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 FOOD AND POLICIES FOR SMALL-SCALE FOOD PRODUCERS

7

CONSEA
Conselho Nacional de Segurança Alimentar e Nutricional

SECRETARY-GENERAL

BRAZILIAN GOVERNMENT
BRASIL
STANDING WITH THE BRAZILIAN PEOPLE

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 Food and Policies for Small-scale Food Producers

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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

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

International Instruments

Small-scale food producers, including family farmers, peasants, Indigenous Peoples, Quilombola communities and agrarian reform settlers, are recognised as essential for food and nutrition security, local economies, biodiversity conservation, and efforts to address climate change. Rights-based instruments are therefore fundamental to support their struggles and to guide public policies committed to social justice and food sovereignty.

Universal Declaration of Human Rights (1948)[1] – Adopted by the United Nations (UN) in 1948, it was supported by Brazil at that year's General Assembly and is recognised by all Member States as a normative reference. Although it does not specifically address small-scale producers, it guarantees the right to an adequate standard

1 United Nations Universal Declaration of Human Rights, 1948. See: www.ohchr.org/sites/default/files/UDHR/Documents/UDHR_Translations/eng.pdf

of living, including food, housing and decent work—fundamental rights for rural life and for agrarian justice.

International Covenant on Economic, Social and Cultural Rights (ICESCR) (1966)[2] – Brazil signed the ICESCR on 24 January 1966 and ratified it only on 24 January 1992. From that point onwards, the treaty acquired domestic legal force, obliging the Brazilian State to respect and implement the rights it enshrines—such as health, education, food, work, culture and social security—with particular attention to the most vulnerable populations, including small-scale farmers.

International Labour Organization Convention concerning Indigenous and Tribal Peoples in Independent Countries (ILO Convention No. 169) (1989)[3] – Ratified by Brazil through Legislative Decree No. 143 of 20 June 2002 and promulgated by Decree No. 5.051 of 19 April 2004, ILO Convention No. 169 recognises the territorial, cultural and socioeconomic rights of Indigenous Peoples and traditional communities, many of whom are small-scale producers.

Rome Declaration on World Food Security and World Food Summit Plan of Action (1996)[4] – Objective 2.1 calls for the implementation of economic policies concerning agriculture, fisheries and forests, and for agrarian reform that enables farmers, fishers, forest dwellers and other food producers—especially women—to obtain a fair income from their work, while promoting the conservation and sustainable management of natural resources. Objective 3.5 highlights the need to support and enable small-scale farmers and artisanal fishers, through strengthened institutional structures, to define their responsibilities and protect their rights. Objective 6.2 underscores the importance of investing in small-scale food producers, especially women, and their organizations within food security programmes, as well as strengthening their capacity to design and implement such programmes.

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2 International Covenant on Civil and Political Rights, 1966. See: https://www.ohchr.org/en/instruments-mechanisms/instruments/international-covenant-economic-social-and-cultural-rights

3 ILO Convention No. 169, 1989. See: https://normlex.ilo.org/dyn/nrmlx_en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C169

4 Rome Declaration on World Food Security and World Food Summit Plan of Action, 1996. See: https://www.fao.org/4/w3613e/w3613e00.htm

UN Committee on World Food Security (CFS) Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT) (2012)[5] – These guidelines establish principles for equitable access to and use of land and natural resources, which are essential for small-scale producers to secure their production and livelihoods.

UN Declaration on the Rights of Peasants and Other People Working in Rural Areas (UNDROP) (2018)[6] – Although Brazil has not adopted the declaration, it is of fundamental importance, as it recognises peasants as rights holders and establishes specific guarantees such as the rights to land, seeds, biodiversity, water, a decent income and participation in policies that affect them. It is a landmark instrument for the rights of rural small-scale producers.

2030 Agenda – Sustainable Development Goals (SDGs)[7] – Here we note in particular SDGs 1 (No Poverty), 2 (Zero Hunger, including sustainable agriculture), 10 (Reduced Inequalities) and 12 (Responsible Consumption and Production), which establish targets and indicators covering social protection, poverty eradication, food insecurity, access to food, malnutrition, agricultural productivity, genetic diversity, food prices, income, discriminatory policies and practices, market regulation, migration, responsible consumption and production, food loss and waste, and resilience and disaster risk in the face of extreme climate events. Other SDGs are also relevant, such as SDG 3 (Good Health and Well-being), SDG 5 (Gender Equality) and SDG 6 (Clean Water and Sanitation), underscoring the importance of supporting small-scale producers in the construction of food systems that are healthy, resilient, just and inclusive.

