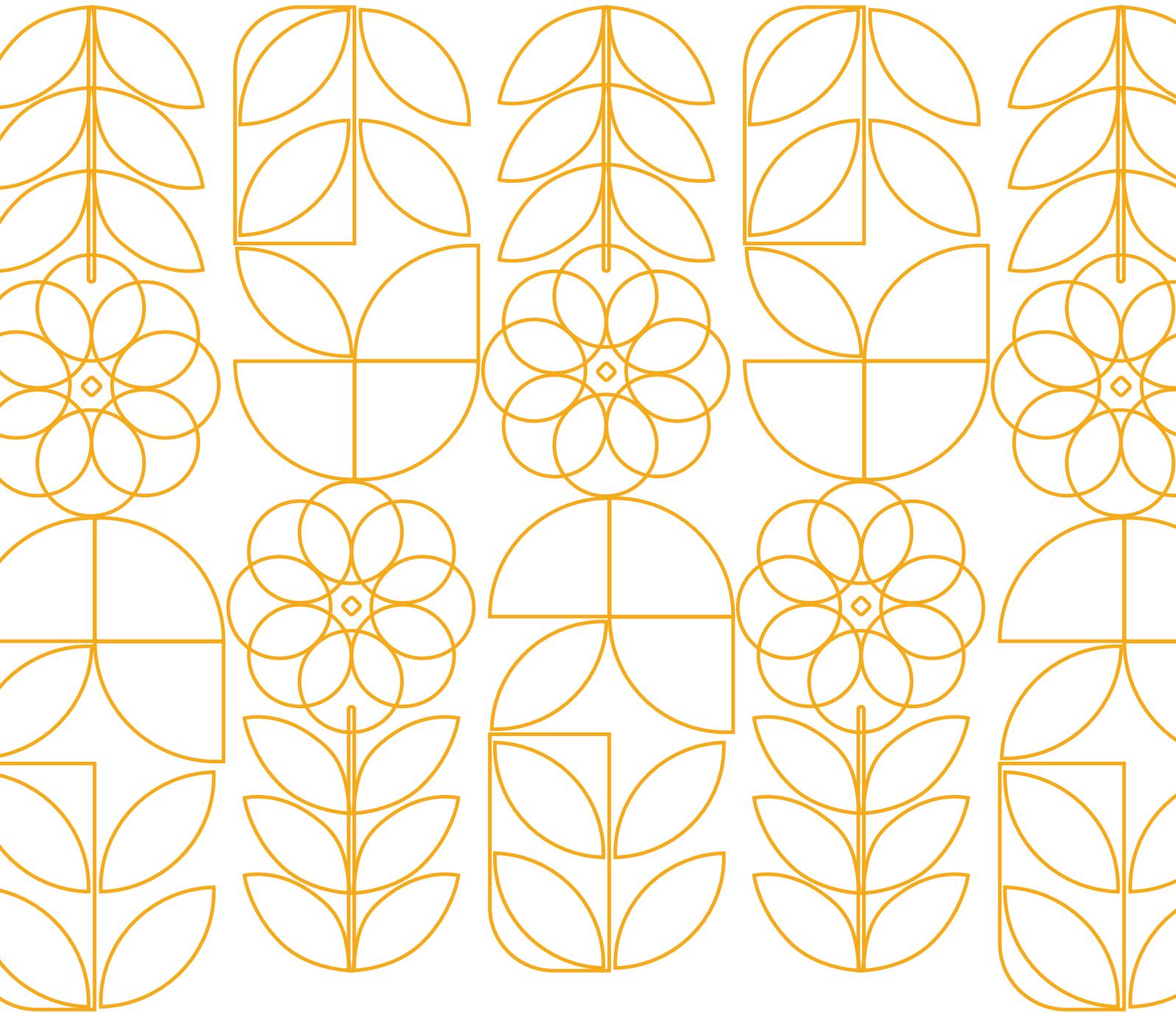


# Seeds for **Tomorrow**

## **Steps for purchasing family farming products** for Brazil's National School Feeding Programme (PNAE)





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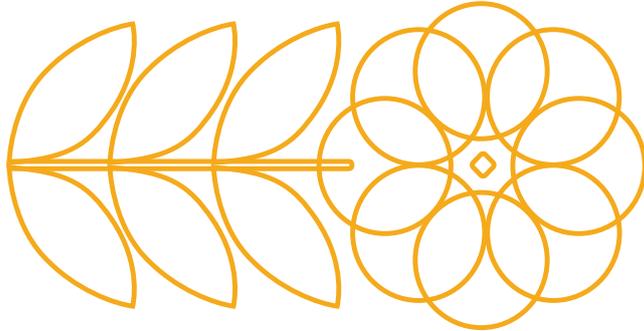
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*NOTA - O termo "agricultores" usado no texto refere-se tanto a homens quanto a mulheres que atuam na agricultura, reconhecendo igualmente a contribuição de todos e todas para o setor.*

*Foto de capa © WFP/Gabriela Vivacqua*  
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# Introduction

Ensuring food and nutrition security and strengthening family farming are key challenges for sustainable development in the Republic of Congo. As food demand rises and the need to promote local production becomes more urgent, effective public policies and strategic initiatives are crucial to expand smallholder farmers' market access and enhance community nutrition. The project ***“Enhancing family farmers' access to local markets in the Republic of Congo through South-South cooperation”*** is a joint effort between the India, Brazil and South Africa Fund (IBSA Fund), the governments of the Republic of Congo and Brazil, and the World Food Programme (WFP) with **the aim of supporting the implementation of the school feeding programme in the Republic of Congo.**

Strengthening family farming and integrating smallholder producers into institutional markets are challenges for **food security and rural development in the Republic of Congo.** To support this process, the Congolese government has identified the need to learn from and adapt successful experiences of other countries, such as Brazil, where robust policies have stimulated productive inclusion of family farmers and provision of social programmes such as school feeding.

