

**PUBLIC PURCHASES EXECUTION IN THE TECHNOLOGICAL,
SCIENCE AND EDUCATIONAL INSTITUTES: AN ANALYSIS OF THE
NATIONAL SCHOOL FEEDING PROGRAM FROM 2013 TO 2018**

**EXECUÇÃO DAS COMPRAS PÚBLICAS NOS INSTITUTOS FEDERAIS
DE EDUCAÇÃO, CIÊNCIA E TECNOLOGIA: UMA ANÁLISE DO
PROGRAMA NACIONAL DE ALIMENTAÇÃO ESCOLAR ENTRE 2013
E 2018**

Katia de Fátima Vilela

katia.vilela@ifmg.edu.br

Professora Efetiva do Instituto Federal de Educação, Ciência e Tecnologia de Minas Gerais (IFMG),
Campus São João Evangelista. Doutoranda em Extensão Rural na Universidade Federal de Viçosa (UFV).

Gustavo Bastos Braga

gustavobraga17@gmail.com

Professor Adjunto da Universidade Federal de Viçosa (UFV). Doutor em Extensão Rural pela
Universidade Federal de Viçosa, com período sanduíche na Universidade do Minho, Portugal.

Rodney Alves Barbosa

rodney.barbosa@ifmg.edu.br

Professor Efetivo do Instituto Federal de Educação, Ciência e Tecnologia de Minas Gerais (IFMG),
Campus São João Evangelista. Doutorando em Extensão Rural na Universidade Federal de Viçosa (UFV).

Valmo Xavier da Silva

valmo.silva@fnde.gov.br

Fundo Nacional de Desenvolvimento da Educação (FNDE). Coordenação de Execução Financeira da
Alimentação (CEFA) e da Coordenação Geral do Programa Nacional de Alimentação Escolar (PNAE).

Paulo Modesto de Campo

paulo.campos@ifmg.edu.br

Diretor Administrativo e de Planejamento do Instituto Federal de Educação, Ciência e Tecnologia de
Minas Gerais (IFMG), Campus São João Evangelista.

Marcelito Trindade Almeida

gabinete@ifbaiano.edu.br

Diretor Executivo do Instituto Federal de Educação, Ciência e Tecnologia Baiano (IF Baiano). Mestre em
Educação Agrícola pela Universidade Federal Rural do Rio de Janeiro (UFRRJ).

José Virolli Chaves

jose.virolli@ifbaiano.edu.br

Diretor Orçamentário do Instituto Federal de Educação, Ciência e Tecnologia Baiano (IF Baiano). Mestre
em Gestão e Tecnologias Aplicadas à Educação pela Universidade do Estado da Bahia (UNEB).

Munik Mariana do Rosário Nunes da Cruz

munik.cruz@ifmg.edu.br

Nutricionista do Instituto Federal de Educação, Ciência e Tecnologia de Minas Gerais (IFMG), Campus
São João Evangelista. Nutricionista pela Universidade Federal dos Vales do Jequitinhonha e Mucuri
(UFVJM).

**Recebido em: 01/06/2019
Aprovado em: 30/03/2020**

**Revista do Programa de Pós-Graduação em Extensão
Rural (UFV)**

ISSN 2359-5116 | V. 9 | N. 1 | JAN.-JUN. 2020

ABSTRACT

The National School Feeding Program (PNAE), through the article 14 of Law 11.947/2009, allowed access to the institutional market for the family farmers since it required that a minimum of 30% of the foodstuffs designed to school feeding were purchased from these rural workers. However, the PNAE budget execution carried out by the Technological, Science and Educational Institutes has been difficult to operationalize. This paper aimed at elucidating the operational dimension of the analysis of the execution of the Federal Institutions Program from 2013 to 2018 through secondary data. The information referring to the budget made available by the federal government for Federal Institutes was given by the Educational Development National Fund (FNDE). Later, descriptive statistical tests were carried out using the PSPP® statistical software. As results and discussions, an evolution in the budget execution in the analyzed period was observed, although in some Federal Institutes, the execution has not been satisfactory concerning the terms of the normative fulfillment of the Program, causing financial losses to the family farmers, this evidence shows hindrances in the execution of the resources regarding the Federal Institutions Program.

Keywords: Public Policies; Budget; Family Farming.

RESUMO

O Programa Nacional de Alimentação Escolar (PNAE), através do artigo 14 da Lei n.º 11.947 de 2009, trouxe a possibilidade de acesso ao mercado institucional para os agricultores familiares, ao exigir que no mínimo 30% dos gêneros alimentícios destinados à alimentação escolar, fossem adquiridos desses trabalhadores rurais. No entanto, a execução orçamentária do PNAE por parte dos Institutos Federais de Educação, Ciência e Tecnologia tem sido de difícil operacionalização. Este trabalho procurou elucidar a dimensão operacional de análise da execução do Programa nos Institutos Federais, no período entre 2013 e 2018 através de dados secundários. As informações referentes ao orçamento disponibilizado pelo governo federal para os Institutos Federais, foram cedidos pelo Fundo Nacional de Desenvolvimento da Educação (FNDE). Posteriormente foram realizados testes de estatísticas descritivas através do *software* estatístico PSPP®. Como resultados e discussões, verificou-se a evolução na execução do orçamento no período analisado, no entanto em alguns Institutos Federais a execução não tem sido satisfatória em termos de cumprimento normativo do Programa, ocasionando perdas financeiras para os agricultores familiares, essa evidencia demonstra entraves na execução dos recursos referentes ao Programa nos Institutos Federais.

Palavras-chave: Política Pública; Orçamento; Agricultura Familiar.

Introduction

The concern with school feeding has been a focus of discussions of political agendas in many countries, and several programs are formatted with different designs, afterwards being implemented and monitored. Through a reflexive study about the School Feeding Program in the world context, Belik and Souza (2009) highlight that a total of 20 countries of America have distinct School Feeding Programs. However, according to these authors, many of them are not more than a small help that is transferred to certain schools of poor regions in some periods of the year, without continuity, as Chile, USA and Paraguay.

In other countries, the school feeding programs do not have national coverage; others do not supply the students all year around besides not making available the regular sources of financing based on the legislation (BELIK e SOUZA, 2009). After this brief characterization of international experiences in distinct school feeding programs, it becomes evident that this thematic has an international range and that, progressively, gains emphasis in the global scenario. Therefore, it needs more and more studies that focus on analyzing their implementation processes, thus, these public politics can be improved guaranteeing more effectiveness in the link between the governmental purchases and the food supply by organizations in the civil society.

Therefore, when compared to other existing school feeding programs in the world, the PNAE stands out by its ample feeding reach in the school environment and furthermore, for being one of the oldest social programs in Brazil, since its normative actions began in 1940 (BRASIL, 2009). Since then, the program went through various reformulations throughout its trajectory, with emphasis in 2009 through the Law 11.947 and in 2013 with the Resolution CD/FNDE nº 26. From these normative, the Program begins to contemplate all basic education public net, creating a new market for family farmers, that is, the institutional market, to guarantee that the minimum of 30% of the FNDE transfers be used to buy products from family farmers. Setting a historical precedent, since, until then, all public purchases were done by means of bidding processes and, by having the family farmer as a beneficiary of the Program, there is bidding dismissal and purchases start to be done in a less bureaucratic way, through public calls (BRASIL, 2009; 2013).

As the family farming is inserted as a beneficiary target-public, the Program associates strategies of nutritional and feeding security of the students to the agricultural policies, by means of incentive to the family farming. Besides, there are other advantages

in this process, bearing in mind the possibility of an incentive to the quality of the foods, valuing the organic and agroecological products with the local consume habits (TRICHES; SCHNEIDER, 2010).