Earth Charter (2000)[8] – This charter emerged from the process leading to the Earth Summit – Eco 92, in Rio de Janeiro, as a response to the need for a global ethical framework to guide sustainability. In 1994, Maurice Strong, the conference's Secretary-General, and

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5 Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security, 2012. See: https://www.fao.org/tenure/voluntary-guidelines/en/

6 United Nations, United Nations Declaration on the Rights of Peasants and Other People Working in Rural Areas, 2018. See: https://digitallibrary.un.org/record/1650694?ln=en

7 2030 Agenda – Sustainable Development Goals (SDGs). See: https://brasil.un.org/pt-br/91863-agenda-2030-para-o-desenvolvimento-sustent%C3%A1vel

8 Earth Charter, 2000. See: https://earthcharter.org/wp-content/assets/virtual-library2/images/uploads/pdf-ready(portuguese).pdf

Mikhail Gorbachev launched the initiative to prepare the document, conceived as a civil society-driven process. Published in 2000, the Charter brings together sixteen principles that inspire a global movement for social justice, sustainability and peace. Structured around four pillars – Respect and Care for the Community of Life; Ecological Integrity; Social and Economic Justice; and Democracy, Non-violence and Peace – it articulates a vision of planetary interdependence and shared responsibility. More than a declaration of intent, it represents a call to action and offers a horizon of hope for the twenty-first century.

International Treaty on Plant Genetic Resources for Food and Agriculture (2001)[9] – This FAO treaty was approved by the Brazilian Congress in April 2006, ratified by the government on 22 May 2006, and entered into force for Brazil on 22 August 2006. Its central purpose is to protect farmers' rights to conserve, use, exchange and market traditional seeds, thereby strengthening food sovereignty and the preservation of agrobiodiversity.

Nyéléni Declaration on Food Sovereignty (2007)[10] – Collectively authored and approved in 2007 during the International Forum for Food Sovereignty in Selingue, Mali, this declaration reaffirms the centrality of family farming in food production, biodiversity conservation and the fight against hunger. Although not legally binding, it has become an ethical and political reference by asserting the rights of peoples to define their own food systems, prioritizing local and peasant production. Due to its mobilising character, the Declaration informs debates and actions in food security councils and conferences, social movements and civil society organizations, public policies and government programmes (such as PAA and PNAE), international food and climate governance spaces (FAO, CFS/UN, COPs and G20), as well as universities, research centres and community networks. Its name honours the peasant leader Nyéléni, symbol of the struggle for rights and food autonomy.

CFS Policy Recommendations on Investing in Smallholder Agriculture for Food Security and Nutrition (2013)[11] – These recommendations address constraints to investment in family farming, with particular attention to women and youth, encouraging the

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9 International Treaty on Plant Genetic Resources for Food and Agriculture. See: https://www.fao.org/3/mb763e/mb763e.pdf

10 Nyéléni Declaration. See: https://nyeleni.org/IMG/pdf/DeclNyeleni-en.pdf

11 Investing in Smallholder Agriculture for Food Security and Nutrition — Policy Recommendations, 2013. See: https://www.scholacampesina.org/wp-content/uploads/2018/10/INVEST-SMALLHOLDERS-EN.pdf

development of national policies, governance frameworks and their evidence base. The recommendations promote access to assets, public resources, social services, research, extension and technology; and enabling investment, access to markets, productive services and resources.

CFS Policy Recommendations on Connecting Smallholders to Markets (2016)[12] are voluntary and non-binding. They include promoting an enabling market environment; strengthening territorial and informal markets; expanding institutional procurement programmes; improving public procurement procedures; creating a conducive environment for collective organization; investing in market infrastructure; promoting inclusive participation; facilitating diversified production; and supporting short supply chains.

FAO Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (2014)[13] – This is the first international instrument focused on small-scale fisheries, with recommendations on: governance of tenure in small-scale fisheries and resource management; social development, employment and decent work; value chains, post-harvest and trade; gender equality; disaster risk and climate change; policy coherence, institutional coordination and collaboration; information, research and communication; capacity development; support for implementation and monitoring.

