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THE EFFECTS OF THE EXTINCTION OF THE NATIONAL FOOD SAFETY COUNCIL (CONSEA) ON THE BASIC BASKET OF BRAZILIAN CAPITALS

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Introdução
The extinction of the National Council for Food and Nutritional Security (Consea), in January 2019, through provisional measure no. 870/2019, represented the dismantling of food policies, such as the Food Acquisition Program (PAA). Food policies were funded through the Ministry of Citizenship, which worked to secure the purchase of food production and support family farming. The goal was to regulate basic food basket prices through stockpiles of products in Conab's warehouses.
Problema de Pesquisa e Objetivo
Budget reductions in the Food Acquisition Program (PAA) and the Cisterns Program could lead to an increase in basic basket products due to the absence of regulatory stockpiles in the National Supply Company's (Conab) warehouses. through the extinction of Consea via Provisional Measure 870/2019 and the low transfer of funds in the execution of PAA and cisterns, has there been an impact on the basic food basket? The objective of this study is to analyze the effects of the extinction of Consea through Provisional Measure 870/2019 and its effects on the basic basket in Brazilian capitals.
Fundamentação Teórica
CONSEA played a crucial role in combating hunger in Brazil and the creation of the Food Acquisition Program (PAA), which gained international recognition for its role in social control (MACEDO, 2022). It is important to ensure that existing social protection programs are fulfilled by the federal government and that vulnerable families receive the necessary resources to purchase food and meet other needs. In Brazil, some food-focused public policies were recognized globally when the country was removed from the hunger map, a merit acknowledged by the UN (AJOR, 2022).
Metodologia
The estimator used in this study is the difference-in-differences model. According to BERTRAND, DUFLO, and MULLAINATHAN (2004). To construct the panel, monthly data on the basic food basket were collected for 16 Brazilian capitals from 2016 to 2022 from DIEESE.
Análise dos Resultados
The results indicated an increase in the cost of the basic basket of around 45.4%, the FFC resulted in R$ 699.00 and the amount in 15 hours. additional costs to purchase a basic basket, this means that Brazilian families are spending more effort to buy the minimum to eat. The ICB increased by 14% and the necessary minimum wage (NMW) would need to be readjusted by more than 30% to guarantee and pay for food, clothing, housing, hygiene and transportation.
Conclusão
Regarding the research's guiding objective, the results indicate that the extinction of CONSEA had a significant and negative impact on the promotion and implementation of public policies related to food and nutritional security. Consequently, there was a considerable increase in the cost of the basic food basket, compromising a significant portion of Brazilians' income on food and increasing the family cost of food.
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Palavras Chave
Basic food basket, Food policies, Consea

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ABSTRACT
The extinction of the National Council for Food and Nutritional Security (Consea), in January 2019, through provisional measure no. 870/2019, represented the dismantling of food policies, such as the Food Acquisition Program (PAA). This article aims to analyze the effects of provisional measure 870/2019 on the basic food basket in Brazilian capitals. For the construction of the panel, monthly data on the basic basket of 16 Brazilian capitals were collected over the years 2016 to 2022 of the DIEESE. From the data collected on the basic food basket and the minimum wage, analysis variables were constructed for the number of hours of work required to acquire the basic food basket (quanthrs), commitment index of the basic food basket in relation to the minimum wage (ICB), cost family with food (FFC) and the necessary minimum wage (NMW). The econometric model used was the difference-in-differences model. The results indicated an increase in the cost of the basic basket of around 45.4%, the FFC resulted in R$ 699.00 and the amount in 15 hours. additional costs to purchase a basic basket, this means that Brazilian families are spending more effort to buy the minimum to eat. The ICB increased by 14% and the necessary minimum wage (NMW) would need to be readjusted by more than 30% to guarantee and pay for food, clothing, housing, hygiene and transportation.
Keywords: Basic food basket. difference-in-differences model. Minimum wage. Food policies. Consea.

1 Introduction

The National Council for Food and Nutritional Security (Consea), established in 1993 during the Itamar Franco government, brought together the three levels of government (municipal, state, and federal), representatives from civil society, and institutions working on food security. Internationally recognized for its efforts to combat poverty and hunger, the federal government aimed to monitor, oversee, and be accountable for food programs such as the Food Acquisition Program (PAA) and the National Program for Rainwater Harvesting and Other Social Technologies Support (Cisterns Program). Through Provisional Measure No. 870/2019 in January 2019, the Bolsonaro government abolished Consea, which marked a dismantling of food policies in Brazil.