This new market instigates researchers to investigate the execution of the Program usually in municipal level (FREITAS, 2017) or state level (OLIVEIRA, 2016) or which shows a trajectory analysis of the Program (PEIXINHO, 2013). Despite its unquestionable importance in feeding and nutritional scope, the PNAE budget execution on behalf of the Technological, Science and Educational Institutes (Federal Institutes - IFs) has been of difficult operationalizing. However, there are few papers that analyze that the PNAE under the IFs optic are potential buyers of the family farming. For this purpose, this paper tried to clear the operational dimension of the Program execution analyses in the Federal Institutes from 2013 to 2018.

Thus, we search to make a survey of the effective executed values, as well as the amount of the money involved without execution, on the same timeline. This research is relevant in order to analyze the PNAE financial operationalizing in these educational institutions collaborating with the increase of operational information of the Program besides providing empirical arguments about the operationalizing for administrators and creators of public policy.

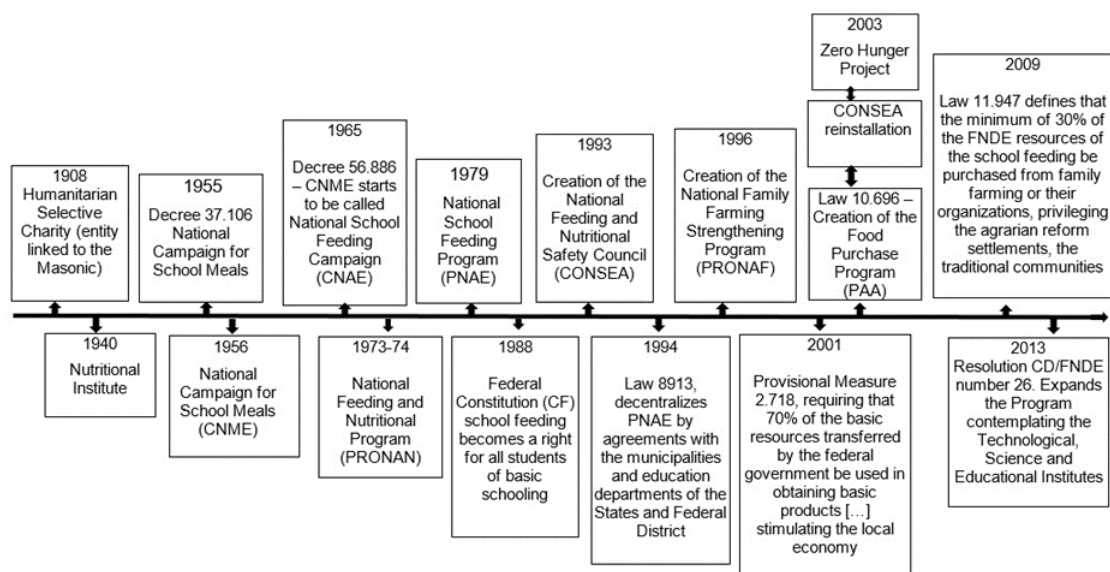
Brazilian School Feeding Program Trajectory

For Coimbra et al. (1982) there were experiences similar to the National School Feeding Program (PNAE) dated from 1908, when, through the Masonic philanthropic entity (Humanitarian Selective Charity) there were freely offered food for the public schools. In the 1930's decade, after the Brazilian government observed that there were, among the working class, people living under very precarious feeding conditions, it started the first governmental actions towards feeding and nutrition (PEIXINHO, 2013; SILVA; ROCKETT; SOUZA, 2018).

The Brazilian government at first, in a tentative to influence the workers feeding, created the minimum salary on May 1st 1940, and on this same year the National Nutrition Institute was created. This entity defended that federal government should offer feeding to the students, however, there was a lack of resources for this action (PEIXINHO, 2013). In 1945, the Feeding National Committee (CAN) was created and almost a decade later, the National Campaign for School Meals was created with the help of international food donations (COIMBRA et al., 1982; VASCONCELOS, 2005; SILVA, 2019).

At his point, it is a good opportunity to approach some highlights of the Program, calling attention to the significant changes in the PNAE since its creation, mainly during the last decades, when important advances in their technical and operational aspects were observed. It must be highlighted that, throughout its trajectory, the school feeding has gone through different operationalizing and management experiences, embracing distinct characteristics of centralization, decentralization, focus and universalization, public and private financing (CUNHA, 2015). Figure 1 summarizes important moments in the implementation of school feeding public policies in Brazil, as well as the intersection with the family farming politics.

Figure 1: School Feeding Government Actions Evolution (1908-2013)



Source: Elaborated by the authors (2019).

After the designs and formulations, these politics became programs such as PNAE and, after being implemented, they must be monitored (SOUZA, 2006). Triches and Schneider (2010) point out that the purchase of foodstuffs of the PNAE can occur supported by: 1) Bidding Law 8.666/1993; 2) Law 11.947/2009; 3) Resolution 38/2009; and 4) Resolution CD/FNDE 26/2014, expanding the Program including the Technological, Science and Educational Institutes (IFs), ensuring that a proper feeding be a right of the students enrolled in basic schooling in these institutions, while fulfilling the Human Rights Declaration, sealing therefore, a milestone in public policies towards rural development.

As it stimulates healthy habits in the school environment, the PNAE does the connection between family farming and healthy nutrition, by means of guaranteeing the commercializing of regional goods. For Triches et al. (2014) it is relevant to point out the contributions of these practices in the construction of markets for family farmers, such as: cooperation, incentives for organization, guarantee of sales of produced goods, increase of income in rural areas, contribution for the settling of rural man and the sustainability of rural development, adding value to local products (SOUSA et al., 2018).

Despite the positive points enlisted, some have evidenced limitations in the PNAE implementation process. Grisa (2009), Silva and Amorim Junior (2013) highlight that in the execution of the program there are discrepancies that need more attention, pointing gaps that go from the training of the actors involved and the lack of prepare by the managers and executing organs, to the little family farming organization, the disarray between institutions and family farmers, the lack of knowledge about the Program, besides aspects of logistics and operation.

Reflections about literature towards the Program

The existing scientific productions about the PNAE allow us to know the fragilities and potentialities of the Program. Table 1 shows the main discussions and researchers that focus on the analysis of the institutional market through the Program.

Table 1: Main discussions and authors concerning PNAE

Discussions	Authors
The nutritionist inclusion	CORRÊA et al. (2017); PEDRAZA et al. (2018).
The family farming food purchase	AGUIAR et al. (2016); MIRANDA and GOMES (2016); SCHNEIDER et al. (2016); PEDRAZA et al. (2018).
The implementation of the School Feeding Councils	ROJAS BUVINICH (2014).
The menu execution	FORMIGA et al. (2015); PEDRAZA et al. (2018).
The financial resources destined to PNAE	MELO; FRANCO DE SÁ e MELO FILHO (2016); PEDRAZA et al. (2018).
The lack of information about the Program	RIBEIRO et al. (2013); GRISA and SCHNEIDER(2015)
Zona da Mata Mineira Farmers Relational Dynamic in the PNAE implementation	FREITAS (2017).

Source: Elaborated by the authors (2019).

These approaches, in their majority, investigate the PNAE execution in municipal and state schools together with the family farmer’s organizations, or analyses the Program

trajectory, according to what was exposed by Peixinho (2013) in his thesis, leaving a gap concerning the PNAE in federal schools.

In the Brazilian context, the Federal Institutes, although there is little volume of researches that analyze these institutions, highlight that the institutes have a greater quantitative of *Campi* than in other federal institutions.