This manual was developed to familiarise policymakers and public sector officials with key Brazilian agricultural policies for family farming, including institutional procurement mechanisms, access to rural credit, technical assistance and agricultural research. The handbook was developed based on consultations with various Brazilian government sources, such as presentations and official publications, whose information has been adapted to reflect the specificities and needs of the Republic of Congo.

It draws on expertise from institutions such as the National Institute for Colonisation and Agrarian Reform (Incra), the National Supply Company (Conab), the Brazilian Agricultural Research Corporation (EMBRAPA), the Ministry of Agrarian Development and Family Farming (MDA), the Ministry of Development and Social Assistance, Family and the Fight against Hunger (MDS), and the National Agency for Technical Assistance and Rural Extension (Anater); and drawing on policies and programmes such as the National Programme to Strengthen Family Agriculture (Pronaf), the Food Acquisition Programme (PAA) and the National School Feeding Programme (PNAE), Brazil has implemented a series of initiatives aimed at promoting sustainable rural development and food and nutrition security.

By sharing these lessons learned, this material aims to contribute to the development of effective strategies in the Republic of Congo and other interested countries, strengthening institutions and promoting policies that improve family farmers' access to local markets.

Enjoy reading!



1

## What is Brazil's National School Feeding Programme (PNAE)?

The National School Feeding Programme (PNAE) is considered one of the largest school feeding programmes in the world, providing universal service to 40 million students in approximately 150,000 Brazilian public schools.

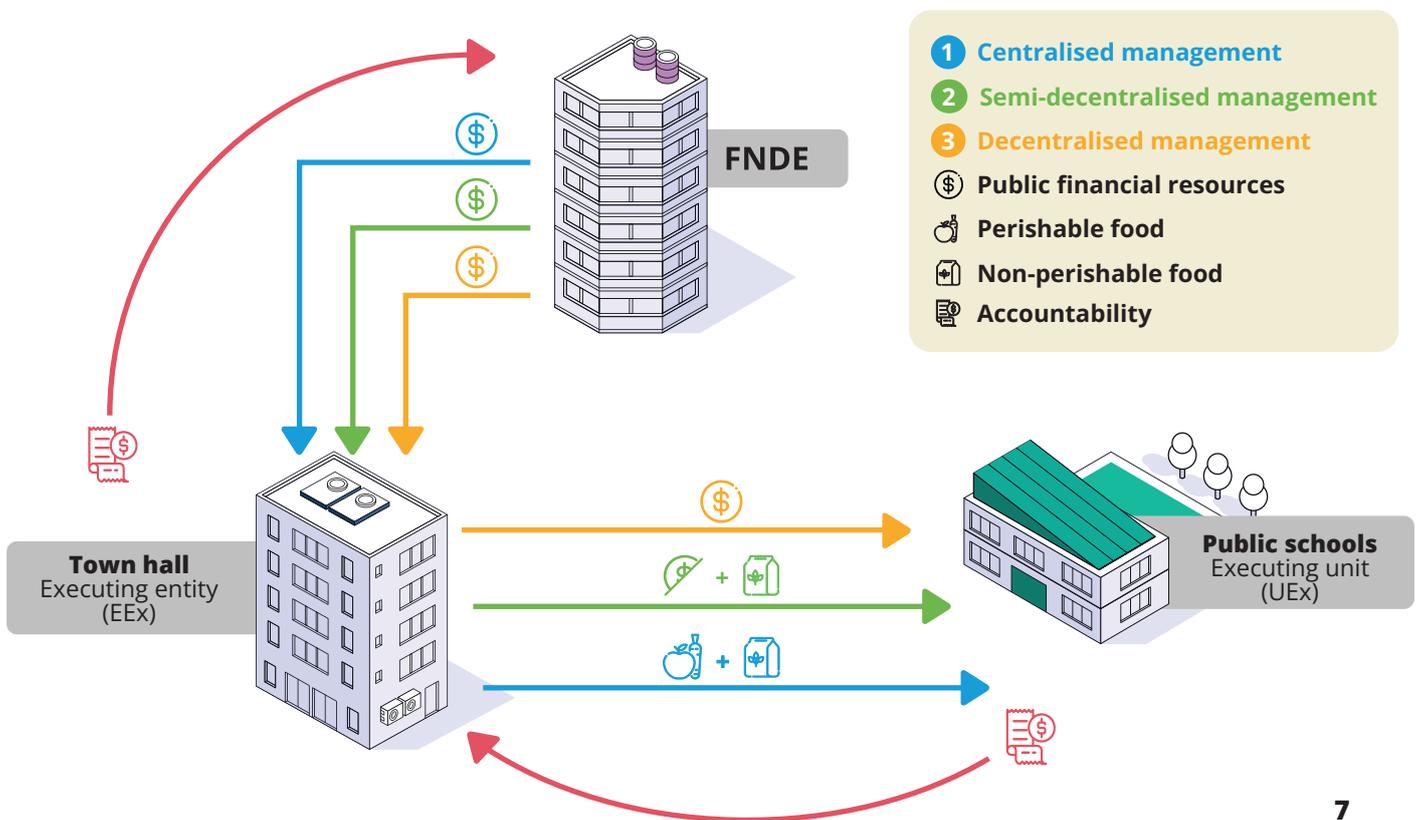
PNAE is managed by the National fund for Education Development (FNDE), an autonomous agency linked to the Ministry of Education, responsible for providing complementary financial resources to the programme's executing entities (EEx), such as state education secretariats, the Federal District, municipalities, and federal schools with the aim of providing healthy and adequate meals in public primary schools.

