

## PROJETO FOME ZERO

(Hunger Zero Project)

### **TO BANISH HUNGER**

I am pleased to present to public debate, on behalf of Instituto Cidadania (Citizenship Institute), the Hunger Zero Project – a Proposal of Food Security Policy to Brazil. This project is the result of one-year work of many fellows, many ONGs’ representatives, research institutes, unions, society organizations, social movements and of experts that deal with food security all over Brazil.

Quality food access is an inalienable right of every citizen and the government must guarantee it. The target people are quite big. There are around 9.3 million of very poor families (or 44 million people) that earn less than one dollar a day, that is, around R\$ 80.00 a month.

This frightening picture is worsening in the last years due to the unemployment rate increase and the rise in prices of the poorest households’ other expenses (habitation, transport, health, education). As Embrapa’s statistics show, our farmers are able to produce all Brazil’s requested food. Hunger exists not because there is not enough food, but because the workers do not afford to buy it.

The task to banish hunger and to guarantee the right to quality food can not only rest on a government proposal, even if all of the federal, state and municipal institutions are efficiently articulated. It is vital to involve the organized civil society: unions, popular associations, ONGs, universities, schools, Church, companies.

Food security is a task that involves deep changes not only in the structure of political dominance but also in social and economic aspects. In many regions of Brazil the poverty conditions are not banished because they end by maintaining the conservative elite's power.

It is important to say that the central axis of the Hunger Zero Project is the appropriate linkage between the structural policies - such as income distribution, production increase, employment generation, agrarian reform, among others - and the emergency interventions called compensatory policy. If we restrict ourselves only to these policies - while the structural policy continues to generate unemployment, to concentrate income and to enlarge poverty - we will waste resources, deceive society and perpetuate the problem.

The opposite is not acceptable either. Subordinating hunger banishing to deep changes in the structural policy means a non-solidarity action to minimize social exclusion and food inadequacy of million of Brazilians. The structural policies request years, sometimes decades, to generate consistent results. Hunger kills people every day, produces social and family dissolution, diseases and despair as well as increases violence.

So, Hunger Zero Project - a common knowledge policy that can be adopted by any Party - tries to combine these two dimensions. But our priority consisted on systematizing the measures that can immediately be implemented, not losing sight of the deep changes that can lead Brazil to a viable and promising country, where democracy can be spread all over the territory, justice can be the main purpose and solidarity can be the general rule of coexistence.

This proposal intends to start a permanent discussion process and to promote concrete actions to guarantee the basic right of citizenship: quality food.

We are conscious that this Project may be improved. We need, for instance, to detail the proposals' operational aspects according to the different intervention levels and find permanent means to involve the whole civil society in an ample mobilization towards healthy food for everyone. It deals with a national effort to banish the spectrum of hunger of our country, a dream and a commitment of our entire lives.

Luiz Inácio Lula da Silva  
Instituto Cidadania, October 2001

## **Hunger Zero Project**

### **Synthesis Document**

#### **1. Introduction**

Hunger Zero Project is the result of one-year work of many experts, of several ONGs' representatives, of many researches' institutes, of several society organizations and of social movements that deals with food security all over Brazil, coordinated by Instituto Cidadania. The main purpose was to present a Food and Nutritional Security Policy. This document is a synthesis of a complete and detailed text, on line at [www.icidadania.org.br](http://www.icidadania.org.br). Printed copies of the complete text may also be requested by e-mail <[ic.fome@uol.com.br](mailto:ic.fome@uol.com.br)> or by phone (55 11 6915 7022).

The results of this study are astonishing: there are at least 9.3 million of families - 44 million people - that earn less than one dollar a day, a World Bank "poverty line" figure, based on the per capita income of poor people that live in the poorest countries of Africa. Most of these very poor Brazilian households live in small and medium countryside towns (4.3 million families or 20 million people) and in metropolitan areas (2 million households or 9 million people). Poverty also reaches almost 3 million rural households (15 million people). Even the Southeast area, the most developed region of the country, shelters a high amount of poor people (2.6 million households or 11.5 million people). Poverty has been increased in the metropolitan areas, especially in Sao Paulo, where wealthy is concentrated.

We conclude that poverty is not an isolated or occasional event but the result of a perverse economic growth pattern, based on very low salaries, increasing income concentration and unemployment. Unfortunately this picture has been worsening in the last years, due to the unemployment rate growth and due to the increase of out-of-home meals' prices and non-food expenses (habitation, transport, health, education) of the poorest households.