In 2019, the Federal Net has (i) 38 Federal Technological, Science and Educational Institutes (focus of this study), (ii) one Federal Technological University of Paraná State (UTFPR), (iii) 2 Federal Technological Education Centers (Cefet), (iv) 23 Technical Schools affiliated to federal universities, and (v) The Pedro II School and its respective *Campus*.

The IFs, besides serving the students enrolled in public basic education, have 618 educational units and 702.268 students enrolled in technical/high school and in the programs of youth and adults education – EJA (PNP, 2019); furthermore, the implementation of the Program in the IFs enjoys differentiated aspects of the municipal and state executor entities.

One of these differentials is that the Federal Institutes are educational autarchies, holders of management and patrimonial autonomy, different from the municipal executor entities and the state executor entities. The IFs are federal entities that besides focusing on education, must promote actions that integrate education, research and extension in favor of regional development. They not only act on academic formation and professional capacitating, but also in studies and extension activities that foment local and regional development (Vilela et al., 2019).

Analyzing the PNAE execution in the Federal Technological, Science and Educational Institute of Brasilia (IFB), Arruda (2015) established the existence of structural and infra-structural needs in the IFB institutional context that limited the efficient use of the decentralized resources for the PNAE execution. That is, for the coverage of the purposes of this public policy, which are to stimulate the local familiar farming, promote the formation of healthy eating habits by the students through guaranteeing quality feeding and giving support to the regional development.

Arruda (2015) used the FNDE management report regarding the PNAE of 2014, showing that of the R\$24,4 million provided for these educational institutions, about R\$12,8 million were returned without execution. Probably, the short temporal lapse between the Law establishing Federal Institutes (2008), the PNAE expansion Law (2009/2013) and the lack of knowledge of Program managers contributed to the PNAE

execution by the Federal Educational Net in the period investigated by the author did not show satisfactory results of the public policy. The author highlights that in the IFs there are nets that influence the Program execution.

Such empirical findings of Arruda's (2015) work contrast with Baccarin's et al. (2017) research. These authors proposed a systematizing of diverse variables that contributed to the evaluation of family farming purchases for the school feeding using results from Paraná, Santa Catarina and São Paulo states. With the results Baccarin et al. (2017) warned that some reasons for the not compliance of the article 14 of the Law 11.947/2009 are related to the legislations that are relatively new to the municipalities, requiring a learning period for municipal managers as well as family farmers.

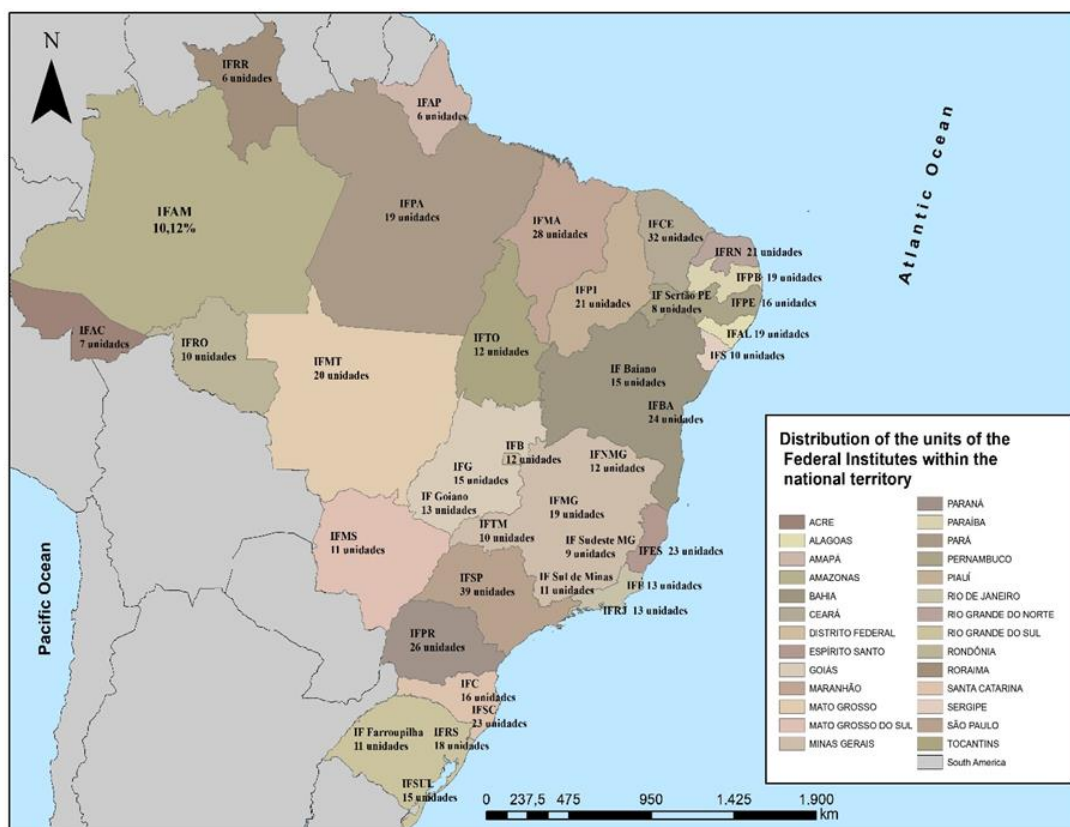
Investigating the PNAE management and execution in the Federal Technological, Science and Educational Institutes range, Costa (2015) visualizes disarticulations among the IFs and the PNAE implementation in all national territory, due to this occurrence, the author highlights the importance of future investigations about the Program *in loco*.

Another expressive study resulting from the Federal University of Viçosa is the one by (FREITAS, 2017) who studied the interactions among the actors who implemented the PNAE and its impacts in the family farmers organizations, using empirically two municipalities from Zona da Mata Mineira. According to the author, the majority of investigations in public policies area focus on the policies agenda formation and/or formulation phases, whereas the implementation phase appears as a secondary one. This fragility in literature, for the author, open opportunities for new studies that focus on the implementation and its inferences in the public policies results. Different implementation formats produce distinct effects on the policy results since the policy is thought in a global way but is implemented locally.

Methodology

The study was carried out from January/2013 to December/2018 with all the 38 Brazilian Federal Technological, Science and Educational Institutes *Campi*, composed by 618 units (PNP, 2018), which includes *Campi*, rectory and advanced units. Figure 2 shows the distribution of the Federal Institutes units in our national territory.

Figure 2: Distribution of the Federal Institutes units in the Brazilian territory



Source: Adapted from COEFA and CGPAE (2019)¹.

According to Figure 2, in the Center-West region there is the smallest concentration of units (11.5%), on the other hand, the Northeast region has the greatest number of units (34,5%). The North region concentrates 12,3% of the units, and finally the South and Southeast regions show 17.6% and 24,1% of units, respectively.

The methodology used was through the collection of secondary data with national information about the Program execution in the IFs. These data were received in 05/04/2019 by e-mail in response to a letter sent to the Feeding Financial Execution Coordination (COEFA) and the PNAE General Coordination of the Educational Development National Fund – FNDE, by means of electronic spreadsheets containing data referring to the Program budget in all 38 IFs *Campi* from 2013 to 2018.

The data supplied by FNDE were computed and organized in Excel spreadsheets, imported to the statistical *software* PSPP®, and afterwards descriptive statistics were

¹Report by the Feeding Financial Execution Coordination (COEFA) subordinated to the PNAE General Coordination Directory of Educational Actions (DIRAE) of the School Feeding Program General Coordination (CGPAE) of the Educational Development National Fund (FNDE) – not published.

done. Each budget released by FNDE for the PNAE execution in the IFs was studied separately per *Campi* from 2013 to 2018. The descriptive statistics provided essential information to know and to dimension the PNAE execution in these educational institutions.

