

Agricultural Policy Dialogue Brazil-Germany: Gleice Mere, Alexander Borges Rose
and Carlos Alberto dos Santos

English translation: Katie Whiddon - ktwhiddon@gmail.com

Editorial Design: Scriptorium Design Editorial - Kenia de Aguiar Ribeiro and Beatriz Gomes

Cover Illustration: Beatriz Gomes

✉ seconsea@presidencia.gov.br

🌐 www.gov.br/secretariageral/pt-br/consea



TABLE OF CONTENTS

INTERNATIONAL INSTRUMENTS.....	11
PRACTICAL EXAMPLES OF IMPLEMENTATION IN BRAZIL.....	15
MAIN CHALLENGES.....	16
SOCIAL PARTICIPATION	18
ACCOUNTABILITY AND ENFORCEABILITY.....	21
CORPORATE POWER.....	22
FINANCING.....	23

INDEX

PUBLICATION DIVIDED INTO 12 VOLUMES OF THE SERIES:

Practical Guide: How to use international instruments related to the right to food at the national and subnational levels - the case of Brazil

1. THE HUMAN RIGHT TO ADEQUATE FOOD AND FOOD MARKETS

- INTERNATIONAL INSTRUMENTS
- PRACTICAL EXAMPLES OF IMPLEMENTATION IN BRAZIL
- MAIN CHALLENGES
- SOCIAL PARTICIPATION
- ACCOUNTABILITY AND ENFORCEABILITY
- CORPORATE POWER
- FINANCING

2. THE HUMAN RIGHT TO ADEQUATE FOOD AND AGROECOLOGY: FOOD SOVEREIGNTY, SUSTAINABILITY AND SOCIO ENVIRONMENTAL JUSTICE

- INTERNATIONAL INSTRUMENTS
- EXAMPLES OF IMPLEMENTATION IN BRAZIL
- MAIN CHALLENGES
- SOCIAL PARTICIPATION
- ACCOUNTABILITY AND ENFORCEABILITY
- CORPORATE POWER
- FINANCING

3. THE HUMAN RIGHT TO ADEQUATE FOOD AND CONSUMER PROTECTION POLICIES

- INTERNATIONAL INSTRUMENTS
- PRACTICAL EXAMPLES OF IMPLEMENTATION IN BRAZIL
- MAIN CHALLENGES
- SOCIAL PARTICIPATION
- ACCOUNTABILITY AND ENFORCEABILITY
- CORPORATE POWER
- FINANCING

4. THE HUMAN RIGHT TO ADEQUATE FOOD AND SOCIAL PARTICIPATION IN POLITICAL DECISION-MAKING

- INTERNATIONAL INSTRUMENTS
- PRACTICAL EXAMPLES OF IMPLEMENTATION IN BRAZIL
- MAIN CHALLENGES
- SOCIAL PARTICIPATION
- ACCOUNTABILITY AND ENFORCEABILITY
- CORPORATE POWER
- FINANCING

5. THE HUMAN RIGHT TO ADEQUATE FOOD AND SOCIAL PROTECTION

- INTERNATIONAL INSTRUMENTS
- EXAMPLES OF IMPLEMENTATION IN BRAZIL
- MAIN CHALLENGES
- SOCIAL PARTICIPATION
- ACCOUNTABILITY AND ENFORCEABILITY
- CORPORATE POWER
- FINANCING

6. THE HUMAN RIGHT TO ADEQUATE FOOD AND THE RIGHTS OF INDIGENOUS PEOPLES

- INTERNATIONAL INSTRUMENTS
- EXAMPLES OF IMPLEMENTATION IN BRAZIL
- MAIN CHALLENGES
- SOCIAL PARTICIPATION
- ACCOUNTABILITY AND ENFORCEABILITY
- CORPORATE POWER
- FINANCING

7. THE HUMAN RIGHT TO FOOD AND POLICIES FOR SMALL-SCALE FOOD PRODUCERS

- INTERNATIONAL INSTRUMENTS
- EXAMPLES OF IMPLEMENTATION IN BRAZIL
- MAIN CHALLENGES
- SOCIAL PARTICIPATION
- ACCOUNTABILITY AND ENFORCEABILITY
- CORPORATE POWER
- FINANCING