The Executing Unit (UEX) is a private, non-profit entity representing the school community. It is responsible for receiving financial resources from the Executing Entity (EEx) for the school it represents, as well as ensuring PNAE's accountability to the body that delegated this responsibility.

**In Brazil, there are three models for managing PNAE:**

- 1 Centralised management:** This is the most common model in Brazilian states and municipalities. In this system, the municipality, through the education secretariat, manages funds they receive from FNDE. This includes budget planning and food purchase for schools. Once food has been purchased, it can be stored in a centralised warehouse (usually for non-perishable items) and then distributed to schools. In some cases, suppliers deliver directly to schools. Another option is to use a central kitchen, where meals are prepared before being transported to schools. This model reduces the need for storage space in schools and allows for more advantageous prices, as purchases are made in large quantities.
- 2 Semi-decentralised management:** In this model, the education secretariat purchases and distributes non-perishable food to schools, while funds for perishable food are transferred directly to schools. This system combines characteristics of the centralised and decentralised models.
- 3 Decentralised management:** In this model, funds are transferred directly to schools, which are then responsible for purchasing food. To do this, an executing unit representing the school community – such as a parents’ association – must be set up. It is responsible for receiving funds, managing purchases, and reporting on expenditure. This model can facilitate the supply of food produced within the school’s region, which benefits local producers. However, it requires greater organisation and planning from the school staff.

**RESOURCE FLOWS IN THE THREE PNAE MANAGEMENT MODELS**





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## BRIEF HISTORY OF THE PNAE

- **Origins (1940s)** – creation of the Nutrition Institute and proposal for the federal government to provide school meals.
- **1955** – creation of the School Canteen Campaign, a social assistance programme, as part of the National Food and Nutrition Plan.
- **1988** – the Federal Constitution guarantees the right to school meals for all primary-school students, delivered through a complementary programme funded by the federal government, states and municipalities.
- **1994** – FNDE ensures direct transfer of funds to municipalities and education secretariats, which become responsible for implementing the programme.
- **2001** – definition that 70% of federal funds must be spent exclusively on the purchase of basic foodstuffs, respecting regional eating habits and encouraging local production.
- **2006** – all executing entities (EEx) are required to have a nutritionist with technical responsibility for the programme.
- **2009** – in 2009, with the School Feeding Law, it became mandatory to spend at least 30% of the total financial resources received from FNDE on the purchase of food directly from family farms in order to meet PNAE's requirements.
- **2023** – as part of the minimum target of 30% of funds allocated for purchases from family farmers, priority must be given to suppliers such as settlers from agrarian reform, indigenous communities, quilombolas and women's groups. When purchasing from the Family Farming Production Unit (UPFA), at least 50% of the products must be supplied by women farmers.
- **2023** – reactivation of the PNAE Management Committee and Advisory Group, bringing together 13 federal government entities and 22 civil society organisations to qualify and develop the purchase of family farming products through interministerial actions.
- **Continuous improvement process** - Brazil continues to improve PNAE's implementation, aiming to promote food and nutrition security, support family farmers and ensure high-quality school meals.

## PURCHASE FROM FAMILY FARMING

In 2009, FNDE introduced a requirement that at least 30% of funds transferred to executing entities for school meals must be used to purchase food directly from family farmers. In order to ensure compliance with this legal requirement while respecting public procurement rules, executing entities are required to use public calls, which reduces administrative complexity for the process of procuring from the family farming sector (see below).

At that time, the legislation foresees three situations that can justify forgoing the obligation to purchase from family farmers:

- 1** When the corresponding tax document cannot be issued;
- 2** When regular and constant supply of foodstuffs is not possible, subject to compliance with product seasonality;
- 3** In the event of non-compliance with hygiene and health standards established by legislation in force.

## WHO PURCHASES?

The executing entities (EEx) are responsible for purchasing food under PNAE. These are public education institutions – at federal, state and municipal levels – which receive the necessary resources for programme implementation directly from FNDE. The EEx includes state and Federal District education secretariats, municipal education secretariats and federal schools.





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## Eligibility criteria for family farming in Brazil <sup>1</sup>



**Rural area:** Rural property with up to four fiscal modules (the fiscal module varies by region, but is generally between 5 and 110 hectares);



**Labour:** most production activities must be carried out by family members;



**Income:** at least half of the gross family income must be derived from the economic activities of the establishment or enterprise;



**Management:** the family unit must be responsible for managing the establishment or enterprise.

Family farmers must be registered in the National Family Farming Register (CAF). This register is a tool for identifying and qualifying this productive segment, giving it access to more than twenty public policies that promote family farming development in the country. These policies include purchase of products for PNAE.

Individual family farmers are identified by individual CAF, while cooperatives, family farming associations and rural family businesses are registered under a legal entity CAF.

<sup>1</sup> Definidos através da Lei n. 11.326, de 24/06/2006. Portaria MDA nº 20, de 27 de junho de 2023.

<sup>2</sup> Módulo fiscal é uma unidade de medida, em hectares, que expressa a área mínima necessária para que uma unidade produtiva seja economicamente viável.

# 2

## Steps for purchasing from family farming for PNAE

The procedures for purchasing food from family farming for PNAE have been systematised into 10 steps, as shown in the figure below.