Results and Discussions

PNAE Budget Execution and Return from 2013 to 2018 in the IFs

The investigations carried out by Arruda (2015) and Costa (2015) regarding the PNAE execution in the IFs show an unsatisfactory performance, which is in agreement with the recent data referring to the decentralization of the PNAE budget transferred by FNDE to the IFs, demonstrating that until today the problematic persists as a significant percentage of the budget has still been returned indicating flaws in the Program execution (Table 2; Graphic 1).

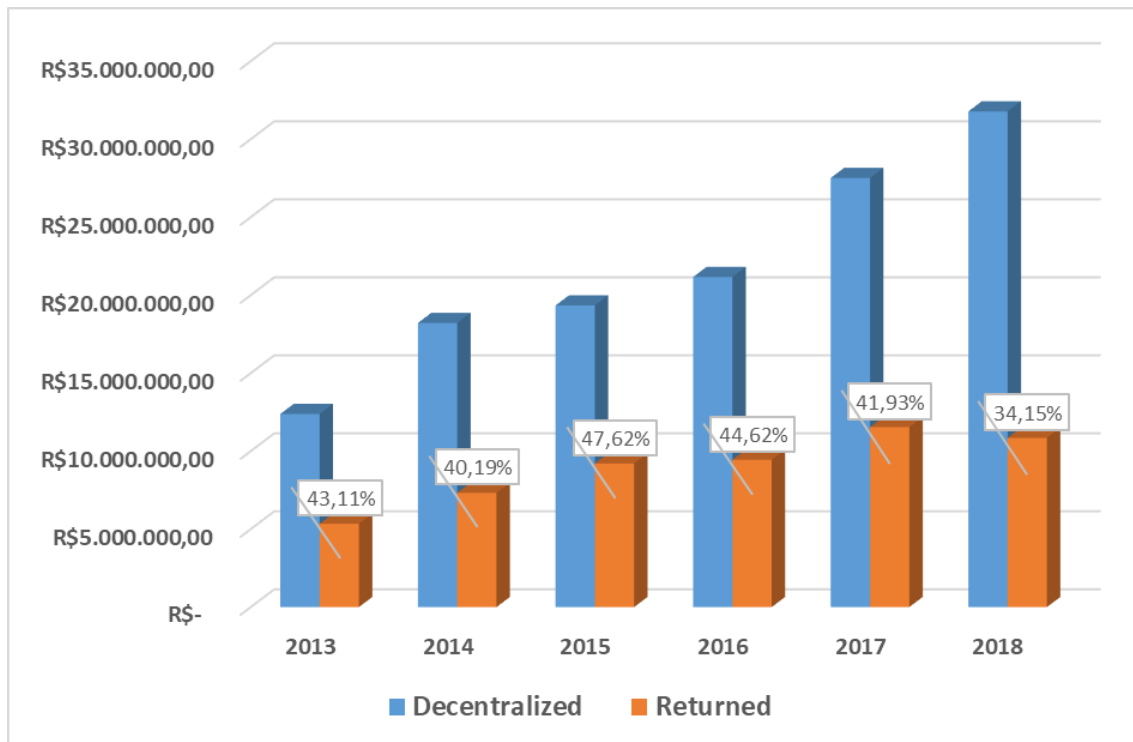
Table 2: Synthetic analysis of PNAE execution in the Federal Institutes

Year	Decentralized Budget (R\$)	Returned Budget (R\$)
2013	12.378.680,00	7.042.231,68
2014	18.214.340,00	10.893.926,18
2015	19.334.236,00	9.207.032,07
2016	21.158.860,00	9.441.610,39
2017	27.506.715,60	11.533.439,51
2018	31.773.586,00	10.849.443,30

Source: Made from COEFA and CGPAE (2019).

Table 2 is a mirror of the financial execution of the decentralized budget by FNDE and transferred to the IFs, regarding the PNAE from 2013 to 2018. Table 2, complemented by figure 3, proves that, despite the decentralized volume for the PNAE operationalizing in the Federal Institutes have grown an expressive 156,68% from 2013 to 2018, the returned budget volume has continued in very high levels, in average 54,06%. This demonstrates that, in general, the IFs have presented difficulties, especially to fulfill the prerogatives of the article 14 of Law 11.947/2009. Therefore, an *in loco* research is necessary to verify the reasons which lead these institutions to return such high budget volume without execution.

Figure 3: Decentralized and returned budget in the Federal Institutes



Source: Made from COEFA and CGPAE (2019).

These results confirm Arruda's (2015) research, that, investigating the PNAE execution in the IFs, verified that from the budget available in 2014, 52,46% were returned without execution. However, the COEFA and CGPAE/2019 report supplied for this research shows that the percentages are images of the budget execution report emission date; probably it was altered by an updating in the COEFA and CGPAE/2019 system. Although these returned percentage have reduced, it is observed that there is a need for new investigations that aim at clarifying the reason why this execution does not fulfill the article 14 of the Law 11.946 since the problem persists according to Graphic 1, where the Federal Institutes, from 2013 to 2018, kept a return percentage over 40%, and only in 2018 this percentage fell to 34.15% of the PNAE return budget.

What about the family farmers in face of the not fulfillment of the article 14 of the Law 11.947/09 on behalf of the Federal Institutes?

The article 14 of Law number 11.947/09 created an important market for the products coming from family farming since it values the local and regional products, brings new job and income opportunities, and, furthermore, is concerned with offering a healthy diet to the students in basic education all over Brazil. Despite the benefits of the

Program for the family farmer as well as for the students, the non compliance of the prerogatives of the article 14 of Law number 11.947/09 was observed, which results in losses for the target-public of this important public policy.

Table 3 was elaborated from the data extracted from the FNDE reports of 04/05/2019 regarding the decentralized budgets and forwarded to the rectories, and these, in turn, afterwards, directed these values to the *Campi*, considering the number of enrolled students in the previous year in each unit and the number of school days. The values on table 3 were returned to the Union without being executed. Afterwards, a temporal analysis was carried out, in a crescent order of values with the purpose of verifying the greatest devolutions to FNDE on behalf of the IFs in the period from 2013 to 2018. In order to do this, the values correspondent to the 30% established by the article 14 of Law number 11.947/09, were extracted.

It was quantitatively observed that some *Campi* had difficulties to comply the PNAE normative remaining below the expectations. For example, we can cite the Minas Gerais Federal Institute which appears without execution from 2013 to 2017. The IFMG in 2013, among the ten *Campi* that most returned resources, was in ninth position, in 2014 in the sixth position, in 2015 in the fifth position, and from 2016 to 2017 the IFMG was in first position respectively, returning more than one million to the Union. From 2013 to 2017, IFMG returned 100% of the PNAE resources. However, in 2018 it was able to execute the prerogatives of the Law number 11.947/09.

Now the IF from Bahia state presented a bad performance in 2018, year in which this institution remained in second place in the ranking, but it is worth observing that in percentage terms, the institution returned 50% of the PNAE budget without being executed. This mirror makes clear the need of new studies concerning the Program implementation that are associated to the operational, bureaucratic and relational of the public policy dimension.