Hunger Zero Project presupposes that everyone must have daily access to enough quantity of quality food to attend to the basic nutritional needs and maintain health. This right assurance is a basic condition to reach citizenship, so that a nation may be considered civilized. The right for food is inserted in the Plan of Civil, Political, Economical, Social and

Cultural Rights. Its recognition implies in the government guarantee of access to enough quality food through a permanent Food and Nutritional Security Policy.

It is necessary to involve the whole society to implant this kind of policy. Only a popular claim must guarantee some governors' political decisions.

The embryo of a National Food Security Policy began to be implanted in Brazil during the Itamar Franco Government (1993-1994) starting from a proposal formulated by the Workers Party (*PT, Partido dos Trabalhadores*), in 1991. The Action of Citizenship Against Hunger and Misery and for Life, in 1993, collaborated with the beginning of a big social movement, led by the sociologist Herbert de Souza, that has built thousands of Solidarity Committees. The mobilization represented an enormous legitimacy conquer of government, bringing vitality to the National Food Security Council (CONSEA) newly created.

Due to the disassembly of the main policies ( CONSEA, PRODEA, INAN, Security Stocks and Solidary Community), there is not a national policy directed to combat hunger anymore, despite the increase of the municipal and state initiatives and the civil society actions in attending the needy population. The present federal government propositions have only local effects and they are focused only on income supplement for poor households, which amounts are not enough to banish hunger.

The available data has shown some stabilization in the aggregate levels of food failure and indigence in the last years. However, poverty and indigence have increased in the metropolitan areas since 1995. The causes of it are associated to the high unemployment and underemployment taxes and to the low salaries. Among the poor, the unemployment tax in the metropolitan areas is three times bigger than the unemployment tax among the non-poor ones.

The Hunger Zero Project identified, based on IBGE's 1999 PNAD (National Household Sample Research), the existence of 9.3 million households and 44 million very poor people (with income below US\$ 1,00 a day, that represents around R\$ 80,00 monthly, in R\$ of August, 2001), considered the potential eligible people of this Project, once they are vulnerable to hunger. That poor population represents 22% of the households and 28% of the total Brazilian population. Around 19% of the metropolitan areas' population (9 million people) is poor. In the non-metropolitan urban areas they are 25% (20 million people) and, in rural areas, 46% (15 million people) are poor. There is a strong concentration of this population in the Northeast Region (50% of the poor) and in the Southeast Region, 26%. In

the remaining regions, the percentages are: 9% in the North Region, 10% in the South Region and 5% in the Middle West Region. The average income of these households is R\$ 48.61 (in R\$ of August, 2001), that is, less than 10% of the non-poor income.

The recent diagnosis of the hunger problem in Brazil indicates that the insufficient demand inhibits the food production growth. The reasons of that insufficiency - income concentration, low salaries, high unemployment rates and low economic growth indexes, especially in the employment-generating sectors - are structural questions. They are endogenous to the current growth pattern and, therefore, part of the economical model, resulting in a vicious circle that causes hunger, unemployment, decreasing purchasing power, reduction of food offer, more unemployment, more decreasing purchasing power, larger reduction in food offer.

The solution of hunger in Brazil demands a new economic development model that privileges income distribution, in order to enlarge the domestic market that generates employment and rises salaries. The minimum wage's purchasing power recovery delimits the income of the poorest people.