Step 1  
**Verify budget**



Step 6  
**Public call of interest**



Step 2  
**Liaise with social actors**



Step 7  
**Select and qualify producers**



Step 3  
**Identify local production**



Step 8  
**Sign the purchase contract**



Step 4  
**Design menu and purchase list**



Step 9  
**Receive products and payment**



Step 5  
**Research prices**



Step 10  
**Provide accountability**

## Step 1 **Verify budget**



**Take stock of the financial resources received from FNDE for PNAE and determine the amount to be invested in purchasing from family farming, bearing in mind that this amount must be at least 30%.**

The amount the FNDE pays is calculated based on the previous year's school census, with amounts set per school day for each student, depending on the education stage and modality.

To calculate the amount the FNDE will pay each year, the number of students is multiplied by the number of school days and the per capita/student/day value for each modality. These variables are defined as follows:

- **Number of students:** this information is collected through the annual school census, which is mandatory for all schools (public and private) in the country. Local education officials and school principals are responsible for ensuring the accuracy of the data reported. This information is used to determine the allocation of funds from the federal government, particularly for PNAE.
- **School days:** a school year generally has around 200 days, but this number may vary depending on the education modality.
- **Value per day:** set by FNDE resolutions, which are updated periodically. Some current values (as of 2025) are shown in Table 1.

The table below is an example of how to calculate the total amount of funds which FNDE provides, in addition to the forecast for family farming purchases (30%).

<b>Education modality</b>	<b>Number of students (A)</b>	<b>School days (B)</b>	<b>Value per day in reais - Brazilian currency R\$ (C)</b>	<b>Amount in reais R\$ (AxBxC)</b>
 Nursery	50	200	1.37	13,700
 Primary School	250	50	0.50	25,000
 Secondary School	100	50	0.50	10,000
<b>Total R\$</b>				48,700
<b>30% of purchases from family farming (minimum)</b>				14,610

## Step 2 Liaise with social actors



Organise meetings with social actors involved in family farming for PNAE – including family farmers, the school community, the Department of Agriculture, nutritionists, rural extension agents and the School Feeding Council (CAE) – to better understand the mapping of local agricultural production, logistics and product processing capacity.

Coordination between social actors is essential to effectively map partners involved in executing the PNAE. The actors involved in the PNAE are as follows:

- **Executing Entity Representatives:** Representatives from departments involved in an intersectoral manner, including education, agriculture (or rural development) and health. Nutritionists play a key role, as they are responsible for developing school menus and strive to take the availability of local foods into account.
- **Local Agricultural Sector Representatives:** Entities representing local agriculture, such as Rural Workers' Unions or representatives of family farmer organisations. These organisations should participate in establishing local food procurement processes. Local technical assistance and rural extension organisations (ATER) also play an important role in facilitating dialogue between producers and consulting on school feeding.
- **School community representatives:** Managers and beneficiaries are the channel of communication between school community representatives and school feeding programme managers or operators. This allows expectations to be aligned and requests to be expressed, thus ensuring a smooth run of the programme.

Several representatives of these groups of actors involved in operationalising the PNAE are involved in School Feeding Councils (CAE). These councils are forums for discussions on how to improve the programme's implementation. They are composed of:

**1** Representative of the executive branch



**2** Teacher representatives



**2** Parent representatives



**2** Civil society representatives



## Step 3 Identify local production



Identifying local production is a key step in linking the supply of locally produced food with the needs of the programme. This process involves mapping producers and analysing the dynamics of local agricultural production.

**Mapping producers** is an activity based on integrated dialogue between the education and agriculture (or equivalent) secretariats, technical assistance and rural extension entities, and family farmer unions. Technical assistance and rural extension entities (ATER) have accurate information on family farming production and suppliers, as does the Ministry of Agrarian Development (MDA).

ATER organisations, family farmer unions and confederations; municipalities and other sector-related bodies verify the conditions for classifying producers as family farmers and issue the CAF to each family agricultural production unit (UFPA). Thanks to the collaboration between these entities, it is possible to identify local producers, their level of organisation, logistical capacity, production processing, and other relevant aspects.

Field visits and exchanges with family farmer associations and cooperatives are essential for understanding local production capacities. It is important to involve local producers through community meetings, information sessions, and events such as “Field Days,” where conditions for supplying food to PNAE are presented.

Identifying **agricultural production dynamics** involves analysing the seasonality of available products and the logistical conditions for delivery. As agricultural production varies throughout the year, it is crucial to be aware of local supply in order to integrate it effectively into school menus.

Mapping local production makes it possible to distinguish between produce that is available for school meals and produce that, although not yet on the market, could potentially be incorporated into school meals. This includes typical but little-known products, as well as those that are difficult to access due to logistical constraints such as transportation and storage.

Dialogue and collaboration between nutritionists and local agricultural representatives promote the development of strategic partnerships aimed at gradually increasing food availability for school meals.

## Step 4 Design menu and purchase list



The development of menus within the PNAE framework is the step that links students' nutritional needs with food purchased from local family farms.

Developed exclusively by nutritionists, menus must be **based on fresh or minimally processed foods** in order to meet **nutritional needs, eating habits and local food culture**, including specific characteristics of traditional peoples and communities, and must be based on **sustainability, seasonality, agricultural diversification** in the region, and promotion of adequate and healthy nutrition.

The first step in developing menus is to analyse and consider students' nutritional needs:

- Different age groups, classes and periods;
- Levels of physical activity;
- Regional characteristics.

To do so, nutritionists rely on references such as the Food Guide for the Brazilian Population – developed by the Ministry of Health – and FNDE regulations, ensuring that menus meet minimum nutrient and calorie standards.

Health-related factors, such as food allergies or dietary restrictions, are also considered, enabling the programme to cater to the diversity of the school population.