8. THE HUMAN RIGHT TO ADEQUATE FOOD AND WATER, FISHERS AND OCEANS

- INTERNATIONAL INSTRUMENTS
- EXAMPLES OF IMPLEMENTATION IN BRAZIL
- MAIN CHALLENGES
- SOCIAL PARTICIPATION
- ACCOUNTABILITY AND ENFORCEABILITY
- CORPORATE POWER
- FINANCING

9. THE HUMAN RIGHT TO ADEQUATE FOOD AND THE SOLIDARITY ECONOMY

- INTERNATIONAL INSTRUMENTS
- EXAMPLES OF IMPLEMENTATION IN BRAZIL
- MAIN CHALLENGES
- SOCIAL PARTICIPATION
- ACCOUNTABILITY AND ENFORCEABILITY
- CORPORATE POWER
- FINANCING

10. THE HUMAN RIGHT TO ADEQUATE FOOD AND GENDER EQUALITY

- INTERNATIONAL INSTRUMENTS
- EXAMPLES OF IMPLEMENTATION IN BRAZIL
- MAIN CHALLENGES
- SOCIAL PARTICIPATION
- ACCOUNTABILITY AND ENFORCEABILITY
- CORPORATE POWER
- FINANCING

11. THE HUMAN RIGHT TO ADEQUATE FOOD AND THE RIGHT TO LAND

- INTERNATIONAL INSTRUMENTS
- EXAMPLES OF IMPLEMENTATION IN BRAZIL
- MAIN CHALLENGES
- SOCIAL PARTICIPATION
- ACCOUNTABILITY AND ENFORCEABILITY
- CORPORATE POWER
- FINANCING

12. THE HUMAN RIGHT TO ADEQUATE FOOD AND SCHOOL MEALS

- INTERNATIONAL INSTRUMENTS
- EXAMPLES OF IMPLEMENTATION IN BRAZIL
- MAIN CHALLENGES
- SOCIAL PARTICIPATION
- ACCOUNTABILITY AND ENFORCEABILITY
- CORPORATE POWER
- FINANCING

INTRODUCTION

BRAZIL AND THE HUMAN RIGHT TO ADEQUATE FOOD

At the heart of today's debates on equity, justice, sovereignty and democracy lies the human right to adequate food (right to food). It is not only about ensuring access to food and meals; it also means recognising that land and territory, water, health, food culture and food supply are inseparable parts of a fundamental right – one that underpins citizenship and must be guaranteed through public policies.

Brazil enshrined the right to food in the Constitution in 2010 and has since developed pioneering public policies for food and nutrition security. This is a collective achievement, resulting from decades of social mobilisation, academic work, institution-building and international commitments undertaken by the Brazilian State. This accumulated experience is expressed in a set of legal instruments, treaties, resolutions and pacts that have recognised the right to food as a legal, political and ethical guideline.

Today, this framework is not only a reference for Brazil: it has become a concrete example, able to inspire governments, institutions and civil society. In a global context of geopolitical instability, environmental crises and deep inequalities, the realisation of the right to food cannot be treated as a mere administrative choice. It is a constitutional duty and a moral imperative. Hunger, deforestation, water insecurity and an exclusionary, health-damaging agri-food model are all symptoms of the same system, which continues to violate rights and destroy lives.

Brazil has a responsibility to maintain and deepen its normative frameworks. This means advancing public policies, strengthening participatory democracy, protecting traditional peoples and communities, ensuring agroecology as a viable horizon, and confronting interests that seek to reduce food to a commodity and to superficial solutions.

The existing set of international normative instruments related to the right to food has been fundamental in guiding Brazilian public policies on how to use human rights-based approaches at national and subnational levels. This guide provides an overview of how public policies of major relevance to the realisation of the right to food in Brazil connect with international instruments adopted by the United Nations and by regional bodies as part of an advanced normative framework on the right to food; how these instruments can be used for effective policies to combat hunger and malnutrition, to guarantee healthy food; and how they relate to key areas such as social participation, accountability, corporate power and finance.

Bringing together the core instruments that underpin the right to food internationally and nationally, linking them to public policies in practice, and identifying challenges is not a bureaucratic exercise. It is a political act. It is a way of insisting that rights cannot be suppressed, diluted or negotiated away. It affirms our place in a history that moves forward when the State plays its role and when civil society participates, holds authorities to account, proposes solutions and drives change.