Table 3: Values not executed purchasing food from Family Farming – the ten most critical IF from 2013 to 2018

2013				2014				2015			
Classif.	Inst.	total returned	% Of Budget	Classif.	Inst.	total returned	% Of Budget	Classif.	Inst.	total returned	% Of Budget
1°	IFPE	515.522,17	93,47%	1°	IFPE	870.151,88	97,94%	1°	IFES	777.560,00	100,00%
2°	IFSC	465.960,00	100,00%	2°	IFAM	827.460,47	91,85%	2°	IFAM	745.330,39	78,57%
3°	IFPI	459.240,00	100,00%	3°	IFES	760.320,00	100,00%	3°	IFMG	724.940,00	100,00%
4°	IFSP	439.080,00	100,00%	4°	IFMT	709.560,00	100,00%	4°	IFSP	703.560,00	100,00%
5°	IFAM	432.705,11	89,88%	5°	IFSP	691.040,00	100,00%	5°	IFMT	637.800,00	100,00%
6°	IFAL	373.620,00	100,00%	6°	IFMG	535.260,00	100,00%	6°	IFPE	590.595,71	83,77%
7°	IFMT	322.700,12	94,19%	7°	IFC	534.323,08	83,96%	7°	IFSC	483.188,00	87,98%
8°	IFPB	308.700,00	100,00%	8°	IFSC	491.560,00	100,00%	8°	IFPB	452.800,00	100,00%
9°	IFMG	301.800,00	100,00%	9°	IFAL	490.660,00	100,00%	9°	IFRO	344.720,00	100,00%
10°	IFPR	292.620,00	100,00%	10°	IFPB	434.148,00	100,00%	10°	IFS	337.600,00	100,00%
2016				2017				2018			
Classif.	Inst.	total returned	% Of Budget	Classif.	Inst.	total returned	% Of Budget	Classif.	Inst.	total returned	% Of Budget
1°	IFMG	1.357.460,00	100,00%	1°	IFMG	1.423.338,00	100,00%	1°	IFMT	2.225.122,68	90,21%
2°	IFES	859.680,00	100,00%	2°	IFES	1.234.962,00	100,00%	2°	IF Baiano	881.736,00	50,00%
3°	IFPA	735.452,28	72,70%	3°	IFF	1.053.484,00	50,00%	3°	IFPR	734.474,00	100,00%
4°	IFMT	705.243,92	91,69%	4°	IFPE	841.784,85	93,75%	4°	IFG	706.584,00	93,66%
5°	IFPE	577.407,37	87,29%	5°	IFSC	760.874,00	100,00%	5°	IFPE	704.780,46	70,61%
6°	IFG	515.320,00	100,00%	6°	IFPR	708.304,00	100,00%	6°	IFSC	613.810,75	75,60%
7°	IFPB	484.340,00	100,00%	7°	IFMT	704.020,26	72,59%	7°	IFS	410.906,00	100,00%
8°	IFSC	475.988,00	85,41%	8°	IFG	668.824,00	100,00%	8°	IFRO	409.036,05	74,03%
9°	IFPR	423.880,00	100,00%	9°	IFRO	470.892,00	100,00%	9°	IFSUL	387.433,53	58,48%
10°	IFRO	376.020,00	100,00%	10°	IFSUL	363.896,29	57,16%	10°	IFF	364.526,78	33,55%

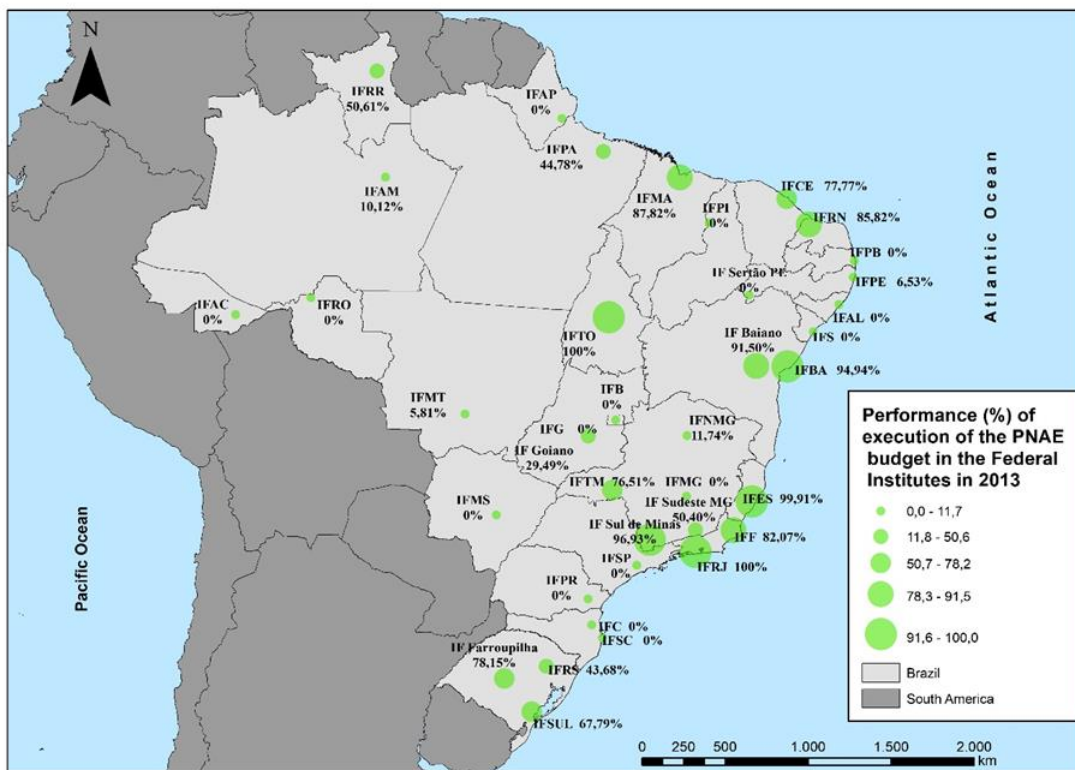
Source: Made from COEFA/CGPAE (2019) and PSPP® statistical software.

On the table, the IFs that had the worst performance in complying with the article 14 of Law number 11.947/09 from 2013 to 2018 are listed. It can be quantitatively observed that some *Campi* presented difficulties in complying with the PNAE normative, remaining below the expected.

PNAE Budget Execution in the IFs per Institution and State from 2013 to 2018

Although Table 3 shows the ten IFs with more difficulties to fulfill Art.14 of the Law 11.947/99 in each year of the period analyzed, Figure 4 complements the analysis as it demonstrates the performance of the Federal Institutes within their respective states in 2013. The percentages were grouped in 5 (five) classes of the same size.