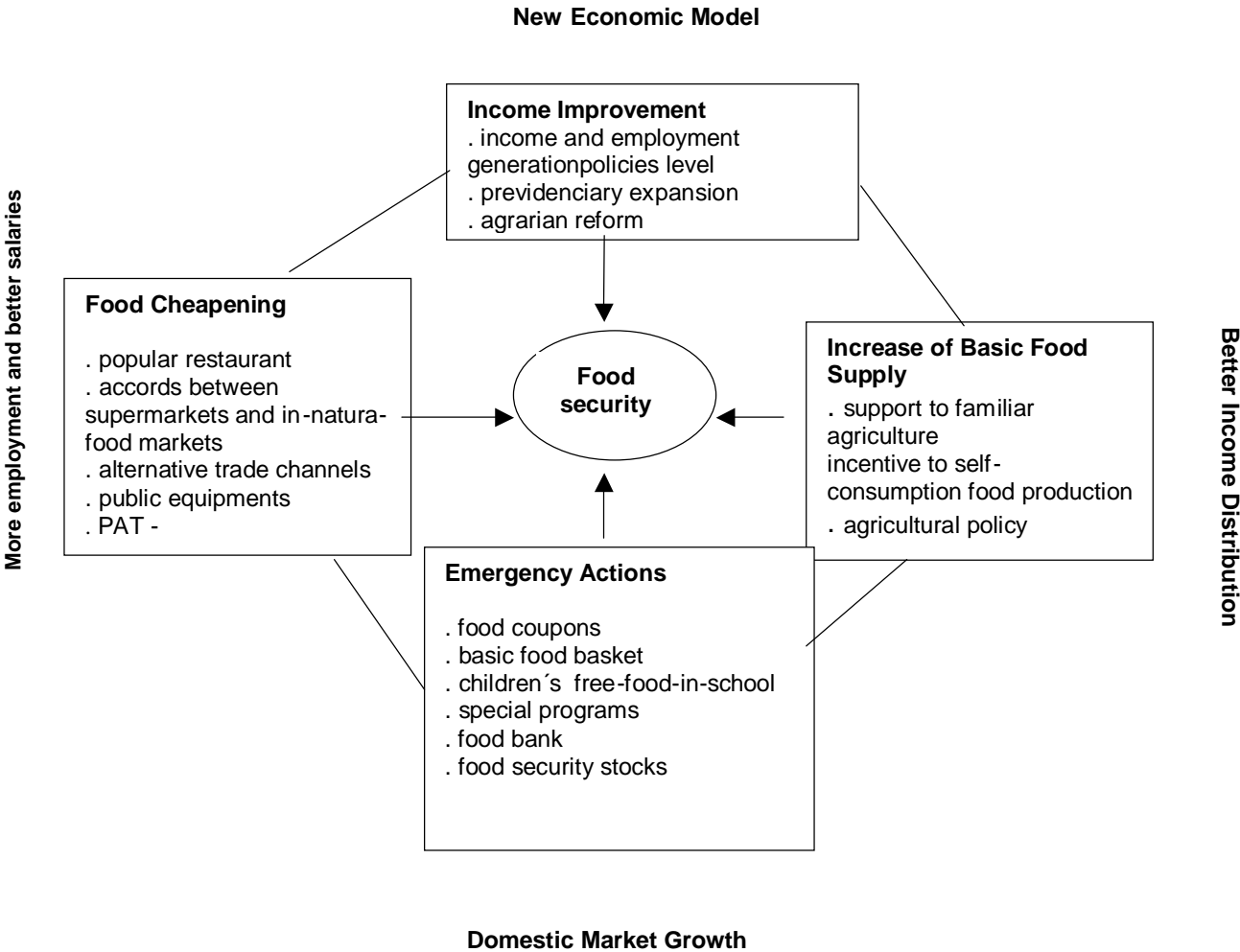
In other words, to guarantee food security it is necessary to change the current economic development model that creates social exclusion, where hunger is only one else result, besides unemployment, misery and land and income concentration. In the process of implementation of a new economical model it is fundamental to put in practice emergency actions to reduce food price for the low-income population. On the other hand, it is also important to put in practice social welfare actions to save people that already suffer from hunger.

In synthesis, hunger in Brazil has three fundamental dimensions: demand insufficiency, incompatibility between food prices and low purchasing power and the exclusion of poorest people from the food consumption market.

To break the hunger perverse vicious cycle it is necessary the government intervention to incorporate the excluded people to work market and/or to food consumption market, to guarantee adequate nourish conditions to the households. It deals with creating emergency and permanent means of reducing the food price to the low-income people. It also deals with boosting cheap food offer through self-consumption and/or subsistence production. And, finally, deals with including the excluded people.

The following diagram details the main policies that have to be implemented. It is worth reminding that none of them singly can guarantee food security. Such policies must articulate emergency and structural actions and break false dichotomies such as the separation between economical and social, according to neo liberal outlines, that concomitantly produce wealth and poverty concentration and, right after, implement any social welfare policy to reduce it.

**Proposals´ Syntesis of Hunger Zero Project**



According to the eligible population definition, there is a significant contingent of very poor people living in big cities or in the countryside of the small and medium towns, located in the non-metropolitan areas. Hunger looks differently in rural and urban areas. Consequently, the policies addressed to each area are also diverse. In rural areas the low-income people may be attended by non-governmental organizations (ONGs), public companies or even neighbors and relatives. Poor urban people may also consume leftovers, although of low quality. Therefore, urban hunger – especially in metropolitan areas – demands more specific policies than the ones addressed to rural areas. In urban areas people are more vulnerable to poverty than to hunger, resulting in less corporal mass loss than among rural people, although in rural areas the access to food is more difficult.