The human right to adequate food is more than a constitutional provision: it expresses a social pact. A pact that allows no setbacks, and that demands vigilance, commitment and courage to meet the present while keeping our eyes on the future.

CONSEA Brazil

THE HUMAN RIGHT TO ADEQUATE FOOD AND THE SOLIDARITY ECONOMY

INTERNATIONAL INSTRUMENTS

The human right to adequate food (right to food) has held a central place in international debates since the adoption of the United Nations (UN) Universal Declaration of Human Rights (1948), the International Covenant on Economic, Social and Cultural Rights (ICESCR) (1966) and the UN Food and Agriculture Organization (FAO) Voluntary Guidelines to Support the Progressive Realization of the Right to Adequate Food (2004). These instruments establish that States have an obligation to respect, protect and fulfil access to safe, nutritious and culturally appropriate food, in a regular, permanent and dignified manner.

However, realizing the right to food goes beyond normative commitments and requires the consolidation of sustainable, inclusive and socially just food systems. At this point of convergence, the solidarity economy becomes a strategic approach, recognising that securing the right to food is not limited to ensuring food supply; it de-

mands productive models rooted in cooperation, equity and sustainability—models capable of addressing structural inequalities and strengthening peoples' food sovereignty.

Today, the solidarity economy is emerging as a complementary and transformative strategy that challenges the logic of traditional markets. Grounded in the principles of self-management, cooperation, solidarity and social justice, it promotes alternative forms of production, marketing, consumption and finance, placing life and collective well-being above the exclusive pursuit of profit. Its importance and visibility have grown as a means of advancing the right to food, particularly in vulnerable communities, rural areas and urban peripheries, where the dynamics of exclusion and violations of the right to food are most acute.

UN General Assembly Resolutions on Promoting the Social and Solidarity Economy for Sustainable Development (A/77/L.60¹ and A/RES/77/281²) – These resolutions are the first to be dedicated to this theme, and they consolidate the global legitimacy of the Social and Solidarity Economy (SSE), recognizing it as an economic model based on voluntary cooperation, participatory governance and the prioritization of social interest over capital. The document highlights the contribution of SSE to the Sustainable Development Goals, particularly in promoting decent work, reducing inequalities and strengthening social justice. It encourages Member States to develop legal frameworks, national policies and support systems that strengthen SSE, including fiscal incentives, preferential public procurement, access to financing, the production of official statistics, and the integration of SSE into education and research. It also emphasizes the values of equality, transparency, interdependence and social responsibility.

International Labor Organization (ILO) World Employment and Social Outlook: Trends 2021³ – This report underscored the relevance of the social and solidarity economy in the context of post-pandemic recovery, even though SSE is not the exclusive focus of the report. It highlighted the severe employment deficit caused by the health crisis and advocat-

1 Resolution A/77/L.60 Promoting the Social and Solidarity Economy for Sustainable Development, 2023. See: <https://undocs.org/Home/Mobile?FinalSymbol=A%2F77%2FL.60&Language=E&DeviceType=Desktop&LangRequested=False>

2 Resolution A/RES/77/281, Promoting the Social and Solidarity Economy for Sustainable Development, 2023. See: https://unsse.org/wp-content/uploads/2023/05/A_RES_77_281-EN.pdf

3 World Employment and Social Outlook: Trends 2021. See: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_795453.pdf

ed for a recovery strategy based on people-centred policies that strengthen the creation of decent jobs, income protection and robust institutions, recognizing SSE as one of the pathways toward a more inclusive reconstruction. In the same period, the World Social Protection Report 2020–2022⁴ reaffirmed the importance of strong social protection systems, an area in which SSE initiatives contribute by expanding economic and community safety nets. Additionally, the ILO Resolution concerning decent work and the care economy emphasized the interdependence between care, equity and social justice, noting that co-operatives and solidarity-based organizations are essential to expanding access to quality care and promoting fair working conditions. Taken together, these documents recognize SSE as a strategic instrument to generate employment, reduce inequalities, strengthen social cohesion and support structural transformations towards a more just and sustainable development model.