Practical Examples of Implementation in Brazil

The 1988 Federal Constitution provides an essential foundation for the protection of small-scale food producers' rights. In particular, Articles 6 (social rights, including the right to food), 23 (organization of food supply and actions to combat the causes of poverty), 24 (shared legislative competences on production and consumption, environmental protection, and the protection of historical and cultural heritage) and 225 (on production, commercialization and use of techniques, methods and substances that pose risks to life, quali-

12 Connecting Smallholders to Markets – Policy Recommendations, 2016. See: https://www.fao.org/3/bq853e/bq853e.pdf

13 Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries, 2014. See: https://www.fao.org/3/i4356en/I4356EN.pdf

ty of life and the environment) safeguard ecologically balanced social rights and define the division of responsibilities among states, the Federal District and municipalities.

Law No. 11,326/2006 – Known as the Family Farming Law, it recognises and defines who qualifies as family farmers and rural family entrepreneurs.

Law No. 11,346/2006 – This law establishes the National Food and Nutrition Security System (SISAN), and sets the guidelines for implementing the National Food and Nutrition Security Policy (PNSAN). It is operationalized through the Third National Food and Nutrition Security Plan (Plansan), which sets out 19 strategies and 240 initiatives forming the core of the national agenda to combat hunger, promote food and nutrition security and build just and sustainable development. Among the Plan's eight Announcements, Announcements 4 and 5 stand out. Announcement 4, "Food Systems Strengthen Their Resilience and Reduce Vulnerability to the Impacts of Climate Change, Ensuring Healthy Food for the Entire Population," includes, for example, the National Policy on Agroecology and Organic Production (Planapo) and the Family Farming Harvest Plan. Announcement 5, "The Brazilian Population Increases Its Consumption of Healthy and Agroecological Foods Produced by Family Farmers in Urban, Peri-urban and Rural Areas and by Indigenous Peoples and Traditional Peoples and Communities, Who Have Expanded Their Contribution to the Country's Food Supply," includes the National Food Supply Plan ("Alimento no Prato") and the National Strategy for Food and Nutrition Security in Cities ("Alimenta Cidades").

Brazil Without Hunger Plan ("Plano Brasil Sem Fome") – This plan adopts an integrated protocol for identifying, referring and monitoring people experiencing food insecurity who seek services at primary health units of the Unified Health System (SUS), at Social Assistance Reference Centres (SUAS) and at public facilities linked to the National Food and Nutrition Security System (SISAN). Axis 2 of the Plan, "Food and Nutrition Security: Healthy Food from Production to Consumption," includes initiatives such as the Rural Development Support Programme (Programa de Fomento Rural), Pronaf (National Programme for Strengthening Family Farming), Food Acquisition Programmes (PAA), the Productive Home Gardens Programme for Rural Women, the Crop Guarantee Programme (benefit provided to family farmers affected by crop loss), the More Food Programme (Mais Alimentos), and technical assistance under PNATER (National Policy on Technical Assistance and Rural Extension), among others.

Decree No. 6,040/2007 – This decree establishes the National Policy for the Sustainable Development of Traditional Peoples and Communities, in which the right to food and nutrition security is recognised as a principle for traditional peoples and communities, and ensures articulation with the National Food and Nutrition Security System.

Law No. 11,947/2009 National School Feeding Programme (PNAE) – This programme regulates school feeding services and the Direct Money to Schools Programme for students in basic education, and requires that at least 30 percent of the funds transferred by FNDE be used to purchase products from family farming. Decree No. 7,775/2012 regulates Article 14 of Law No. 11,947, providing guidelines for the procurement of food from family farming.

Decree No. 7,794/2012 and Decree No. 11,582/2023 – These decrees establish the National Policy on Agroecology and Organic Production (PNAPO), aiming to strengthen family farming and organic production in Brazil, with a focus on small-scale producers, Indigenous Peoples and traditional communities. The National Plan on Agroecology and Organic Production (Planapo) 2025–2027 is the federal government's monitoring instrument for implementing actions in this field.

Food Acquisition Programme (PAA) – Established by Law No. 14,628/2023, this programme aims to promote family farming, artisanal fishing, aquaculture, shrimp farming and fish farming, giving priority to groups living in poverty and extreme poverty. It also aims to provide free, good-quality food to people in situations of vulnerability and social risk.