## **2. Hunger Zero Project Structure**

Different segments of population demand specific hunger banishing policies, especially the short and medium term ones. We present a synthesis of the emergency and structural proposals for each of these segments, all of them focusing not only on the increasing of availability of low priced food, but also on the enlargement of access of vulnerable people to healthy nourish.

### **STRUCTURAL POLICIES**

The structural policies intend to reduce nourish vulnerability through households' income increase, social rights universality, quality food access and income inequality decrease.

#### **a) Employment Generation and Income Increase Policies**

To reduce the social inequalities through income distribution is fundamental to retake the policy of increasing the minimum wage to US\$ 100 and to reduce the gap between minimum wage and the highest salaries. Besides, it is fundamental to retake the policies, such as temporary work in areas with high indexes of seasonal unemployment; qualifying programs and incentive to first job for youths; and programs of permanent updating, especially for people above 40 years old.

Investment and consumption credit through BNDES, Bank of Brazil and CEF, through agencies of solidary micro credit, must be strengthened to improve local production and local consumption.

It is also important to reestablish the quality of public high school and primary education and to improve the educational infrastructure in rural areas.

The recovery of a habitation policy has also a fundamental role, not only to generate employment, but also to solve the Brazilian habitation deficit.

#### **b) Intensification of Agrarian Reform**

Hunger Zero Project defends a wide process of land distribution as a structural development policy, that works as a strategic instrument of combat to the historical land and income concentration in Brazil.

The agrarian reform defense is justified by four main reasons: income redistribution, enlargement of the income sources, food self-consumption and dynamism of the regional economic aspects. According to new settlement data, there is an expressive improvement in life quality of the resident population, reducing their hunger vulnerability.

Preliminary 1999 PNAD data indicate a potential eligible rural people of one million families to be settled preferentially. They are landless people or people with insufficient area plus one or more members of the family unemployed. The settlement implantation costs vary from R\$ 10 thousand to R\$ 20 thousand per household. This variation depends on the land price and on the previously existent land infrastructure.

#### **c) Universal Social Welfare**

The Constitution of 1988 enlarged the social welfare, recognizing the regime of household economy in the agricultural activities as a creditor of a minimum social insurance for old people, disabled people and widows and widowers, favoring women (by reducing the retirement age). This special welfare regime was integrally maintained in the current constitutional text after the Amendment of December 20, 1998 (art. 195, paragraph 8 and Art. 201, paragraphs 2 and 7-item II).

But that recognition of minimum social rights for agricultural households was not amplified to the non-agricultural ones. They continue submitted to the rules of formal work that imposes to the beneficiary the presentation of a proof-document about the time of contribution to social welfare as a condition for obtaining the social insurance. This situation has to be corrected, extending the same rights to the urban households.

The solution is to extend the social welfare right of earning one minimum wage to the urban and rural autonomous workers, even if they are bellow the poverty line.

Preliminary data, based on 1999 PNAD, indicate around 2.9 million people in conditions of obtaining the benefit, yet they do not receive any retirement pension. If all the pensioners were attended at the same time, it would represent a total cost of R\$ 6.3 billion.

#### **d) Scholarship and Minimum Income**

Based on the municipal, state and federal experiences, the project policies intend to supply a minimum income to the needy households with children in school age, to constitute an educational fund for children.

The potential eligible people are around 3.3 million children, from seven to 15 years old, that do not attend school. If the benefit is three times bigger than the current federal scholarship (R\$ 45.00), the total program cost would be estimated around R\$853.7 million.

#### **e) Incentive to Familiar Agriculture**

The Hunger Zero Project focus on an agricultural policy that favors the household agriculture, in order to increase food production and to protect the low-income farmers through a set of combined actions: agricultural insurance; priority to domestic production (making use of importation only in case of harvest failure); incentive to public research associated to technical assistance; credit policy; incentive to production and commercialization cooperatives; and incentive to nature protection through fee charge in areas of environment preservation.

### **SPECIFIC POLICIES**

These policies are addressed to promote food security and to combat hunger and malnutrition of the neediest segments of the population.