Policy Guidelines for Promoting Decent Work in the Agrifood Sector⁵ – This document provides a framework for developing sustainable and resilient food systems, with attention to social and solidarity economy organizations. It addresses issues such as freedom of association, collective bargaining, occupational safety and health, social protection and gender equality, and also calls attention to the eradication of child labour and forced labour.

UN Committee on Economic, Social and Cultural Rights General Comment No. 24 (2017)⁶ – This General Comment clarifies States' obligations regarding the human rights impacts of business activities. It establishes that States Parties must respect (by regulating, monitoring and holding companies accountable for abuses) and fulfil (by adopting policies and positive actions to guarantee the realization of rights). The document reinforces that economic activity must align with international human rights standards, and that States must prevent violations, ensure remedies and guarantee that development does not produce injustice or deepen inequalities.

4 World Social Protection Report 2020–2022. See: https://www.ilo.org/sites/default/files/wcmsp5/groups/public/%40ed_protect/%40soc_sec/documents/publication/wcms_817572.pdf

5 Policy Guidelines for the Promotion of Decent Work in the Agri-Food Sector, 2023. See: <https://www.ilo.org/resource/other/policy-guidelines-promotion-decent-work-agri-food-sector>

6 General Comment No. 24 on State obligations under the ICESCR in the context of business activities, 2017. See: <https://www.ohchr.org/en/documents/general-comments-and-recommendations/general-comment-no-24-2017-state-obligations-context>

FAO Voluntary Guidelines to Support the Progressive Realization of the Right to Adequate Food in the Context of National Food Security (2004)⁷ – Although the text does not explicitly reference SSE, Guideline 2—on economic development policies—provides for measures to secure access to adequate food as part of social safety nets; to invest in productive activities and projects that sustainably improve the livelihoods of populations affected by poverty and hunger; and to promote the participation of the poor in decisions on economic policy to ensure that they share in the benefits of productivity gains.

Luxembourg Declaration on Social Economy (2015)⁸ – Adopted by the European Economic and Social Committee and embraced by European countries, this declaration recognizes that the social economy is a model that withstood the economic crisis better than many others, reflecting its great diversity among EU Member States.

World Social Forum Charter on the Solidarity Economy (2001 and subsequent updates)⁹ – This document sets out the principles and commitments of the solidarity economy as an alternative to the capitalist model, emphasizing social justice, gender equality, fair trade and economic democracy.

Quito Declaration on Popular and Solidarity Economy (1998)¹⁰ – Signed by regional networks and organizations from Latin America during the “Latin American Meeting on Solidarity Economy and Fair Trade,” this declaration recognizes the popular and solidarity economy as an ancestral and strategic practice for equitable development, especially in Latin America.

2030 Agenda - Sustainable Development Goals (SDGs) (2015)¹¹ – Although not explicitly referencing the solidarity economy, Agenda 2030 recognizes solidarity-based practices

7 Voluntary Guidelines to Support the Progressive Realization of the Right to Adequate Food in the Context of National Food Security, 2004. See: <https://openknowledge.fao.org/items/f1d1988c-0938-4b06-aa54-bfc676f3f87a>

8 Luxembourg Declaration – A Roadmap towards a More Comprehensive Ecosystem for Social Economy Enterprises. See: https://www.mites.gob.es/Luxembourgdeclaration/ficheros/DeclaracLuxEcoSocial2015_en.pdf

9 Charter on the Solidarity Economy of the World Social Forum (2001 and subsequent updates). (Original in Portuguese: Carta da Economia Solidária do Fórum Social Mundial – English full text not officially published.) See: https://www.universidadepopular.org/site/media/documentos/Carta_de_Principios_do_FSM.pdf

10 Quito Declaration on Popular and Solidarity Economy, 1998. (Original in Spanish). See: <https://www.dhnet.org.br/direitos/dhesc/quito.html>

11 2030 Agenda – Sustainable Development Goals (SDGs). See: <https://sdgs.un.org/2030agenda>

as essential, especially within SDG 1 (No Poverty), SDG 2 (Zero Hunger and Sustainable Agriculture) and SDG 8 (Decent Work and Economic Growth). It is at the intersection between the right to food and the solidarity economy that the centrality of life, human dignity and popular sovereignty over food systems becomes evident. By valuing the agency of peoples, tackling structural inequalities and ensuring productive autonomy, the solidarity economy emerges as a strategic pathway to address hunger and promote social and environmental justice globally.