National Policy on Technical Assistance and Rural Extension (PNATER) established by Law No. 12,188/2010 – This policy provides guidelines for public technical assistance and rural extension directed primarily at small-scale farmers. Its purpose is to promote the sustainable development of family farmers and agrarian reform settlers by offering public technical assistance and rural extension services that strengthen production, property management and the socioeconomic capacity of these groups.

Intersectoral Strategy for the Reduction of Food Loss and Waste in Brazil (2018) – This strategy is a joint effort led by the federal government, involving several ministries and partners such as food banks, civil society organizations and the private sector, aimed at reducing food losses and waste throughout the entire food chain.

National Food Supply Policy (PNAAB) and National Food Supply Plan (Planaab) – Established by Decree No. 11,820/2023, this federal planning instrument is designed to structure the national food supply system, and to articulate with the Brazil Without Hunger Plan and the National Food and Nutrition Security Policy. It comprises 29 initiatives and 92 strategic actions, organized around six strategic axes: 1. Distribution and commercialization of healthy food; 2. Promotion of fair and affordable prices; 3. Production of healthy foods in sustainable systems; 4. Food environments and access to adequate and healthy food; 5. Information, strategic intelligence and communication; 6. Access to land, territory and water.

The Climate Plan ("Plano Clima") – This plan is Brazil's climate policy, established by Law No. 12,187/2009, which sets forth the National Policy on Climate Change. It guides the country's actions to address climate change up to 2035, articulating short-, medium- and long-term initiatives. It is organized around two central strategies: Mitigation, focused on reducing greenhouse gas emissions, and Adaptation, which prepares the country to cope with impacts already underway. In addition to the national strategies for Mitigation and Adaptation, the Climate Plan is composed of sectoral plans: seven dedicated to mitigation and sixteen to adaptation. Among the sectoral and thematic adaptation plans are the plans for "Family Farming" and "Food and Nutrition Security." It also includes cross-cutting strategies for climate action, which establish means of implementation such as financing, governance and capacity-building, as well as measures to ensure a just transition, among other fundamental aspects for advancing national climate policy.

Main Challenges

Articulation and integration of policies within the National Food and Nutrition Security System (SISAN) – There is a need to strengthen dialogue and coordination between the Intersectoral Food and Nutrition Chambers (Caisans) and the Food and Nutrition Security Council (CONSEA) at different levels, in order to improve territorial response, action and continuous monitoring. There is also insufficient integration of civil society initiatives with local governments and local CONSEA councils.

Political and budgetary sustainability of the State – The need to adjust national scenarios arises from several factors. On the one hand, compliance with the federal spending cap prevents public expenditures from rising above inflation, affecting sectors such as health

and education. On the other hand, Brazil must mitigate the effects of instability in the political, economic and international trade environment, including measures such as the unilateral increase of import tariffs on Brazilian products by up to 50 percent announced by the United States government on 30 July 2025. Budget cuts, freezes and contingencies place consolidated public policies at risk, including the Food Acquisition Programme (PAA).

Expanding participation in decision-making spaces – A range of challenges limit participation: inequalities in access to information and transportation and communication services; bureaucratic hurdles within institutional spaces; and the criminalisation of social movements.

Expanding access to public policies – Access difficulties include problems with identification and registration, affecting, for example, Traditional Peoples and Communities, as well as the definition of criteria and the prioritization of low-income farmers, rural women and youth. In this context, the main challenge is to integrate actions at the territorial level, overcoming administrative, social and territorial limitations.

Access to land and land regularization – Small-scale producers, especially agrarian reform settlers, Indigenous Peoples, Quilombola communities and traditional communities, face legal insecurity regarding their lands and territories. The slow pace of titling, the absence of demarcation and weaknesses in land governance policies undermine productive autonomy, the preservation of cultural ways of life and people's ability to remain in rural territories.

Rural connectivity and mechanisation for family farming – Challenges include lack of internet access in rural areas, equipment and machinery not adapted to small rural properties, high costs of new technologies and lack of training for digital inclusion.