### **a) Food Stamp Program**

This Program intends to substitute the traditional hunger combat policy - the supply of basic food baskets - with temporary character and subject to oscillations, dependence and corruption. The main advantages of the Program are the possibility of reaching the poorest population (such as the Brazilian program of milk of 1986 and the American one that has existed for almost 40 years) and of linking low-purchase power consumers and small food farmers. So, the program is wide-ranging and does not provoke the typical inflationary impacts of programs that promote short-term income distribution. The program addresses the capacity of additional expense of the poorest consumers towards food acquisition, stimulating the small local farmers' production, a segment of recognized idle capacity in Brazilian agriculture.

The four basic characteristics of the Food Stamp Program are:

- a) It complements the very poor households' income until the poverty line, independently of their benefit from other programs, such as minimum income, scholarship, social welfare, unemployment insurance and so on;
- b) It demands a specific counterpart of the beneficiary households: the adult members have to attend literacy courses, professional updating or even execute community services (according to their professional abilities) and be under public health assistance;
- c) the households will receive the stamps for a previously defined period of six months or one year, postponed through revaluation, while the causes of food insecurity persist;
- d) the stamps can only be spent to purchase food in approved supermarkets, stores, open markets or agricultural producers previously registered. The stamps will not be allowed in restaurants or other establishments that are not registered. The restriction is also worth for any other non-alimentary goods as cigarettes, cleaning products, medicines, as well as alcoholic drinks and snacks.

In the first years of the program implantation we propose that the eligible households take priority in the following programs: settlers of agrarian reform or waiting-to-be-settled poor households registered in the program by mail; scholarship or food-help programs; unemployment insurance; public health assistance, especially for the families with children and/or with un nourished adults.

These families are prioritized because, first of all, they have already been registered, and do not need to wait for the validity of the program to take part in it. Besides, given the complement character of the Food Stamp Program (PCA) to the households' income, this benefit would improve the results of other programs already in progress.

We propose a gradual implantation of the Food Stamp Program, beginning with a pilot program in the first year - prioritizing the Northeast areas affected by drought - and next including, gradually, more beneficiaries in so far as the food offer and the necessary resources expand in order to incorporate all the households with bellow-a-dollar-per-capita daily income.

The stamps may be issued in the form of paper coupons, printed by *Casa da Moeda*, with definite term, or magnetic debit card, used like a credit card. It is recommended that the eligible urban population prefers debit cards, in order to minimize any possibility of "black market ". In rural areas and in small and medium towns, where the use of debit cards are not usual, the coupons must have a definite term (around one to three months).

It was estimated a potential eligible public around 9.3 million households considered very poor. The total cost to attend all of them is estimated around R\$ 20 billion per year.

#### **b) Enlarging and re-addressing the Workers Food Program**

The way the Work Food Program is structured, it excludes the non-registered workers and the employees of small companies that use the "SIMPLES", a kind of simplified tax. These workers earn low salaries and should be prioritized in the hunger combat programs.

As far as the non-registered workers, as well as the unemployed, can not be attended by the Workers Food Program, they must take part in the Food Stamp Program. The small sized companies' workers must wait for the proposed reforms in the Workers Food Program to be eligible to be included.

The Hunger Zero Project proposes compensatory discounts to the companies that use the "SIMPLES". They should either be free of income tax (based on the presumed profit) over food benefits they grant to the workers, or get discounts on the SIMPLES' tax table, according to the benefit value.

Data estimate around 15.7 million registered workers that are not included in the Workers Food Program. The cost of fiscal waiver to include them is estimated R\$ 203.7 million.

#### **c) Donation of Emergency Basic Food Baskets**

The Hunger Zero Project proposes the donation of basic food baskets for a determined period of time to the following segments of population: starving people (with low energetic capacity) and people affected by droughts and floods and newly settled by agrarian reform. Previous experiences show that, in edge situations, there is always a group of agents that take advantage to conceal food, in order to increase their sale margins and to substitute good products for others of lower quality.

Besides this specific public, it is also necessary to include the households already benefited by the Food Stamp Program that live far from food markets. They may be gradually included as soon as the local commerce is settled.

#### **d) Mothers and Children Malnutrition Combat**

It is necessary to implement actions that not only correct but also prevent malnutrition, assisting bellow-one-year-old children, pregnant women and mothers in breast-feeding period. One of these initiatives is to offer milk and food rich in iron and vitamins to the children already registered in public health and social assistance programs, in order to universalize the programs in progress.

The Project data show that there are 1.3 million children with chronic malnutrition in Brazil, added to 1.2 million mothers that should be preferentially attended by this program.

#### **e) Security Stocks Maintenance**

The Hunger Zero Project proposes to establish security food stocks, that is, to stock a minimum amount of products that integrate the basic food basket in order to attend consumption during the period of importation or enlargement of food offer.