This information, combined with data collected by agricultural mapping on local production and the programme's guidelines for purchasing from family farmers – which favour organic and agroecological foods – makes it possible to create menus that offer healthy meals while strengthening the regional economy.

Menus are developed based on agricultural mapping, respecting seasonality and local production, rather than the other way around, to ensure that existing agricultural production is included in school meals.

In the Brazilian school feeding programme, lunch and dinner generally include cereals, vegetables, leafy greens, fruit, and animal or plant-based proteins, always in line with established nutritional guidelines and respecting local characteristics.

Dialogue with the school community helps align menus with the eating habits and cultural preferences of students and their families, thereby promoting their acceptance of meals and reducing waste.

Finally, menus play an educational role by being integrated into food and nutrition education activities. Meals become tools for **encouraging healthy eating habits and raising students' awareness of the importance of family farming and sustainability**. Initiatives such as school gardens and cooking workshops give students the opportunity to learn about the origins of food and its relationship to health and the environment, reinforcing the link between food and learning.

## PURCHASE LIST

The purchase list has the food items to be acquired to prepare all meals planned for a given period. This list must include exactly the same items as those listed in the menus, respecting quantities and qualities required in the nutritionist's technical specifications.

For example, to draw up the purchase list for a menu that includes the dish "*Baião de Dois*" (made with rice and beans) for 100 students, the following must be taken into account:

- Sufficient quantity (portion) of each food item for each student, as well as the number of times this meal will be served during the period in question (e.g. one week);
- The total amount of each food for the entire period and for all students.

This calculation is systematised in Table 2, where the portion size per student (A), multiplied by the number of students (B), and the number of days of service during the period (C), gives the total quantity of each food item to be purchased. This total quantity (final column) corresponds to the information that must appear on the purchase list.

Food	Quantity per serving (g) (A)	Number of students (B)	Quantity for all students (g) (AxB)	Number of days served per week (C)	Total to purchase (g) (AxBxC)
 Rice	40g	100	4,000	2	8,000
 Beans	40g	100	4,000	2	8,000

## Step 5 Research prices



Determine the price of foodstuffs to be purchased from family farmers based on local market research. The Executing Entity (EEEx) must conduct this research. The price determined for each product must correspond to the average of the prices recorded in at least three local markets, giving priority, if possible, to family farmers' markets. The final estimate should consider costs associated with inputs mentioned in the public call of interest, such as transport, packaging, charges, and any other items necessary to supply the product.

When purchasing products publicly, the cheapest items are usually chosen. However, in the public call for the PNAE – a specific modality for purchasing family farming products – price is not a criterion for selecting suppliers, but is established in advance in the call.

The purchase price of each product will be the **average price recorded in at least three local markets** (family farming suppliers), with a preference for small family farming producer markets, if they exist. This price also includes costs inherent to selling for school meals, such as:

- Information on delivery logistics (to each school or to a central depot);
- Information on delivery frequency (daily, weekly, bi-monthly, monthly);
- Information on how the product will be delivered (whole, cut, peeled and packaged, etc.); and
- Any other costs

The Executing Entities provide information on purchase and delivery logistics that may affect the total costs of the food delivered by family farmers.

The food prices and inputs required for this process must be explicitly mentioned in the public call notice.

It is important to have close collaboration between executing entities and family farmers so that delivery conditions and food prices reflect local realities and are attractive to family farmers.

Since the price is published in the public call notice, it does not constitute a criterion for competition or classification, as may be the case in other purchasing modalities [the criteria are explained below in step 7].

The average price per product or item defined by the executing entity is the purchase price per product/item listed in the public call, the draft sale, the contract to be paid to the family farmers, and the invoice.

### **ORGANIC OR AGROECOLOGICAL PRODUCTS**

Executing entities may conduct a specific price survey for organic or agroecological products to include them in a public call.

If the call does not specifically concern organic or agroecological products, or if no specific research has been carried out for these products, the manager may apply a surcharge of up to 30% on the prices established for conventional products, in accordance with the price research methodology described above.



## Step 6 Launch the public call of interest



The public call is a simplified administrative procedure for purchasing food from family farming. It must be published in a widely accessible location, clearly specifying the supply rules (location, frequency) and the corresponding prices of the food to be purchased.

In Brazil, Federal Law 11.947/2009, regulated by the FNDE and based on a Federal Constitution provision, establishes **the administrative procedure for direct purchase through a public call for acquisition of products from family farming for the PNAE**. This regulation allows the purchase of food from family farming without resorting to the usual bidding procedure, which is the standard practice in public procurement, in order to facilitate participation of family farmers in school feeding programmes. In general, the public call used in the PNAE is a **simplified, less costly and less bureaucratic procurement model**, which aims both to increase the participation of family farmers and to improve the quality of school menus by including local products.

Through the public call, the executing entity publicises its intention to purchase family farming products for school meals. Although this procedure is simpler than bidding, the public call must contain all information necessary for suppliers to formulate their proposals correctly. This information includes:

- Purchase list (types of products and quantities) drawn up by the nutritionist;
- Delivery schedule (daily, weekly, delivery period, etc.);
- Delivery locations;
- Any requirement to provide proof (samples) to certify quality;
- Purchase prices (including input costs, as indicated above);
- Rules for the executing the contract (contract duration, price adjustment mechanisms to ensure economic and financial balance, application of monetary correction indices, adoption of specific sectoral indices, etc.).

As this is a simplified, flexible and less bureaucratic instrument, executing entities may launch **several public calls per year**, depending on convenience, opportunity, and product seasonality.

Organising several calls per year can facilitate planning, as it allows prices to be researched closer to harvest periods. However, even if only one call is launched per year, it is important to align delivery schedules with harvest periods.