Rural credit and financing – The government faces the need to balance subsidised credit incentives with public spending, leading to a high cost of interest equalization due to increases in the Selic rate (Brazil's benchmark interest rate). Small-scale farmers face barriers to accessing rural credit due to a lack of real guarantees for bank operations, excessive bureaucracy, digital exclusion, limited credit lines that reflect the sociocultural and productive diversity of rural Brazil and institutional racism.

Access to markets – There is a need to expand the participation of Indigenous and Quilombola family farmers in the Food Acquisition Programme (PAA); structural and logistical challenges restrict product distribution; and there is insufficient articulation with short supply chains and solidarity-based circuits.

Technical Assistance and Rural Extension (ATER) – The number of technicians is insufficient to meet national demand, especially in remote areas. ATER policies often fail to acknowledge local knowledge or adapt to the realities of agroecology and the cultural specificities of rural, forest and water-based peoples, compromising the effectiveness of assistance.

Environmental vulnerability and climate change – There is a need to strengthen public policy coordination and organize service delivery for emergency responses to climate change impacts, especially for small-scale producers, who have lower adaptive and response capacity in the face of environmental crises.

Social Participation

DECREE No. 8,750 OF 9 MAY 2016 establishes the National Council of Traditional Peoples and Communities (CNPCT), a collegiate body within the Ministry of the Environment and Climate Change of Brazil. It defines 29 segments of traditional peoples and communities as members of the council.

DECREE No. 6,272 OF 23 NOVEMBER 2007 sets out the mandates, composition and functioning of the National Council for Food and Nutrition Security (CONSEA), which includes permanent commissions for dialogue between government and civil society on issues such as food production and supply, traditional peoples and communities, and Indigenous Peoples. Recently, in response to the import tariffs imposed by the United States government–totalling 50 percent on key sectors of Brazilian agriculture and extractivism–CONSEA issued **Recommendation No. 02/2025/CONSEA/SG/PR**. The recommendation emphasizes the need to seek viable alternatives, such as the **Brazil Sovereign Plan** (Plano Brasil Soberano), to prevent waste of food destined for export, while urging that the main objectives of programmes such as the Food Acquisition Programme (PAA) and the National School Feeding Programme (PNAE), especially the requirement that at least 30 percent of purchases come from family farming, not be undermined.

DECREE No. 11,451 OF 22 MARCH 2023 establishes the National Council for Sustainable Rural Development (Condraf), with participation from government and civil society. Condraf is responsible for advising on the formulation of policies on family farming, agrarian development, agrarian reform, land governance, territorial development and food supply.

DECREE No. 7,794 of 2012 and DECREE No. 11,582 of 2023 establish the National Policy on Agroecology and Organic Production (PNAPO), and provide for the National Commission on Agroecology and Organic Production (CNAPO), which brings together representatives of government and civil society.

The **National Fund for Benefit-Sharing (FNRB)** was created by Law No. 13,123/2015 and regulated by Decree No. 8,772/2016. Its main purpose is to promote the appreciation of genetic resources and associated traditional knowledge and their sustainable use. The regulation of the Law ensured the participation of Indigenous Peoples, traditional peoples and communities, and family farmers in decision-making processes within the fund.

Accountability and Enforceability

Even when supported by a robust legal framework—such as the Federal Constitution, the Family Farming Law, the Organic Law on Food and Nutrition Security (LOSAN) and ILO Convention No. 169—small-scale food producers face numerous obstacles to the realization of their rights. These include lack of information and the absence of specific reporting channels, exclusion from institutional mechanisms, the criminalisation of community leaders and significant barriers to accessing justice and complaint mechanisms. The weakening of social accountability structures further aggravates the situation in various regions.

Justiciability can be pursued through multiple avenues: judicial processes; participation in councils and forums; political mobilisation; collective action in territories; and the strengthening of solidarity and advocacy networks. It also requires guaranteeing access to information, expanding community-based legal services such as human rights defenders' offices, and ensuring the democratic and effective functioning of decision-making spaces. This represents a significant political, institutional and social challenge directly linked to the construction of food sovereignty and justice in rural areas.

Corporate Power

The growing influence of large corporations and economic conglomerates over public policies, food systems and democratic institutions has shaped a logic of domination that deeply affects small-scale producers and undermines food sovereignty. Agribusiness corporations, the ultra-processed food industry, input suppliers and major retail chains control global production and distribution systems, imposing dynamics that subordinate small-scale farmers, consumers and even public authorities.