Food policies were funded through the Ministry of Citizenship, which worked to secure the purchase of food production and support family farming. The goal was to regulate basic food basket prices through stockpiles of products in Conab's warehouses. The Food Acquisition Program (PAA) operated as a strategy stemming from the Zero Hunger program, created in 2003, with the aim of purchasing food from family farmers, generating income for rural producers and settlers, and distributing it to needy institutions. In 2019, it experienced a 77.3% reduction in executed funds compared to 2014. In 2020, the budget received an increase of R$

500 million through Provisional Measure 957, funding released due to the pandemic, following pressure from the National Agroecology Articulation. Still in 2020, the Ministry of Citizenship executed 43.7% of the available funds (R$ 291.9 million). Data for 2021 has not been made available.

Among the important food programs, the National Program for Rainwater Harvesting and Other Social Technologies Support (Cisterns Program), considered crucial for family farming, also experienced a budget reduction. Established by Law No. 12,873/2013 and regulated by Decree No. 8,038/2013, its objective was the distribution of cisterns and access to water for human consumption and food production through the implementation of simple and low-cost social technologies. The program's target audience was low-income rural families affected by drought or regular water shortages, with priority given to indigenous peoples and traditional communities. To participate, families must be registered in the Single Registry for Federal Government Social Programs. The federal funding allocated to the Cisterns Program budget shrank by 96.8% over six years, from R$ 714 million in 2014 to R$ 22.5 million in 2020.

Budget reductions in the Food Acquisition Program (PAA) and the Cisterns Program could lead to an increase in basic basket products due to the absence of regulatory stockpiles in the National Supply Company's (Conab) warehouses. With the rise in basic basket products and the absence of adjustments to the minimum wage in the face of inflation, Brazil faces a situation where the basic basket represents, in percentage terms, the erosion of the purchasing power of the minimum wage, with a gas cylinder costing up to 10% of the minimum wage, depending on the region.

To guide the research, following the justifications, the following problem is posed: through the extinction of Consea via Provisional Measure 870/2019 and the low transfer of funds in the execution of PAA and cisterns, has there been an impact on the basic food basket? The general objective of this study is to analyze the impact of the extinction of Consea through Provisional Measure 870/2019 and its effects on the basic basket in Brazilian capitals.

To construct the panel, monthly data on the basic food basket were collected from 16 Brazilian capitals for the years 2016 to 2022 from DIEESE. Using the collected data on the basic food basket and the minimum wage, analysis variables were constructed, including the quantity of hours required to purchase the basic food basket (quanthrs), the basic food basket's commitment index in relation to the minimum wage (ICR), family food expenditure (CFA), and the necessary minimum wage (SMN). The econometric model used will be the differences-in-differences model.

This study is relevant because it can contribute to understanding the effects of the extinction of Consea through MP 870/2019 on food security and nutrition for the Brazilian population. It aims to demonstrate the relationship with the basic food basket in Brazilian capitals and highlight the importance of participatory councils in shaping democratic and inclusive public policies in the country.

2 THE RIGHT TO FOOD IN BRAZIL AND THE EXTINCTION OF CONSEA THROUGH MP 870/2019

In Brazil, the government had support until 2019 from the National Council for Food and Nutritional Security (CONSEA), which was responsible for exercising social control and actions in national food and nutritional security policies and systems. CONSEA, established in 1993, aimed to propose and monitor public policies to combat hunger and promote food and nutritional security in Brazil. CONSEA was composed of representatives from civil society, the government, and the business sector, and it was considered an important instrument of social participation in the formulation of public policies (CONSEA, 2023).

In January 2019, the government in power created Provisional Measure 870/2019, which reorganized the federal government's structure by extinguishing the CONSEA and consolidating departments into single nuclei. From that moment on, it became more difficult to control, monitor, and oversee public policies and resources that CONSEA used to monitor. Subsequently, CONSEA and other councils, such as the National Council for Sustainable Rural Development, the National Institute of Meteorology, and the National Agricultural Policy Council, became the responsibility of the Ministry of Agriculture, Livestock, and Supply. In June 2019, Provisional Measure 870 was converted into Law 13,844/2019 (BRASIL, 2019).

Basic and nutritional food is a right protected by law in Brazil. In 2006, a law was created to protect and emphasize the importance of this group. Law No. 11,346/2006 determines that food and nutritional security include the realization of everyone's right to regular and permanent access to adequate and good-quality food, without prejudice to other basic, cultural, economic, and social needs, based on healthy eating practices that respect cultural diversity and the ongoing development of the environment (BRASIL, 2006).