The call for proposals must be widely publicised, particularly in places frequented by the various segments of local and regional family farmers. The minimum period for receiving proposals is 20 calendar days.

Even if the process is simplified, producers may encounter difficulties in drafting their proposals or organising the required documentation. It is therefore essential for the executing entity to have structures or organisations in place to support producers throughout the procedure.



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## Step 7 **Select and qualify producers**



For producers to be selected and begin supplying their products for school meals, three steps must be completed: i) Development of the sales project; ii) Qualification of producers; and iii) Receipt and selection of sales projects.

### **DEVELOPMENT OF THE SALES PROJECT**

The sales project is a document that formalises family farmers' interest in selling their products for school meals.

The sales project responds to the purchase request in the public call, reflecting (in whole or in part) the products, quantities, and prices defined in the call.

Family farmers or their organisations are responsible for developing and submitting their sales projects. These projects may be submitted by different actors in the family farming sector, according to the following modalities:

- **Individual projects:** individual suppliers submit a project using their personal data, such as their taxpayer identification number (CPF) and their registration with the Individual CAF. The project relates exclusively to their own production.
- **Informal group projects:** a group of family farmers organises itself to submit a joint sales project. In this case, the project is collective but indicates the production attributed to each member.
- **Formal group projects:** submitted by family farming organisations such as associations, cooperatives or Rural Family Enterprises (EFR). The project is submitted on behalf of the legal entity but must only include each member or cooperator's own production.

For projects submitted by informal groups and individual farmers, all participating farmers must complete a declaration stating that the products they will deliver are their own. For formal groups, the declaration must be made by the whole group and signed by its legal representative.

### **QUALIFICATION OF PRODUCERS**

Supplier qualification for the PNAE requires submission of documents in accordance with the public call notice and current legislation. For individual producers and informal groups, documents such as the CPF, CAF, sales project, and health certifications are required. For formal groups, in addition to the CNPJ (*Cadastro Nacional da Pessoa Jurídica, Brazil's national register of legal entities*), documents are required to prove tax compliance, the link between producers and the organisation, and the health compliance of the products.



If there are pending documents or a need for adjustments, the executing entity may grant a period for regularisation, provided that this is specified in the public notice. In addition, health requirements must comply with current national and local legislation.

Only qualified bidders proceed to the next phase – receipt and selection of sales projects according to the criteria defined in the public notice.

## **RECEIPT AND SELECTION OF SALES PROJECTS**

Once the executing entity has verified the documents requested from family farmers, the product classification process begins.

This classification follows FNDE’s methodology for prioritisation, which must be described in the public call notice.

### **Procedure 1: Define location and separate projects into groups.**

The location definition is a criterion aimed at ensuring that the purchase of food products from family farming takes place as close as possible to schools, which makes it more viable to buy fresh and healthy food, respect local customs and cultures and, at the same time, ensure that the wealth produced generates local benefits.

To this end, proposals must be divided into five groups so they can be ranked in order of priority, as illustrated in the figure below:



If local family farming suppliers (group 1) can supply all the items and quantities requested in the public call, the analysis is completed, and the procurement procedure continues.

If local family farming suppliers are unable to meet all the quantities and items requested in the call, the analysis must continue by considering suppliers in the immediate surrounding geographical area (group 2).

If these two groups of family farming suppliers do not meet the quantities and total number of items in the call, it is extended to proposals from suppliers in the intermediate region (group 3), the state (group 4) and the country (group 5), in that order.

In 2025, the FNDE established that the Executing Entity would no longer be able to justify not purchasing products from family farming. It now specifies that, in case the Executing Entity is unable to obtain the necessary quantities from local supplier groups, these must be supplemented by projects originating respectively from the immediate geographical region, the intermediate geographical region, the State, or the country.

**For example:** suppose that a local group's sales project proposes to deliver cucumbers and tomatoes. If the quantity of cucumbers presented in the sales project is identical to the demand expressed in the call, only that supplier will be selected to deliver the cucumbers. If, in the case of tomatoes, the sales proposal does not meet the entire demand expressed in the call and there are no other local sales proposals, that supplier will be selected according to the delivery conditions they have proposed, and the missing quantity will continue to be selected from the next group.



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**Procedure 2: In each group of projects, apply the prioritisation criteria, starting with group 1 and continuing with the other groups.**

This second procedure is adopted when there is more than one bidder in the same group. The prioritisation criteria must therefore be applied to each group of projects, starting with group 1 (local projects) and then successively to the other groups.

After separating the sales projects according to location priorities, the executing entity must first analyse only group 1 (local) projects and apply the following priority criteria for each item requested in the public call notice:

- 1** Land reform settlements, traditional indigenous communities, quilombola communities, and formal or informal women's groups, with no priority given to any one group over another;
- 2** Suppliers of certified organic or agroecological food
- 3** If equality persists, projects may still be ranked in the following order:
  - a.** Projects from cooperatives, associations and rural family businesses
  - b.** Informal group projects
  - c.** Individual supplier projects
  - d.** Central cooperative projects

The hierarchy described above is intended to help managers increase the efficiency and social justice resulting from PNAE's operation. In this regard, FNDE recently regulated that at least 50% of family farming purchases must be made to the woman's name, based on an invoice issued to her CPF. Furthermore, giving preference to formal groups over informal groups means that access to and development of differentiated markets for family farming products can be improved to the extent that farmers are organised.

### Maximum sales per CAF

The FNDE periodically updates the maximum limit on individual sales per family farmer (CAF), per calendar year, per executing entity. Thus, individual contracts signed within each executing entity's framework may not exceed the limit on individual sales per family farmer during the same calendar year.