PRACTICAL EXAMPLES OF IMPLEMENTATION IN BRAZIL

Law No. 15,068/2024, known as the Paul Singer Law – This is the Institutional Framework for the Social and Solidarity Economy in Brazil. It establishes the National System for Solidarity Economy and defines the solidarity economy as a set of activities related to the organization of production and the marketing of goods and services, distribution, consumption and credit, grounded in the principles of self-management; fair and solidarity-based trade; cooperation and solidarity; democratic and participatory governance; equitable distribution of collectively generated wealth; integrated and sustainable local, regional and territorial development; respect for ecosystems; environmental conservation; and the valuing of human beings, labour and culture.

National Programme of Incubators for Popular Cooperatives (Proninc) – Regulated by Decree No. 7,357 of 17 November 2010, this programme aims to strengthen the incubation process of solidarity-based economic enterprises. By fostering coordination among public universities, federal institutes, social organizations and local governments, it seeks to implement incubators that support the formation and consolidation of popular cooperatives.

“Acredita” Programme – Established by Law No. 14,995 of 10 October 2024, this programme facilitates debt renegotiation and provides credit at differentiated interest rates for small businesses. The initiative also includes guided microcredit for individuals registered in the Unified Registry for Social Programmes (CadÚnico); the possibility of debt renegotiation under the National Programme to Support Micro and Small Enterprises (Pronampe); and additional measures to support enterprises with a sustainability focus.

National Registry of Solidarity-Economy Enterprises (CADSOL) – Included in Law No. 15,068/2024, which establishes the National Policy for Solidarity Economy (PNES), CADSOL is a registry created to ensure the public recognition of solidarity-based economic enterprises, enabling them to access solidarity-economy policies as well as other public policies targeting this sector.

Ordinance No. 523/2017/Anvisa – This ordinance created the Programme for Productive Inclusion and Health Safety (PRAISSAN), with the objective of improving and integrating family farmers, peasants, solidarity-economy entrepreneurs and other individual micro-entrepreneurs into the National Health Surveillance System (SNVS).

Moinho Network (Rede Moinho) – A network of women farmers in the Semi-arid region dedicated to processing and marketing healthy foods produced by women farmers. It is a collective enterprise grounded in cooperation and self-management.

Agroecological and Solidarity-based Markets – Direct marketing spaces connecting producers and consumers, organized around values of cooperation, social justice and environmental sustainability.

Family Farming Marketing Centres (CECAFES) – Collective centres for the distribution and marketing of goods produced by small-scale farmers, organized in networks based on self-management and fair profit-sharing.

MAIN CHALLENGES

Insufficient public financing and unstable policies – The implementation of programmes that promote the solidarity economy, such as the National Programme of Incubators for Popular Cooperatives (Proninc), established by Decree No. 7,357/2010, as well as support for popular cooperatives, has suffered from discontinuity and budget cuts.

Deep social and economic inequalities – Brazil faces alarming levels of inequality in income, land, race and gender, which directly affect food and nutrition security. Families living in poverty, traditional peoples, women and Black populations are among those most affected by hunger. The solidarity economy, grounded in self-management and community

strengthening, struggles to overcome these structural inequalities if it does not receive robust and continuous institutional support.

Institutional fragility and lack of coordination among public policies – Coordination across policies on food and nutrition security, family farming, social assistance and the solidarity economy is often fragmented. The lack of strong intersectoral governance—such as the role played by CONSEA at state and municipal levels—hinders the development of integrated and sustainable strategies to guarantee the right to food.

Challenges in marketing and distribution of production – The production of cooperatives and solidarity-economy enterprises, particularly those linked to family farming and agroecology, faces logistical and market barriers. Limited infrastructure, access to technology and distribution channels restricts the incorporation of these products into commercial circuits and institutional programmes such as the Food Acquisition Programme (PAA) and the National School Feeding Programme (PNAE).

Cultural resistance to the self-management model – The logic of the solidarity economy, centred on cooperation, care and self-management, is still viewed with suspicion by segments of the business sector and public administrators. The dominant model of competitive markets creates symbolic and practical obstacles to the recognition of solidarity-based forms of production and social organization.