Concerning to the establishment of the security food stocks, two points should be taken into account: to stimulate purchase inside the region in which the products are going to be consumed; avoid food importation if there is enough domestic availability.

#### **f) Enlargement of the School Meal Program**

Analysis about school meal consumption reveals that the meals do not attend the energetic and nutritional recommendations, especially concerning to minerals. The project proposes to rise the meals' daily caloric and nutritional contribution percentage. Presently, the lawful percentage is only 15%, but some studies states that it may be much higher, reaching 100%.

Besides, the project proposes to extend the attendance to the eligible children's siblings and to the children education network (day care schools and EMEIs, the Municipal Education Schools), especially in the poorest municipalities.

Another important point is the use of regional products in the meals' composition. Researches reveal that the participation of regional farmers is still very small. We believe that if we give larger technical support to the Municipal School Food Councils and to the local farmers, it should be possible to guarantee fresher food (especially obligatory vegetable and fruit) and typical products compatible with local cultural characteristics, improving the local farmers' income and the local agribusiness.

There are around 35 million children in school age. In case the federal cost per children-day (R\$ 0.13) doubled, the estimated supplement resource would increase to R\$909 million, except by the beneficiaries' siblings attendance and the municipal children school network in the poorest municipalities.

#### **g) Security and Quality Food Guarantee**

To prevent instead of correcting, is another challenge for this program. Some initiatives must be prioritized: preventive control, implementation of a system of information and a food security surveillance, education of the involved people, incentive to scientific studies and transference of technology and methods to prevent risks and to improve security. It is also fundamental not only to inform the consumers about the products' origin (what can be done through labels), but also disseminate informative material about the risks of the products genetically modified.

Coherent with the diagnosis – those states that the hunger question in Brazil do not regard to the non availability of food, but to the hard access to it – we do not believe that the transgenics' production is obligatory to help the hunger combat. It is necessary to control the importation of these products until there are sufficiently researched to proof that they do not cause any harm to health and/or environment.

#### **h) Food and Consumption Education Programs**

There are two problems associated to an unbalanced diet: the quantitative (excess and lack) and the qualitative inadequacy. Thus, the food education actions have important preventive effects, not only to combat malnutrition, but also to combat obesity.

Hunger Zero Project proposes two main initiatives: a public power active position to reestablish advertising campaigns and some lectures about feeding and consumption education.

A third action should be the creation and implementation of the Brazilian Commercialization of Industrialized Food Norm – NBCAI, similarly to the maternal breast-feeding one, implemented in the 80s.

### **LOCAL POLICIES**

Hunger Zero Project also proposes a set of policies that can be implanted by states and municipalities in partnership with the civil society. The policies are basically successful programs already in operation in the municipalities. Some proposals are detailed according to the residence areas (urban metropolitan, urban non-metropolitan and rural), emphasizing their characteristics.

### **MUNICIPAL FOOD SECURITY PROGRAMS**

The experience reveals the necessity of having Municipal Secretaries (or municipal departments) to deal with food supply.

There are several entities under the Prefecture coordination, that have already operated in this field: Food Supply Secretaries (dealing with equipment), Agricultural Secretaries (operating in rural/agricultural areas), Education Secretaries (dealing with prevention and malnutrition combat), Social Assistance Secretaries (attending indigents and needy people) and others, such as Sanitary Surveillance.

It is also urgent to carry out the Municipal Hunger Census, in order to register the starving and vulnerable-to-hunger population. This research should be carried out with the support of the local health and social assistance entities.

## **LOCAL PROGRAMS FOR METROPOLITAN AREAS**

### **a) Popular Restaurants**

Great part of the metropolitan areas' workers have, at least, one of their meals out of home, usually lunch, and need to have access to high-quality and low-priced food.

The project proposes to create popular restaurants that supply cheap (cost-priced) meals to attend the enormous demand of low-income workers that have not had any satisfactory out-of-home meals.

Data show that a meal in popular restaurants should cost R\$ 1.80, considering all of the variable and labor costs, as the Popular Restaurant of Belo Horizonte charges. The total cost does not include installation, rent, and other expenses that can be paid by public power. In case some other expenditures (personnel and infrastructure maintenance) are covered by the Prefectures, state governments or beneficent entities - as it happens nowadays - the cost of each meal should be close to R\$ 1.00.