For marketing with formal groups, the maximum limit depends on a calculation that considers the number of family farmers, with individual CAFs, multiplied by the individual marketing limit, using the following formula:

**Maximum amount to be contracted = number of individual CAF family farmers included in the sales project x the amount each producer will supply in reais (R\$ / BRL) must be under 40,000/year/executing entity.**

It is the executing entity's responsibility to verify the limit to be paid to each farmer under its jurisdiction, whether he or she is participating through an informal group or individually.

Formal groups must control their own sales limits.

The final stage in the selection of sales projects is sampling for quality control and health compliance.

Food products to be purchased must be evaluated based on three criteria:

- 1** Whether they have a health certificate, where required;
- 2** Whether they meet the specifications of the public call;
- 3** Whether they pass the sample test, which assesses their sensory characteristics.

Health certification is required for products that undergo any kind of processing, whether they are of animal or plant origin. Fresh products of plant origin are exempt from health certification.

Compliance with the public call's specifications and qualification of the products' sensory characteristics are verified through a **sample test**. In this process, farmers deliver a sample of the product they intend to supply so that the team can assess whether it meets the required standards. The first selected candidate is always invited to submit a sample. If the sample does not comply with the specifications, the project may be disqualified. In this case, the next ranked project will be invited to submit a sample, and so on, until a project whose sample complies with the public call's specifications is selected a purchase contract can be signed.

## Step 8 Sign the purchase contract



For producers to be selected and begin supplying their products for school meals, the following three steps must be completed: i) Development of a sales project; ii) Qualification of producers; and iii) Receipt and selection of sales projects.

Once the executing entity has selected suppliers by item, as stipulated in the public call, **the result of the selection procedure is approved and published through official means of public access.**

A deadline is set for signing the contract with family farmers, agreeing on contractual clauses to be respected by each party, and penalties for non-compliance or breach of contract without valid reason by either party.

In general, PNAE contracts cover the following aspects:

- Purpose of the contract
- Duration of the contract
- Price adjustment index
- Meal delivery schedule
- Food delivery location
- Food quality
- Payment dates for farmers
- Rights, obligations and responsibilities
- Administrative sanctions or penalties for non-compliance with contractual clauses or termination of the contract without valid reason by either party
- Other clauses in accordance with current legislation on public administrative contracts

Brazilian legislation stipulates that the information provided in the public call is binding for the public procurement process. In other words, the conditions, rights, obligations and responsibilities of the parties listed in the public call notice must necessarily be included in the contract. Therefore, the wording of the call is fundamental to ensure the successful conclusion of the contract between family farmers and the EEx.

The food purchase contract must be signed by both parties concerned:

- **Executing entity:** representative of the institution;
- **Family farmers:** legal representative (in case of a cooperative/association) or by the family farmers themselves (in case of individual suppliers or informal groups).

Contracts may be amended if duly justified. Any changes to the contract's content must be formalised by an amendment to the contract. The most common changes concern the price or duration.

## Step 9 **Receive products and payment**



**Delivery of products as specified in the public call notice; executing entity and farmer and/or family farmer organisations sign acceptance term.**

Once the contract has been signed, product delivery is governed by the schedule set out in the public call and the respective contract.

The food items to be delivered to the contractor are those defined in the public call notice and may be replaced if necessary, provided that the substitute products are listed in the same notice and are nutritionally equivalent.

The delivery of food to executing entities are monitored by the issuance of two documents:

- **Receipt**

This is a tool for checking that the foodstuffs have been delivered correctly, certifying that the products delivered comply with the contract's terms and subject matter, and to the health requirements for foodstuffs (e.g. type, quality, quantity, delivery schedule, etc.).

Once completed, it must be signed by the supplier (or their representative) and by the representative of the executing entity or unit responsible for checking deliveries. The receipt form must be printed in at least two copies – one is sent to the executing entity and the other to the family farming group's representative or individual supplier.

- **Invoice**

The invoice may be issued for each delivery or for all deliveries made during the month. The invoice is regulated by each unit of the Federation. It is the document that proves payment for the products and is used to report to the FNDE. FNDE's role is to regulate the menu and procurement rules.

The payment procedure for producers is as follows:

- Issuance of the producer's invoice;
- Transmission of the invoice to the executing entity; and
- Payment by electronic means (usually by bank deposit).

The payment deadline is specified in the contract, and the executing entity must strictly adhere to it. Payments are normally made within 30 days after delivery of products and submission of all necessary documents.

Timely payment by the executing entity is essential to build farmers' confidence in the school feeding programme, establish it as a secure and reliable market, and encourage new producers to participate.

## Step 10 **Provide Accounts**



The provision of accounts, which is carried out by executing entities (EExs), involves detailed recording of all stages of the procurement process, particularly expenditure related to food purchases.

Providing accounts is an essential process to ensure transparency, control, and proper use of public funds for school meals. This accountability process begins with detailed recording of all expenditures made with PNAE funds throughout the year, from planning to executing purchase contracts. Each expenditure must have appropriate supporting documents. In other words, all expenditures related to purchases for school meals must be duly justified by their corresponding invoices.

The FNDE has an online accountability system, where the executing entity can enter information on the programme's implementation. The EEx must keep supporting documents for at least five years in case the FNDE or other control bodies run an audit.

### **Documents required for accountability purposes include:**

- 1 Receipt:** Issued by schools or distribution units, it certifies that the food products were received, confirms that the agreed quantities and quality standards were met, and that the foodstuffs are safe.
- 2 Invoice:** Constitutes proof of purchase, specifies the products supplied, their quantities, and the amounts paid. Invoices are issued by family farmers or cooperatives.
- 3 Financial and operational reports:** The executing entity must prepare detailed reports including a description of expenses, a list of suppliers, the respective payment amounts, and information on the distribution and consumption of food.
- 4 Opinions of the School Feeding Council (CAE):** The CAE's financial and operational opinions are important elements in assessing compliance of the local PNAE implementation. These opinions are submitted directly to the FNDE. In the event of irregularities or inconsistencies in the operation of the programme, the CAE may request adjustments before approving these assessments.