Impacts of the environmental and climate crisis – The climate crisis directly affects food production and the sustainability of vulnerable territories. Without adaptation and mitigation policies specifically directed at solidarity-economy enterprises and family farmers, ensuring sufficient quality and quantity of food for all becomes even more challenging.

SOCIAL PARTICIPATION

Social participation is an essential pillar for ensuring the right to food and for strengthening the solidarity economy in Brazil. It enables dialogue between government, civil society and social movements, promoting public policies that are more inclusive, democratic and effective.

The **National Council for the Solidarity Economy (CNES)** is a national body that forms part of the National Solidarity Economy System (Sinaes), together with state, municipal and district councils on the solidarity economy, as well as the **National Conference on the Solidarity Economy**. Linked to the National Secretariat for Popular and Solidarity Economy of the Ministry of Labour and Employment, it was established by Decree No. 5,811/2006 with the mandate to promote dialogue and build consensus around policies and actions in the solidarity economy. It is composed of government representatives and representatives of solidarity-economy enterprises and other civil society organizations.

The **4th National Conference on Popular and Solidarity Economy (Conaes)**, held in August 2025, approved proposals that will serve as the basis for the elaboration of the Second National Plan, scheduled for publication at the end of 2025, which will guide public policies for the sector. Delegates approved 80 measures distributed across four thematic areas: (1) production, marketing and consumption; (2) financing, credit and solidarity-based finance; (3) education, training and technical support; and (4) institutional environment, legislation, management and the integration of public policies.

The **National Registry of Solidarity-Based Economic Enterprises (CAD-SOL)** has social participation and oversight in the registration process as one of its guiding principles. A committee from the local territory evaluates each enterprise requesting registration. The Registration and Information Committees are composed of: 50% representatives of solidarity-econ-

omy enterprises; 25% representatives of government bodies active in the solidarity economy; and 25% representatives of organizations supporting and promoting the solidarity economy.

The **Paul Singer Training Programme for Agents of Popular and Solidarity Economy** is part of a broader strategy to build and implement a National Policy for the Popular and Solidarity Economy. Its objective is to train Popular and Solidarity Economy Agents (AGEPS) to expand the reach of the solidarity economy, strengthen spaces for social participation and increase its territorial presence.

The **Food and Nutrition Security Council(s) (CONSEA)** exist at the federal, state and municipal levels, operating as institutional spaces with parity-based participation between the State and civil society. These councils play a fundamental role in formulating, monitoring and evaluating public policies on food and nutrition se-

curity, ensuring that social demands are heard and incorporated.

Solidarity Economy Forums and Networks

– Social movements and solidarity-economy enterprises organize forums, conferences and regional and national networks to share experiences, strengthen collective organization and present their demands to public authorities. These spaces are fundamental for building an autonomous and representative political and social field.

Participation in the Formulation and Monitoring of Public Policies

– Organized civil society, particularly groups linked to family farming and the solidarity economy, actively participates in shaping programmes such as the Food Acquisition Programme (PAA) and the National School Feeding Programme (PNAE). Civil society also monitors the implementation of these programmes, strengthening social oversight and transparency.

Engagement with Social Movements and Traditional Communities

– Groups of family farmers, Indigenous Peoples, Quilombola communities, women and youth play leading roles in processes of collective organization. This engagement strengthens self-management, promotes local production and contributes to food sovereignty and the reduction of inequalities.

Public Hearings and Popular Consultations – Democratic instruments such as public hearings, popular consultations

and conferences enable the direct inclusion of the population in decision-making processes related to food security and the solidarity economy. These mechanisms expand transparency and social oversight of government actions.

Training and Popular Education – Social participation also takes the form of training and capacity-building, which expand people's understanding of rights, public policies and solidarity-based practices.

ACCOUNTABILITY AND ENFORCEABILITY

There are several instruments that can support the accountability of the right to a solidarity economy in Brazil, which have been strengthened by the recent approval of a dedicated legal framework. The main instruments and mechanisms include the Legal Framework (Law No. 15,068/2024), which established the National Policy on the Solidarity Economy (PNES) and created the National System of the Solidarity Economy (Sinaes). Establishing a legal framework provides legal certainty and formalises rights, which is essential for enforceability.