Figure 4: PNAE execution performance per Federal Institute in 2013



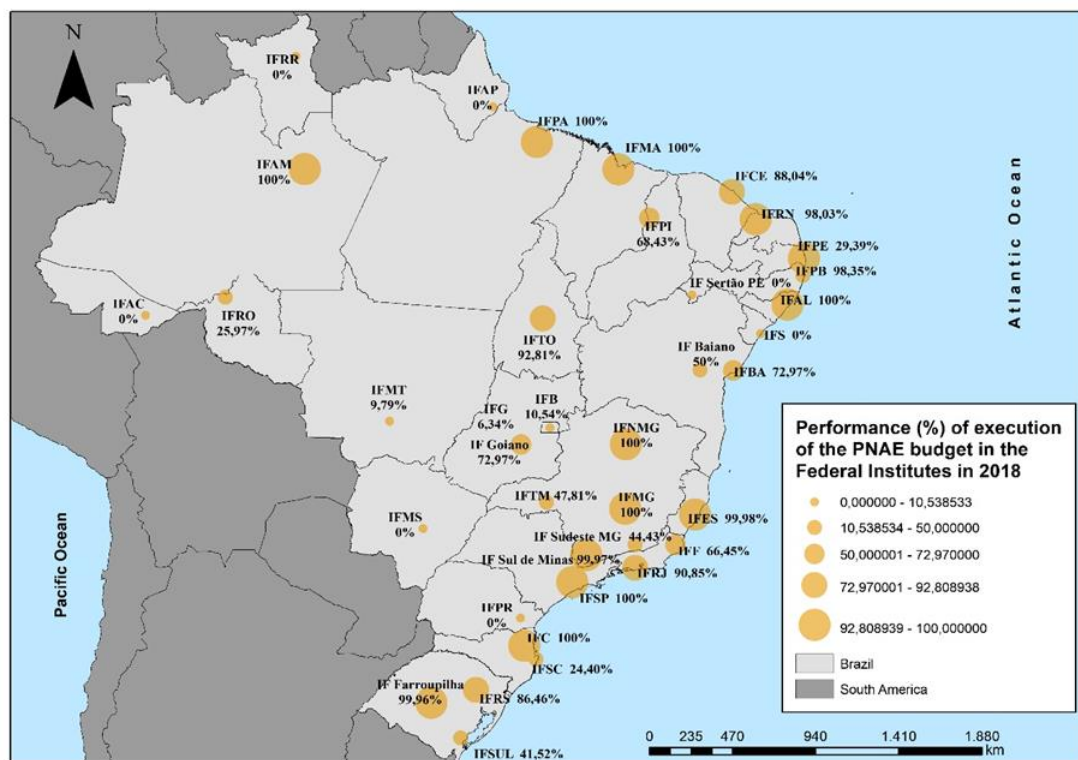
Source: Made from COEFA and CGPAE (2019).

The institutions with the best performances (with a percentage equal or bigger than 91,6%) in the PNAE execution in 2013 were highlighted in Figure 4, totaling 5 Federal Institutes (IFRJ, IFTO, IFES, IF Sul de Minas and IFBA). On the other hand, the ones which showed more difficulties, with a percentage equal or less than 11,7%, were

the IFAC, IFRO, IFMS, IFPR, IFSC, IFC, IFMG, IFG, IFB, IFAP, IFPI, IFPB, IFAL, IF Sertão PE and IFS, totaling 15 Institutes.

Figure 5 shows the effort of the regions to have an effective execution of this important public policy in 2018, since the PNAE is something extremely positive in local and regional scope. According to Nunes et al. (2015), the family farming in many regions suffers with the logistic costs to transport their goods and this limitation affects the farming competitiveness in addition to the notes by Monteiro (2003) regarding economic difficulties experienced in some Brazilian regions.

Figure 5: PNAE execution performance per Federal Institute in 2018



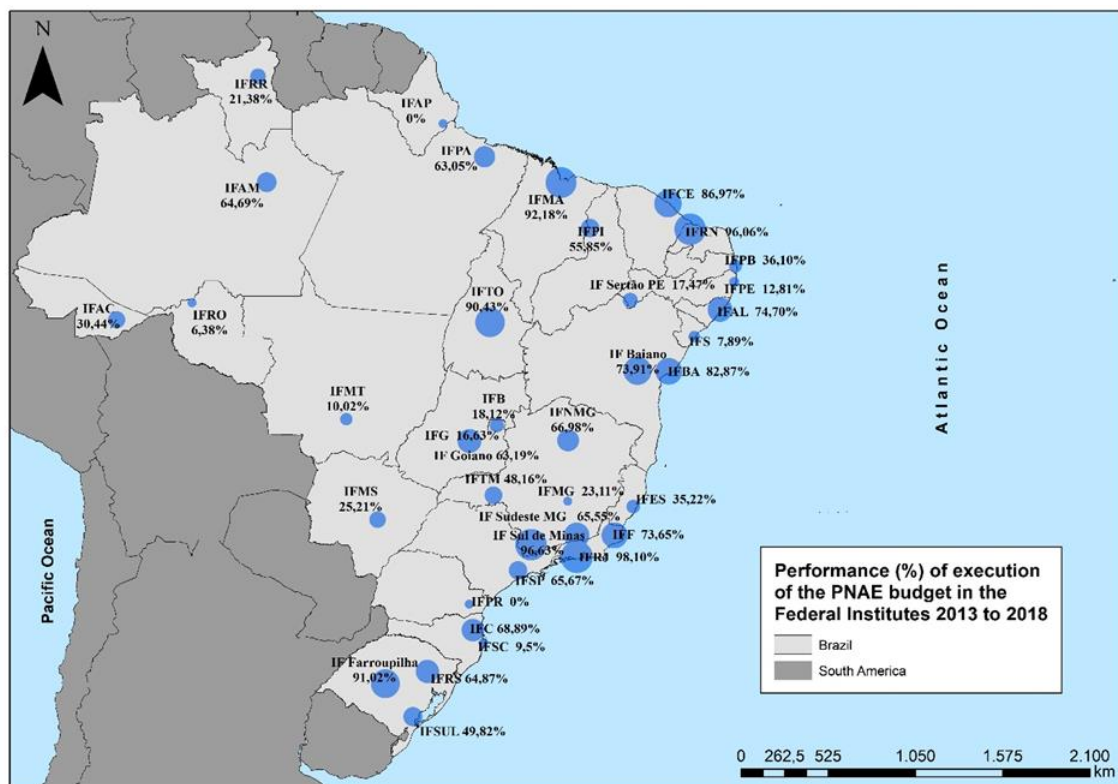
Source: Made from FNDE/GIRAE 2019.

Figure 5 shows that the IFs with the best performance in the PNAE execution in 2018, with a performance percentage equal or bigger than 92,81%, were IFAM, IFPA, IFMA, IFNMG, IFMG, IFSP, IFC, IFPB, IFRN, IFTO, IF Sul de Minas and IF Farroupilha, totaling 12 Federal Institutes. Now the ones which showed more difficulties, with a percentage equal or less than 10,52% were IFAC, IFRR, IFAP, IF Sertão PE, IFS, IFG, IFMT, IFMS, IFPR and IFB, totaling 10 Institutes.

It is observed that from 2013 to 2018 there was an increase of 140% in the number of Federal Institutes that improved their performance regarding the PNAE execution, and the quantity of those with difficulties in the execution fell to 33% in the same period. However, this number is still very high and needs further investigations, because the IFs, besides being potential buyers of the family farming, still continue to be the educational institutions that should promote actions that integrate teaching, researching and extension towards the regional development.

As we analyze the Federal Institutions, it is observed that the majority of them have been undertaking efforts to improve the performance regarding the PNAE budget execution; however, some institutions such as IFAP and IFPR have not managed to execute the budget yet. Figure 6 shows the performance of each Federal Institute in the PNAE budget through the 6-year period (2013-2018). Thus, the figure presents in percentage terms the performance of each Federal Institute during the analyzed period.

Figure 6: PNAE execution performance in the Federal Institutes from 2013 to 2018



Source: Made from COEFA and CGPAE (2019).

Despite the evolution, it was observed that IFMG, IFSC, IFB, IFG, IFMT, IFRO, IFPE, IFS, IF Sertão PE and IFRR still show a percentage under 25% of performance in

the PNAE execution, thus demonstrating that there still is a theoretical and empirical gap that could help to identify the existing hindrances in the PNAE budget execution from 2013 to 2018, since the institutional market and the valorization of regional products bring benefits to family farming and for the students enrolled in basic public education. Bearing in mind that the Brazilian family farming is heterogeneous, in terms of resources, production and market access as well as in regional terms, Buainain and Garcia (2013) highlight that the average area of Brazilian family establishments is 26 ha, with dissimilarities referring to the average size from region to region.