FNDE conducts a technical and financial analysis of the accounts submitted by the executing entities via the online system. This process includes verifying the submitted documents, compliance with programme rules, and consistency between the amounts transferred, spent and declared.

In the event of discrepancies or missing documents, the FNDE may request further clarification or, if there is a misappropriation of funds, order the amounts to be returned.



## 3 Conclusion

The establishment of an effective system of public procurement from family farming is a strategic lever for ensuring food and nutrition security, boosting local economies and strengthening the sustainability of school feeding programmes.

The Brazilian model of the National School Feeding Programme (PNAE) illustrates that well-structured governance, supported by appropriate legal instruments and strong intersectoral coordination, can create a conducive environment for the participation of family farmers. This enables them to supply schools with healthy products while strengthening their livelihoods.

The purpose of this publication is to support public officials and other actors involved in the implementation of institutional purchases of family farming products by providing them with a roadmap detailing the main steps of the process.

Beyond documenting the Brazilian experience, this manual aims to inspire the adaptation of these practices in the Republic of Congo and other countries wishing to promote inclusive public procurement policies that contribute to rural development and food security. A continued commitment to training, knowledge sharing, and international cooperation remains essential to consolidate the progress made. By strengthening the links between family farming and school feeding, we are investing in food systems that are more resilient, sustainable and rooted in the realities of local communities.

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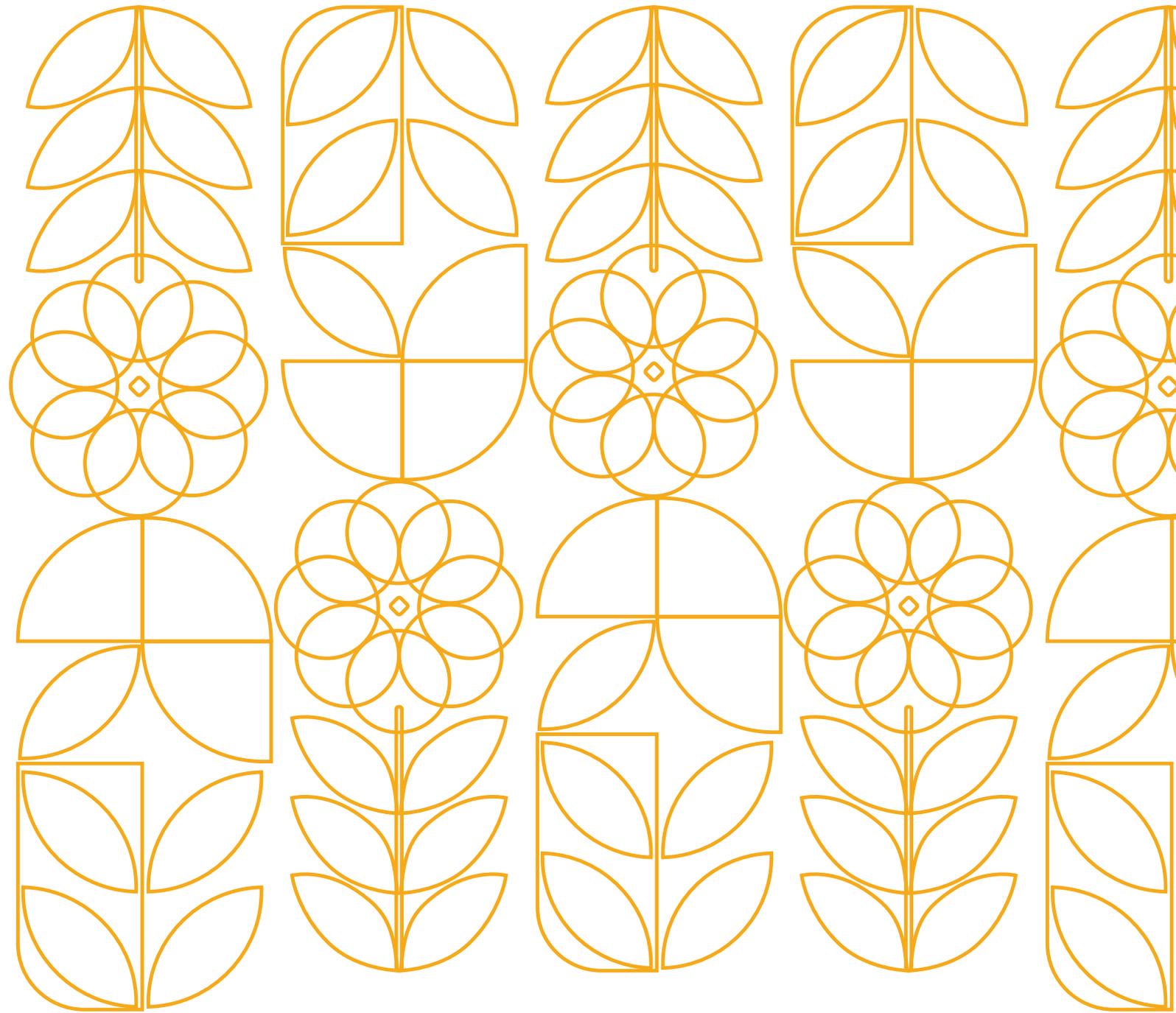
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