The National System of the Solidarity Economy (Sinaes) is a governance mechanism designed to ensure the objectives of the National Policy on the Solidarity Economy (PNES), including strengthening and encouraging the social and political organisation and participation of solidarity-based economic enterprises (EES), as well as associativism and cooperativism; contributing to income generation, improved quality of life and the promotion of

social justice; promoting access to financial support, means of production, markets, knowledge and social technologies; and fostering networking processes.

The law also provides for the organisation of **National Conferences on the Solidarity Economy**, preceded by state and municipal stages, which function as spaces for social control and popular participation in the formulation and monitoring of public policies. The legal framework facilitates the formalisation of solidarity-based economic enterprises (such as cooperatives and family farming groups) as not-for-profit economic societies, enabling them to access rights and mechanisms already available to other formal enterprises, such as access to the banking system and government procurement. Taken together, there is a set of **legal, institutional and social-control mechanisms** that seek to ensure the effective implementation of the National Policy on the Solidarity Economy (PNES).

CORPORATE POWER

Corporate power, in the context of the right to food, is exercised by large corporations in agribusiness, the ultra-processed food industry, the seed and pesticide sector, retail chains and the financial system. These corporations concentrate control over the production, distribution and marketing of food, shaping public policies and influencing consumption patterns. Driven by profit, they often impose practices that compromise public health, the environment and the food sovereignty of communities.

Business associations and investment funds reinforce this dynamic by directly

influencing the drafting of legislation and the management of public resources. This articulated power poses a significant obstacle to initiatives grounded in social justice, such as the solidarity economy, which proposes sustainable, cooperative and territorialised food systems focused on local sustainable development.

Addressing corporate power requires State regulation, social mobilisation and the strengthening of alternatives that place the right to food above economic interests.

FINANCING

Financing for solidarity-economy policies in Brazil comes primarily from governmental sources (public programmes and government procurement), solidarity finance (credit cooperatives, community banks) and microcredits.

During the 4th National Conference on the Popular and Solidarity Economy (Conaes), held in 2025, participants approved—under

Thematic Axis 4, “Financing, credit and solidarity finance”—the creation of the National System of Solidarity Finance, the National Fund for Solidarity-Based Enterprises, the allocation of at least 0.1 percent of public budgets to the sector, and the implementation of dedicated credit lines, revolving funds and social currencies.

PUBLICATION DIVIDED INTO 12 VOLUMES OF THE SERIES:

PRACTICAL GUIDE: HOW TO USE INTERNATIONAL INSTRUMENTS RELATED TO THE RIGHT TO FOOD AT THE NATIONAL AND SUBNATIONAL LEVELS - THE CASE OF BRAZIL

1. THE HUMAN RIGHT TO ADEQUATE FOOD AND FOOD MARKETS
2. THE HUMAN RIGHT TO ADEQUATE FOOD AND AGROECOLOGY: FOOD SOVEREIGNTY, SUSTAINABILITY AND SOCIO-ENVIRONMENTAL JUSTICE
3. THE HUMAN RIGHT TO ADEQUATE FOOD AND CONSUMER PROTECTION POLICIES
4. THE HUMAN RIGHT TO ADEQUATE FOOD AND SOCIAL PARTICIPATION IN POLITICAL DECISION-MAKING
5. THE HUMAN RIGHT TO ADEQUATE FOOD AND SOCIAL PROTECTION
6. THE HUMAN RIGHT TO ADEQUATE FOOD AND THE RIGHTS OF INDIGENOUS PEOPLES
7. THE HUMAN RIGHT TO FOOD AND POLICIES FOR SMALL-SCALE FOOD PRODUCERS
8. THE HUMAN RIGHT TO ADEQUATE FOOD AND WATER, FISHERS AND OCEANS
9. THE HUMAN RIGHT TO ADEQUATE FOOD AND THE SOLIDARITY ECONOMY
10. THE HUMAN RIGHT TO ADEQUATE FOOD AND GENDER EQUALITY
11. THE HUMAN RIGHT TO ADEQUATE FOOD AND THE RIGHT TO LAND
12. THE HUMAN RIGHT TO ADEQUATE FOOD AND SCHOOL MEALS