It is important to highlight that regarding the Northeast region establishments are the ones that have the smallest average area (17 ha) and were distinguished for their excellent PNAE budget execution in the IFs (according to Figures 4, 5 and 6). The authors also highlight that the Center-West region, despite holding the biggest area (84 ha), is the one that gather the greatest damages to the family farming because of its lack in executing the PNAE budget in its IFs, considering that this region is the *locus* of Brazilian agrobusiness (IBGE, 2006).

Even with the performance variation among the IFs in their respective states from 2013 to 2018, it was possible to observe that within Brazilian regions, the Northeast has shown the best results in the Program budget execution in the period analyzed with 65.01% of operationalizing, followed by Southeast (59,09%), North (54,29%), South (47,75%) and lastly the Center-West region with 23,71%. In this respect, Nascimento et al. (2017) emphasizes that the Brazilian Northeast region concentrates more rural entrepreneurs, that, even being inserted in poor areas, search strategies and public policies that strengthen their economic potentialities and help the families' income increase.

Final Considerations

Analyzing the PNAE budget execution in the Federal Technological, Science and Educational Institutes from 2013 to 2018 it is observed that although there was a financial budget increase made available by the Union for the IFs, these institutions in general, still present difficulties to operationalize the entire budget, mainly in relation to the fulfillment of the art. 14 of Law 11.947/2009 prerogatives.

Another evident point is regarding the IFs capillarity when compared to the other entities in the Education Federal Net. Currently, the Federal Institutes correspond to 93,03% of the federal education units, and these institutions are present in all Brazilian regions besides being potential buyers of the institutional market. The IFs supply partially

the feeding needs of the students enrolled in public basic education, specifically in the technical/high school, technical education and the education of youth and adults (EJA).

With the data analyzed it was also possible to know the Federal Institutes that are able to better operationalize the National School Feeding Program as well as to evidence those institutions which have not been able to execute the budget that the FNDE decentralizes and reposts to the IFs referring to the PNAE, establishing in which Brazilian regions the IFs units find difficulties to fulfill the PNAE normative, which leads to financial loss to the family farmers and their organizations that could be benefitted by the public policy of strengthening the family farming.

The implementation processes of the Program in the IFs are modeled for different locals, actors and interactions; however, the look beyond the operational dimension is necessary since for an effective Program execution there are necessary a set of subjacent processes to the operationalizing, and these submit not only to the bureaucratic instrumentation but also to the actors that take part in the implementation of this important public policy in the IFs.

It is our expectation that this article supplies subsidiary for future studies, it is also suggested the carrying out of *in loco* investigations in the regions with the best and worst performances in the PNAE budget execution, interviews with the managers, Program implementation agents, family farmers/organizations and articulating entities aiming at verifying the different models of Program implementation, as well as the relational dynamic in these institutions and their reflexes on the Program results.

Acknowledgements

The authors would like to thank the Feeding Financial Execution Coordination (COEFA), the School Feeding Program General Coordination (CGPAE) and the Educational Development National Fund (FNDE).

References

AGUIAR, J.D.A.; CALIL, R.M. Analysis and Evaluation of the Food Specifications Contained in Public Calls for Tenders prepared by the PNAE. **Vigilância Sanitária em Debate**. v. 4, n. 2, 2016. doi: 10.3395/2317-269X.00580.

ARRUDA, A. C. P. D. **Limitações e Possibilidades Institucionais à Execução Do Programa Nacional de Alimentação Escolar (PNAE):O Caso Do Instituto Federal De Brasília (IFB)**. 2015. 135f. Dissertação (Mestrado em Ciência Política) - Centro Universitário UNIEURO, Brasília, 2015.

BACCARIN, J. G.; TRICHES, R.M.; TEO, C.R.P.A.; SILVA, D.B.P. Indicadores de Avaliação das Compras da Agricultura Familiar para Alimentação Escolar no Paraná, Santa Catarina e São Paulo. **Revista de Economia e Sociologia Rural**, v. 55, n. 1, p. 103–122, 2017. <doi.org/10.1590/1234-56781806-94790550106>.

BELIK, W.; SOUZA, L. Some Reflections on the School Feeding Programs in Latin America. **Planejamento e Políticas públicas**. Nº33. Brasília, IPEA, julho/dezembro, 2009.

BRASIL. Lei no 11.892, de 29 de dezembro de 2008. Institui a Rede Federal de Educação Profissional, Científica e Tecnológica, cria os Institutos Federais de Educação, Ciência e Tecnologia, e dá outras providências. **Diário Oficial da União**, Brasília, 2008.

BRASIL. Lei nº 11.947, de 16/06/2009. Dispõe sobre o atendimento da alimentação escolar e do Programa Dinheiro Direto na Escola aos alunos da educação básica; altera as Leis nos 10.880, de 9 de junho de 2004, 11.273, de 6 de fevereiro de 2006, 11.507, de 20 de julho de 2007; revoga dispositivos da Medida Provisória no2.178-36, de 24 de agosto de 2001, e a Lei nº 8.913, de 12 de julho de 1994; e dá outras providências. **Diário Oficial da União**, Brasília, 2009.

BRASIL. Resolução CD/FNDE n.º 26, de 17 de junho de 2013. Dispõe sobre o atendimento da alimentação escolar aos alunos da educação básica no âmbito do Programa Nacional de Alimentação Escolar – PNAE, **Diário Oficial da União**, Brasília, 17 de junho de 2013.

BUAINAIN, A. M.; GARCIA, J. R. **Contextos locais ou regionais**: importância para a viabilidade econômica dos pequenos produtores. In: SANTOS, M. de M.; PINHEIRO, B.; SANTANA, C.; GUEDES, A. C.; BARBOSA, M. M. T. L.; SETUBAL, J. H.; PINHEIRO, B.; SANTANA, C. (Org.). A pequena produção rural e as tendências do desenvolvimento agrário brasileiro: ganhar tempo é possível? Brasília: CGEE, 2013.

COIMBRA M, MEIRA, J.F.P., STARLING, M.B.L. **Comer e aprender**: uma história da alimentação escolar no Brasil. Belo Horizonte: MEC, INAE. 1982.

Coordenação de Execução Financeira da Alimentação (COEFA), Coordenação Geral do Programa de Alimentação Escolar (CGPAE). Acompanhamento de Escolas Federais PNAE 2013 à 2018. [mensagem pessoal]. Mensagem recebida por katia.vilela@ifmg.edu.br em 05 abr.2019.

CORRÊA, R. S.; ROCKETT, F.C.; ROCHA, P.B.; SILVA, V.L.; OLIVEIRA, V.R. The role of the nutritionist in the National School Food Program in the southern region of Brazil. **Ciência & Saúde Coletiva**, v. 22, n. 2, 2017. <doi.org/10.1590/1413-81232017222.09622016>.

COSTA, P. M. **Gestão e execução do programa nacional de Alimentação escolar nos institutos federais de Educação, ciência e tecnologia**. 2015. 118 f. Dissertação (Mestrado em Nutrição e Saúde da Faculdade de Nutrição) – Universidade Federal de Goiás, Goiânia, 2015.

CUNHA, W. A. **Efeitos dos programas governamentais de aquisição de alimentos para a agricultura familiar no contexto local**. 2015. 150 f. Dissertação (Mestrado em Administração) – Universidade Federal de Viçosa, 2015.

FORMIGA, W. A. M.; MACHADO, A. V.; MARACAJÁ, P.B.; PEREIRA, B.B.M.; COELHO, D.C. Bee Honey incorporation of viability in sachet in school feeding an institution of Education of São Domingos-PB. **Revista de Agroecologia e Desenvolvimento Sustentável**, v. 10, n. 2, p. 79–83, 2015. doi: <<http://dx.doi.org/10.18378/rvads.v10i2.3467>>.