This power manifests through lobbying of governments and parliamentarians, financing of electoral campaigns, capture of regulatory bodies, and media strategies that shape public opinion. As a result, public policies increasingly respond to corporate interests rather than to the public good.

The consequences of this logic are evident: persistent land concentration; expansion of deforestation; soil contamination; reduction of food diversity; and the weakening of traditional ways of life. These practices undermine peoples' sovereignty, erode local food systems and deepen social, economic and environmental inequalities.

The Agribusiness Legislative Agenda, according to data from the National Confederation of Agriculture and Livestock of Brazil (CNA, March 2025), includes 87 bills prioritized by the sector, covering topics such as tax reform, environmental licensing, rural credit, land and biofuels. Examples include Bill (PL) No. 108/2024 (Tax Reform), Constitutional Amendment Proposal (PEC) No. 48/2023 (Indigenous territorial time frame), PL No. 2,951/2024 (rural insurance), PL No. 2,088/2023 (commercial reciprocity) and PL No. 2,159/2021 (environmental licensing).

Regarding **PL No. 2,159/2021, known as the "Destruction Bill"**, CONSEA issued Recommendation No. 01/2025 addressed to the President of the Republic, proposing a full veto of the bill. The President partially sanctioned it, issuing 63 vetoes, and the bill is currently being revised by Congress. The bill sought to fast-track authorization of

public works deemed "strategic", even when associated with significant environmental degradation; waive licensing requirements for activities such as road expansion and agricultural operations; withdraw direct oversight authority from federal environmental agencies; and introduce the possibility of self-declared compliance, allowing project developers to attest—without review by competent authorities—that they meet environmental requirements.

Bill No. 1,459/2022, known as the "Poison Bill", weakens pesticide regulation by transferring full authority for pesticide registration and control to the Ministry of Agriculture, thereby weakening Anvisa and Ibama. It places the agro-industrial sector in command of pesticide legislation, increasing socioenvironmental risks.

Bill (PL) No. 2,477/2025 proposes tax incentives and the use of Union public assets by agro-industrial companies, expanding subsidies and favouring large agribusiness actors.

PL No. 205/2025 amends rural credit and environmental protection laws affecting lands of traditional peoples, reducing environmental safeguards and loosening requirements for large producers.

Financing

Brazil has a robust set of government programmes and plans aimed at ensuring the production and supply of healthy, nutritious and culturally appropriate food for the population. These initiatives, which act across the entire food chain—from rural areas to consumers' tables—seek to strengthen family farming and agroecology, promote food and nutrition security and combat hunger and malnutrition in the country. Among the main federal strategies are public procurement programmes for family farming, national food and nutrition security plans, and policies to foster agroecological and organic production. The most important include:

Food Acquisition Programme (PAA) – Reinstated by Law No. 14,628/2023, this programme, aims to strengthen family farming while combating food insecurity. It operates through a "simultaneous purchase and donation" mechanism. The government purchases food—ensuring a minimum of 30 percent from family farmers—to stimulate local and regional production and distributes it to vulnerable populations through public facilities and social assistance networks, such as community kitchens, food banks and popular restaurants.

National School Feeding Programme (PNAE) – Although its main focus is to ensure healthy school meals in the public education system, PNAE also stimulates local and regional production by requiring that at least 30 percent of funds transferred by FNDE be used to purchase products from family farming.

Brazil Without Hunger Plan – This broad plan brings together multiple programmes and policies aimed at eradicating hunger and poverty. Promoting the production of—and access to—healthy foods is one of its pillars, integrating actions under PAA, PNAE, Plansan and other programmes.

Third National Food and Nutrition Security Plan (Plansan) 2024–2027 – This is the main instrument for planning and coordinating food and nutrition security policies in Brazil, ranging from supporting food production by family farmers and

traditional communities to promoting food systems resilient to climate change.

National Food Supply Plan (Planaab) ("Alimento no Prato") 2025–2028 – This plan integrates policies across ministries to build a healthy national food supply system, with special attention to family farmers, Indigenous Peoples, and traditional peoples and communities. Its goals include establishing popular food distribution outlets, family farming street markets and community supply centres, shortening the distance between producers and consumers and ensuring fairer prices.