CONSEA played a crucial role in combating hunger in Brazil and the creation of the Food Acquisition Program (PAA), which gained international recognition for its role in social control (MACEDO, 2022). It is important to ensure that existing social protection programs are fulfilled by the federal government and that vulnerable families receive the necessary resources

to purchase food and meet other needs. In Brazil, some food-focused public policies were recognized globally when the country was removed from the hunger map, a merit acknowledged by the UN (AJOR, 2022).

In a certain sense, for these rights to be achieved and utilized, it is understood that a family needs a minimum income that preserves and seeks to satisfy basic human needs. Therefore, knowledge about the minimum wage is essential.

The minimum wage has been a reality since 1940, defined by Law No. 185 of 1936 with the intention of protecting the less privileged and guaranteeing the fundamental right of human beings. The minimum wage values were fixed on May 1, 1940, by Decree-Law No. 2162 (BRASIL, 1940).

Regarding the minimum wage, according to authors Oliveira, Andrade & Benicio (2020), "its creation was based on the premise of the minimum value that a family composed of four people spends to ensure its survival with dignity," whether two adults and two children or three adults. Thus, it is understood that the basic food basket provides the minimum necessary for a family to have a nutritious diet.

To maintain a healthy and well-being life, Decree Law No. 399 of 1938 defined a list of foods that guarantee what a human being needs in a balanced diet with proteins and minimum supplies. The list contains 13 foods presented in a table (DIEESE, 2016).

The information in Table 1 indicates the minimum monthly quantity that a family of four needs for a healthy and nourishing diet. To ensure this, the minimum wage must be sufficient and still leave room for acquiring other basic necessities such as rent, transportation, clothing, education, and more.

Table 1- Minimum monthly food provisions stipulated by Decree Law No. 399

Foods	Reg. 1	Reg. 2	Reg. 3	Brazil
Meat	6,0 kg	4,5 kg	6,6 kg	6,0 kg
Milk	7,5 L	6,0 L	7,5 L	15,0 L
Beans	4,5 kg	4,5 kg	4,5 kg	4,5 kg
Rice	3,0 kg	3,6 kg	3,0 kg	3,0 kg
Flour	1,0 kg	3,0 kg	1,5 kg	1,5 kg
Potato	6,0 kg	-	6,0 kg	6,0 kg
Vegetables (Tomatoes)	9,0 kg	12,0 kg	9,0 kg	9,0 kg
French Bread	6,0 kg	6,0 kg	6,0 kg	6,0 kg

Ground Coffee	600 gr	300 gr	600 gr	600 gr
Fruits (Bananas)	90 unid	90 unid	90 unid	90 unid
Sugar	3,0 kg	3,0 kg	3,0 kg	3,0 kg
Lard/Oil	750 gr	750 gr	900 gr	1,5 kg
Butter	750 gr	750 gr	750 gr	900 gr

Source: Decree-Law No. 399, 1938. Attached tables. The daily quantities were converted into monthly quantities.
States of Reg. 1 - São Paulo, Minas Gerais, Espírito Santo, Rio de Janeiro, Goiás e Distrito Federal;
States of Reg. 2 – Pernambuco, Bahia, Ceará, Rio Grande do Norte, Alagoas, Sergipe, Amazonas, Pará, Piauí, Tocantins, Acre, Paraíba, Rondônia, Amapá, Roraima e Maranhão;
States of Reg. 3 - Paraná, Santa Catarina, Rio Grande do Sul, Mato Grosso e Mato Grosso do Sul;
Brazil - Average regular basket for the working population engaged in various activities and for the entire national territory.

DIEESE conducts monthly research on variations in the basic food basket in Brazil and publishes any changes, whether they are increases or decreases, as well as which products have experienced variations. In different regions, this economic tool that constitutes the state generates crucial data on market practices related to pricing policies and serves as a mediating parameter to prevent economic inflation. It also acts as an economic tool and a social indicator to gauge the purchasing power of the minimum wage (OLIVEIRA; ANDRADE; BENICIO, 2020). In this context, knowledge about food policies is necessary to understand how families with fewer resources manage to sustain themselves.

2.1 Food Programs and Policies in Brazil

For public nutrition policies to be effective, it is necessary to create policies aimed at reducing unequal access to food and opening up markets by creating a favorable environment for food marketing. This requires increasing production, improving transportation, storage, and marketing conditions (GONÇALVEZ, CAMPOS; SARTI 2011).