FREITAS, A. F. D. **Dinâmicas Locais De Implementação do Programa Nacional de Alimentação Escolar: Uma Abordagem Relacional**. 2017. 222 f. Tese (Pós-Graduação em Extensão Rural) - Departamento de Economia Rural - Universidade Federal de Viçosa - UFV. Minas Gerais (MG) 2017.

FUNDO NACIONAL DE DESENVOLVIMENTO DA EDUCAÇÃO (FNDE). Histórico do PNAE. 2014. Disponível em: <<http://www.fnde.gov.br/programas/alimentacao-escolar/alimentacao-escolarhistorico>>. Acesso em: 30 out. 2018.

GRISA, C. The networks and the institutions of the Programa de Aquisição de Alimentos (PAA). **G&DR**, v. 6, p. 97-129, 2009.

GRISA, C.; SCHNEIDER, S. **Três gerações de políticas públicas para a agricultura familiar e formas de interação entre sociedade e Estado no Brasil**. In: GRISA, C.; SCHNEIDER, S. (Org.). Políticas públicas de desenvolvimento rural no Brasil. Porto Alegre: Editora da UFRGS, 2015.

MELO, M. N. T. DE; FRANCO DE SÁ, R. M. P.; MELO FILHO, D. A. DE. Sustainability of an innovative school food program: a case study in the northeast of Brazil. **Ciência & Saúde Coletiva**, v. 21, n. 6, p. 1899–1908, 2016. <doi.org/10.1590/1413-81232015216.08752016>.

MIRANDA, D.; GOMES, B. National program of fortification for family farming: trajectories and challenges at the Ribeira Valley, Brazil. **Sociedade & Natureza**, v. 28, n. 3, 2016. <doi.org/10.1590/1982-451320160306>.

MONTEIRO, C. A. **A dimensão da pobreza da desnutrição e da fome no Brasil**. Estudos Avançados, São Paulo, v. 17, n. 48, mai./ago. 2003.

NASCIMENTO, J.E.B.; COSTA, J.E.D.; ALCANTARA, F.V.D.; MENDES, M.A. Family farming and rural/urban ratio in the wild of Itabaiana/SE. **REVER – Revista de Extensão e Estudos Rurais**, v. 6, n. 2, p. 118–142, JUL-DEZ.2017.

NUNES, E. M.; TÔRRES, F.L.; SILVA, M.R.F.; SÁ, V.C.; NUNES, K.F.G. Dinamização Econômica e Agricultura Familiar: limites e desafios do apoio a Projetos de Infraestrutura (Proinf) em territórios rurais do Nordeste. **RESR**, Piracicaba -SP, Vol. 53, Nº 03, p. 529-554, Jul/Set 2015. <<https://doi.org/10.1590/1234-56781806-9479005303009>>

OLIVEIRA, R.V. **O Programa Nacional de Alimentação Escolar: Uma Análise de Sua Implementação nas Escolas da Rede Estadual de Ensino de Manaus.** 2016. 219f. Dissertação (Mestrado Profissional em Gestão e Avaliação da Educação Pública,) - Universidade Federal de Juiz de Fora, Minas Gerais, 2016.

PEDRAZA, D. F; MELO, N. L. S.; SILVA, F. A.; ARAUJO, E. M. N. Evaluation of the National School Food Program: review of the literature. **Ciência & Saúde Coletiva**, v. 23, n. 5, p. 1551-1560, 2018. <doi.org/10.1590/1413-81232018235.17832016>.

PEIXINHO, A. M. L. The trajectory of the Brazilian School Nutrition Program between 2003 and 2010: report of the national manager. **Ciência & Saúde Coletiva**, v. 18, n. 4, p. 909-916, 2013. <doi.org/10.1590/S1413-81232013000400002>.

PLATAFORMA NILO PEÇANHA (PNP). Disponível em <<https://www.plataformanilopecanha.org/>>. Acesso em 20 de dezembro de 2018.

PLATAFORMA NILO PEÇANHA (PNP). Disponível em <<https://www.plataformanilopecanha.org/>>. Acesso em 26 de abril de 2019.

RIBEIRO. A.L.D.P.; CERATTI, S., BROCH, D.T. Programa Nacional de Alimentação Escolar (PNAE) e a participação da agricultura familiar em município do Rio Grande do Sul. **Revista Gestão e Desenvolvimento em Contexto – GEDECON**, v.1, n. 1, 2013.

ROJAS BUVINICH, D. P. Mapping of the institutionalization of councils for managing public policies in Brazilian towns. **Revista de Administração Pública**, v. 48, n. 1, p. 55–82, 2014. <doi.org/10.1590/S0034-76122014000100003>.

SCHNEIDER, S., THIES, V. F., GRISA, C., & BELIK, W. Potential of Public Purchases as Markets for Family Farming. **Advances in Food Security and Sustainability**, v.1, p.69–95, 2016. doi: 10.1016/bs.af2s.2016.09.003

SILVA, M.G.D.; AMORIM JUNIOR, P. C. G. Inovações organizacionais para a construção de mercados locais e solidários em Espera Feliz (MG). **Revista Agriculturas**, v. 10, p. 14-17, 2013.

SILVA, S. P. Trajetória e Padrões de Mudança Institucional No Programa Nacional de Alimentação Escolar. **IPEA-Texto para discussão**. p. 01–52, 2019.

SILVA, T. M. D.; ROCKETT, F. C.; SOUZA, G. C. D. A contribuição do Programa Nacional de Alimentação Escolar no Desenvolvimento Rural dos territórios do Litoral e dos Campos de Cima da Serra, no Rio Grande do Sul. **G&DR**, v. 14, p. 61–85, 2018.

SOUSA, D. N. V; SILVA, W.D.; GEHLEN, I.; MILAGRES, C.S.F. Programas Governamentais de Aquisição de Alimentos da Agricultura Familiar no Estado do Tocantins. **G&DR**, v. 14, n. 5, p. 253–264, 2018.

SOUZA, C. **Políticas Públicas**: uma revisão da literatura. *Sociologias*, Porto Alegre, ano 8, nº 16, jul/dez 2006, p. 20-45.

TRICHES, R. M.; SCHNEIDER, S. School feeding and family farming: reconnecting consumption to production. **Saúde e Sociedade**, São Paulo, v. 19, n. 4, p. 933-945, 2010. <<https://doi.org/10.1590/S0104-12902010000400019>>

TRICHES, R. M.; FROEHLICH, E.; MENEZES, M.; RAMOS, N. L.; ALMEIDA, A. P. S. O programa de alimentação escolar nutrindo o desenvolvimento: ideias e relações inovadoras. In: SCHNEIDER, S.; MENEZES, M.; SILVA, A. G.; BEZERRA, I. (Org.). **Sementes e brotos da transição: Inovação, poder e desenvolvimento em áreas rurais do Brasil**. Porto Alegre: Editora da UFRGS, 2014.

VASCONCELOS, F.A.G. Fighting hunger in Brazil: a historical analysis from Presidents Vargas to Lula. **Revista Nutrição**. vol.18, no.4, Campinas July/Aug. 2005. <<https://doi.org/10.1590/S1415-52732005000400001>>.

VILELA, K.F.; FREITAS, A.F.; BARBOSA, R.A.; SALGADO, R.J.S.F. Implementation of the national school nourishment program in the Brazilian Federal institution of Education of Bahia State. **Ciência Rural**, vol.49 no.9, 2019. <<http://dx.doi.org/10.1590/0103-8478cr20190105>>.