### **b) Food Bank**

The wasted leftover donation to beneficent entities and needy population involves a set of specific initiatives, starting in the food collection and extending until its distribution. Hunger Zero Project endorses the proposal of institutionalization of the Good Samaritan Statute, under procedure in the National Congress. The Statute facilitates the food donation, reducing costs and eliminating improper responsibilities. The new legislation should result in

a significant increase in the availability of food to entities responsible for feeding needy population.

### **c) Modernization of the Supply Equipment**

The supply equipment of direct farm marketing must be put in operation as a viable alternative of reducing food price in urban areas, metropolitan or not.

To make them viable, it is necessary to motivate the creation of purchase and distribution centers in countryside regions of the metropolitan areas, that should give logistic and commercial support to small retailers and concessionaires, which would sell not only the basic, but also other nutritious food items at lower prices.

### **d) New Relationship with the Supermarket Networks**

A new supply policy demands a new relationship with the supermarkets' networks, in order to make them partners of a food security policy instead of concentrating them in the retail market.

This partnership with supermarkets is fundamental to implement a food security policy in the municipalities, where the great part of food purchases of low-income population is done. Programs like Food Stamps are welcome by these agents, by enlarging their customers' net. The retail net is also fundamental for the commercialization of agricultural and agro industrial products locally produced. The Project intends to motivate the retail network through agrarian reform programs and household production development.

## **LOCAL PROPOSALS FOR URBAN NON-METROPOLITAN AREAS (SMALL AND MEDIUM TOWNS)**

### **a) Food Bank**

The Food Banks – addressed to vulnerable-to-hunger people of small and medium towns – must operate similarly to what have been proposed to the metropolitan areas. However, as far as its wideness is smaller, it is possible to offer products with higher quality.

It is worth reminding that the food donor entities would also be benefited by the Good Samaritan Statute advantages.

#### **b) Partnership with Retailers**

It is also important to motivate, in the smaller urban communities, the local retailers, in order to avoid an excessive concentration, since they put in practice reduced prices and maintain the food quality. This result is perfectly possible if there are investments in equipment and distribution logistics.

The proposal of the Hunger Zero Project is to create a partnership between retailers' groups (including merchants, grocery stores and small stores) and the local public power, in order to create a community purchase system. The public power must set a maximum price for the basic food, controlling the margins of commercialization of the small retailers.

#### **c) Modernization of the Supply Equipment**

In the urban non-metropolitan areas (small and medium towns), the presence of the public power in the supply system may be increased through initiatives that motivate the direct connection between local farmers and urban consumers. Thus, it falls to the public power to organize and to motivate campaigns of consumption and distribution of food locally produced, such as farmer markets.

Due to the big intermediate network actions, it is very usual to supply some regions with products of far other regions (generating the so-called “products’ travel”). It happens not only with *in natura*, but also with industrialized products, such as milk, dairy products and meat. So, it is important to link producers and consumers from the same region to establish production and consumption patterns.

#### **d) Urban Agriculture**

The connection between local agricultural production and supply must be valorized in the small and medium municipalities.

Several municipal initiatives should stimulate programs, such as farmers’ market and fresh food home-delivery systems; courses to teach school gardens’ formation; registration of

the amount of useless urban lands to form community gardens as a temporary work station for unemployed and interested people; and lower taxes' charge for these specific lands.

## **POLICIES FOR RURAL AREAS**

### **a) Support to Household Agriculture**

Hunger Zero Project proposes that the Prefectures and the State and Federal Government use, whenever possible, their purchase power resulted from the institutional demand in school meals, day care schools, hospitals, police headquarters, popular restaurants and so on, to the credit of household farmers.

Besides these initiatives, some other are necessary to decrease costs and increase quality:

- Technical assistance, usually neglected by the public administration.
- Credit: access through PRONAF review, in order to support the less-capitalized farmers. It is also important to support the micro credit associations through surety funds.
- Support to the commercialization through: a) links between companies interested in regional products and farmers and b) offer of some room inside the traditional supply equipment.
- Infrastructure investments prioritizing municipal small farmers, such as bridges, rural highways, dams, storage centers and resources for acquisition of trucks. That is an important strategy to increase rural employment through workstations' increase.

### **b) Support to Self Consumption Production**

The instrument is the donation, not only of seeds, inputs and specific tools for gardens by the Prefectures and State Government, as well as matrix to raise small animals (bees, rabbits, poultry, goats etc).

Prefectures should also stimulate the community vegetable gardens programs in useless lands, as well as the individual or collective commercialization of food in farmers' markets.