A significant portion of the country's interior, especially rural areas, lacked access to clean water. Some federal programs established water supply systems through artesian wells, but these programs did not include training in water resource management and handling for local populations, making it difficult for them to access water and, consequently, produce food (ARSKY, 2020). Over the course of various governments, programs aimed at social development were implemented. One of them was the Food Acquisition Program (PAA), which aimed to purchase food produced by family farmers and distribute it for free to people who did not have access to adequate and healthy food, as well as to individuals served by the social assistance network, such as CRAS (MDS, 2022).

In 2020, during the COVID-19 pandemic, social movements and organizations emphasized that the PAA should be used to combat the socio-economic effects caused by the pandemic, primarily to ensure food security for the most vulnerable populations and the income of family farmers (MACEDO, 2022). The suspension of the PAA led to the initiation of the Alimenta Brasil Program, which aimed to improve the PAA. It was created by Provisional Measure 1,061, dated August 9, 2021, and converted into Law 14,284, dated December 29, 2021, with a reduced budget compared to the old PAA and new rules for qualifying as a food supplier.

Food production in the Northeast of Brazil has historically been hindered by water scarcity, leading to hunger and thirst-related deaths due to the scarcity of natural resources. The ongoing water crisis in this region of the country is not solely a natural issue but rather a governmental one, resulting from the lack of actions to address the population's problems (SILVA et al., 2020b). Therefore, the National Program for Rainwater Harvesting and Other Social Technologies Support (Cisterns Program), financed by the Ministry of Social Development since 2003, established by Law No. 12,873/2013 and regulated by Decree No. 8,038/2013, aims to provide access to water for human consumption and food production through the implementation of simple and low-cost social technologies. The beneficiaries are low-income rural families affected by water shortages or drought.

In Brazil, the semiarid region covers 12% of the national territory and is home to 28 million residents, making it one of the most densely populated semiarid regions in the world. Given the region's demands, a significant amount of capital was invested in the construction of 1 million cisterns in a joint effort by the federal government and the Articulação do Semiárido Brasileiro (ASA). However, budgets have been decreasing, resulting in fewer resources being invested in social programs. For example, the number of cisterns decreased by 94% from 2014 to 2020, with 149,000 in 2014 compared to just 8,310 in 2020 (BRASILDEFATO, 2022).

2.2. Correlated Research

Studies on social policies are constantly being researched in order to analyze the coherence between minimum income and necessary nutrition.

Authors Gurgel et al (2020) found that the government measures adopted in the country are insufficient to ensure food security during the pandemic and identified the need to provide assistance to vulnerable groups, taking into account socio-territorial differences, and ensuring that specific nutritional needs are fully met.

Gonçalves, Campos & Sarti (2011) found in their analysis that in 2011, the overall profile of users served by the food units of the Ministry of Social Development's Popular Restaurants Program was relatively in line with the initial proposal. They emphasized that food public policies should not rely solely on one program and highlighted the need to create a network that could collectively meet the needs of the vulnerable population.

Macedo (2022), when examining whether the dismantling of the PAA had effects on the social vulnerability of family farmers, found that even though the last agreement with the PAA had been signed nearly six years ago, it was crucial for the survival of social organizations in the city during the pandemic. However, for some farmers, this dismantling increased their social vulnerability even more.

Furthermore, Arsky (2020) identified that over a million families scattered across the vast rural areas of the semiarid region benefited from the Cisterns Program and that it reconfigured access to water in this region. This was due, according to the interviewees who received the program, to the convenience of having one or more water reservoirs available to families and to a subjective effect resulting from the program's participatory methodology.

Oliveira; Andrade; Benicio (2020), when calculating the cost of the basic food basket in Tangará da Serra-MT and its impact on citizens' income, concluded that the minimum wage was incompatible with the cost of living for the population, with half of the salary being spent solely on food and therefore insufficient to meet other basic needs. They also emphasized the need for public policies to be revised to provide better living conditions for the Brazilian population.

3 Material and Methods

This study will be developed based on the objectives related to the extinction of CONSEA through MP 870/2019 and its impact on the basic food basket. The study is characterized by its objectives as descriptive in nature with a qualitative-quantitative approach and in terms of procedures as bibliographic research and documentary research. It is descriptive because it discusses the characteristics of a certain population or phenomenon or establishes relationships between variables in a certain reality (GIL, 2022). It is qualitative because it focuses on understanding the characteristics of a social group or organization and not just on numerical results but on real aspects that cannot be quantified through direct observation in the study area. It is quantitative because it measures data using questionnaires, real-value price surveys, analyzes and verifies their variations in terms of percentages, and compares them with statistical data (GERHARDT; SILVEIRA, 2009).