National Programme for Strengthening Family Farming (Pronaf) – This rural credit, technical assistance and public policy programme supports sustainable rural development by offering subsidised financing for family farmers to invest in production, equipment, machinery and infrastructure. It is fundamental for strengthening productive capacity in family farming, which supplies most of the food consumed in Brazil. The **Family Farming Harvest Plan** is part of Pronaf and provides financing to producers. Pronaf offers specific credit lines for climate adaptation, semi-arid resilience, agroecology, bioeconomy and agroforestry systems.

The More Food Programme ("Mais Alimentos") is a Pronaf credit line for productive infrastructure such as machinery and equipment.

National Plan on Agroecology and Organic Production (Planapo) – This plan, established by Interministerial Ordinance MDA/SG-PR/MAPA/MDS/MMA/MS/MCTI No. 7 of 15 October 2024, seeks to implement programmes and actions for agroecological transition, organic production and agroecological-based systems. It serves as an implementation instrument for Pnapo and as a mechanism for monitoring, evaluation and social oversight. It includes coordinated actions across seven strategic axes: (i) Production; (ii) Use and conservation of agrobiodiversity and nature; (iii) Knowledge-building and communication; (iv) Marketing and consumption; (v) Land and territory; (vi) Socio-biodiversity; (vii) Health and care for life.

National Programme for Urban and Peri-urban Agriculture – This programme promotes food production in cities and surrounding areas through community gardens and the use of underutilized urban spaces for producing healthy food.

Productive Home Gardens Programme ("Quintais Produtivos") – This programme supports home gardens with financial incentives, technical assistance, water infrastructure such as cisterns, training courses and commercialization pathways, focusing on the production of rural, forest, water, floral and urban women, generating income and employment.

Solidarity Kitchen Programme – This programme supports community kitchens offering free and healthy meals, in partnership with social movements, particularly in territories of vulnerability and social risk, including people experiencing homelessness or food and nutrition insecurity.

Cisterns Programme (Brazil's water-access and rainwater harvesting programme for low-income rural families) – This programme seeks to ensure access to water for human consumption and food production through simple, low-cost social technologies. It targets low-income rural families and public rural facilities affected by drought or water scarcity, with priority for traditional peoples and communities.

Rural Productive Activities Support Programme ("Fomento Rural") – This programme combines two actions: social and productive follow-up and the direct, non-reimbursable transfer of financial resources so that the poorest rural families can develop productive projects, expand production capacity and diversify food production and income-generating activities with technical and financial support.

National Strategy for Food and Nutrition Security in Cities ("Alimenta Cidades") – This strategy aims to expand access to and consumption of healthy foods, focusing on vulnerable populations living in peripheral urban areas. It seeks to strengthen production, access and consumption of healthy foods, prioritizing territories with high social risk, and establishes integrated actions

for implementing the urban climate agenda and conducting urban food assessments.

Bolsa Verde (Brazil's environmental conservation cash-transfer programme) – Bolsa Verde provides financial support to approximately 42,000 low-income families living in conservation areas in exchange for commitments to preserve natural resources.

"Fundo Amazônia" – Managed by BNDES and coordinated by the Ministry of the Environment, this fund for the Amazon has a portfolio of 125 supported projects totalling approximately BRL 3 billion. More than 650 organizations have benefited, supporting 239,000 people through sustainable productive activities and ensuring the sustainable management of 75 million hectares of forest.

Food Distribution Action (ADA) – regulated by MDS Ordinance No. 1,023 of 8 October 2024 and amended by Ordinance No. 1,090 of 27 May 2025, this policy provides complementary and emergency assistance to families experiencing food and nutrition insecurity in municipalities or regions declared in a state of emergency or public calamity, pursuant to Decree No. 10,593 of 24 December 2020.

"Sociobio Mais" – This Programme for the Valorization of Sociobiodiversity and Non-Timber Forest Products (NTFP) Harvesting, established by Decree No. 12,539, aims to promote the conservation of ecosystems that supply non-timber forest products and contribute to climate change mitigation. The programme sets a fixed purchase price per kilogram for specific sociobiodiversity products each year.

National Land Credit Programme (PNCF) – This programme enables access to land through subsidised financing for family farmers who meet pre-established criteria on income, assets and other eligibility conditions. The PNCF also supports financing for technical assistance and basic investments to structure the property.

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