## Origin of the Resources

It is necessary to include the policies contained in this document in the areas of education, health and land regularization, to result in a federal budget. This is due to the vulnerability of the current system, to the total or partial endowment curtailment according to the public expense cuts and to the insufficient allocation of resources.

Presently, except by the expenses with education and agrarian reform, the remaining social expenses (welfare, health and social assistance) are foreseen in the social security budget, which main sources of resources are INSS contribution, the contribution on the net profit of legal companies, PIS/PASEP, Cofins and CPMF. For the year of 2002, the budget foresees R\$ 164.8 billion for Social Security, including R\$ 4.2 billion in the Fund of Social Assistance that guarantees resources for old people, needy children and disable people assistance.

If we have to discuss the financing sources to the Hunger Zero Project policies, within the current model of public expenses, we will need to look for new sources of income or re-address incomes already existent. However, the social expenses (except the social welfare ones) in social programs are estimated R\$ 45 billion a year, more than twice the necessary resources to implement the proposed Food Stamp Program.

It is possible, therefore, not only to re-address part of the budget already existent, but also to provide additional resources resultant of economy growth to reduce interests and public debt payment and to better manage the available resources of waste and corruption.

The recently created Fund of Poverty Combat, estimated in around R\$ 4 billion per year, is one of the new sources of resources that should be re-addressed to finance the programs proposed in this document.

Another source is the already existent companies' donation initiatives that can be coordinately re-addressed through partnerships between government and civil society in order to get better results on hunger and poverty decrease. One of the ways to stimulate those donations is the creation of incentives, such as the discount in the income tax, like the Municipal Fund of Children and Adolescents Rights of Sao Paulo. Another way is the "social marketing", like the home page [www.clickfome.com.br](http://www.clickfome.com.br), where registered companies donor a basic food basket at every visitor click. That is an initiative of the *Action of Citizenship – Committee Rio*, of Ethos Institute, of Abrinq (Brazilian Toys Industry Association)

Foundation and of Gife (Group of Studies and Business Foundations) of the American Trade Council, that promote social actions.

## **INSTITUTIONAL POLICIES**

The preliminary version of Hunger Zero Project document proposed the creation of an Extraordinary Ministry to articulate the hunger combat policies in the government instances (federal, state and municipal), as well as the initiatives of civil society entities.

The suggestions received during the public debates about this preliminary version pointed to two fundamental changes in the institutional policies initially proposed:

- As far as the hunger combat must be part of a food security permanent policy, it is needed an institutional configuration that does not have a temporary character as an extraordinary ministry has;
- Given the complexity involved in the articulations between the civil society and the government, the role of a food security policy has to be directly connected to the Presidency of the Republic. Otherwise, that is probably going to be one else policy with the limitations of the ministry to which it is going to be subordinated to.

The CONSEA experience is considered the best proposal and is endorsed by Hunger Zero Project.

CONSEA represented an innovation in terms of govern mechanisms in Brazil: direct representatives of the Federal Government and of the civil society discussed proposals that should fasten the hunger and poverty eradication process. Some innovative public policies became viable: decentralization of the National School Food Program, implementation of the National Income and Employment Generation Program; transparency in public resources administration; and creation of PRODEA as a mechanism of use of the public food stocks that are about to be thrown away. The new management procedures implemented, such as the multiple mixed work groups (civil society and govern), were also innovative and have consolidated a new practice and a culture of shared public politics.

One of the great CONSEA limitations, however, is concerned to the economic policy decisions. The Federal Government has imposed that these decisions have to be put apart of the discussions about their impact on food security, hunger and poverty. In other words, the

articulation was limited to the ministries of social areas and, frequently, CONSEA was reduced to one else pressure mechanism to guarantee resources for policies and social programs. Thus, the decision of prioritizing hunger and poverty combat was not adopted by the economical area, that continued to accept the exigencies of international financial mechanisms, independently of the negative impact on social exclusion, hunger and malnutrition.

It is recommended that the decisions taken in CONSEA and assumed by the President should be implemented under the coordination of an authority with government mandate. In that case, we suggest that the Planning Ministry articulated with other ministries and government agencies take this responsibility.

Considering that there are different functions to be exercised inside the Council by the government's members and representatives of non-government organizations, it would be important to constitute two other executive secretaries. The first one would articulate the different government organs and the other would deal with non-government entities. That partnership proposal between government and civil society allows an administration with popular participation and opens a channel for the implementation of demands coming from several popular organizations.