Bibliographic research is characterized by scientific production based on texts such as books, scientific articles, newspapers, magazines, reviews, and abstracts. Currently, it is widely understood that scientific articles are the focus of researchers, as they contain updated scientific knowledge (MARCONI; LAKATOS, 2022). Therefore, the research is conducted with theoretical support from current scientific articles on the topic to ensure that the information is in line with reality and follows the researched timeline from 2016 to 2022.

Through documentary research, data collection will be based on secondary data from reports provided by DIEESE regarding the cost of the basic food basket and the nominal minimum wage in 16 Brazilian capitals from 2016 to 2022. According to Marconi & Lakatos (2022), documentary research uses only written or non-written documents as data sources, constituting primary sources. "Data collection is the phase of research carried out to gather preliminary information about the field of interest. It is one of the first steps in any scientific research and is done in two ways: documentary research and bibliographic research."

Documentary sources can be public archives, private archives, or statistical sources. In this study, the documentary source consists of documents from DIEESE's annual studies on the basic food basket and the minimum wage, as well as government websites, specifically the Ministry of Citizenship, to access statistics on budget allocations for public policies such as the PAA and Cisterns Program. In order to identify the number of hours a worker needs to acquire the basic food basket in relation to the current minimum wage in the country, the value of the basic food basket will be divided by the minimum wage and multiplied by 220, which represents the equivalent of one month of work.

$$Quanthrs = \frac{CCB}{Sm} x\ 220$$

where:

$Quanthrs$: number of hours worked required to purchase the Basic Food Basket, according to Decree 399/38;

C_{CB}: Cost of the Basic Food Basket over the period;

S_M: Minimum wage in effect at the time;

220: Number of hours worked per month, according to the Consolidation of Labor Laws (CLT).

In summary, it is possible to calculate the food commitment index, family food cost, and the necessary minimum wage according to the following equations:

$$ICB = \frac{CcB}{SML}$$

$$FFC = 3 * CCB$$

$$\frac{FFC}{X} = \frac{LCR}{1{,}0000}$$

$$ICBX = FFC$$

$$X = \frac{FFC}{ICB}$$

Where:

I_{FC}: Food Commitment Index, in relation to a minimum wage;

3= Each adult and two children, equivalent to one adult;

C_{CB}: Cost of the Basic Food Basket, at its highest value in the period;

S_{ML}: Net minimum wage;

F_{FC}: Family food cost.

3.1 Empirical Strategy

To construct the panel, monthly data on the basic food basket were collected for 16 Brazilian capitals from 2016 to 2022 from DIEESE. Based on the collected data on the basic food basket and the minimum wage, variables were constructed for the analysis of the number of hours required to purchase the basic food basket (quanthrs), the basic food basket commitment index in relation to the minimum wage (ICR), family food cost (FFC), and necessary minimum wage (NMW), as described in the DIEESE methodology.

The selected capitals, according to the DIEESE's region classification, were as follows: São Paulo, Belo Horizonte, Vitória, Rio de Janeiro, Goiânia, and Brasília belong to region 1; in region 2, the available data is for the capitals of Recife, Salvador, Fortaleza, Natal, Aracaju, Belém, and João Pessoa; finally, the capitals representing region 3 are Curitiba, Florianópolis, and Porto Alegre. It is worth noting that data on the basic food basket for the other capitals not presented in this study were not available from DIEESE.

To assess the effects of the dismantling of food policies on the basic food basket, the econometric difference-in-differences model was used. The estimator used in this study is the difference-in-differences model. According to BERTRAND, DUFLO, and MULLAINATHAN

(2004), this technique has been used since the 1850s by John Snow and is also known as the "before-and-after control-impact study" in social sciences. The construction of the model and variables is described below:

$$logY_{imt} = \beta_0 + \beta_1 CONSEA_{imt} + \theta X_{imt} + \lambda_{imt} + \varepsilon_{imt}$$

Where $logY_{it}$ represents the dependent variable, or the outcome of interest corresponding to the logarithm of the value of the Y in capital i, in month (m), and year (t). The impact variable $\beta_1 CONSEA_{imt}$ is an indicator that takes the value of 1 for the capitals (municipalities) affected by the effects of the provisional measure MP 870/219 in the post-measure period (later time), and 0 corresponds to the opposite. X_{imt} is a group of covariates described in the data section. A λ_{mt} represents the fixed effect of year and municipality. Finally, ε_{mit} it is an error term.

The difference-in-differences model represents the most suitable method when used in conjunction with a fixed effects model. The difference-in-differences model represents the most suitable method when used in conjunction with a fixed or random effects estimator. The Hausman method was used to choose the estimator. The fixed effects model allows us to identify the behavior of heterogeneity and interdependence by considering the coefficients β to be the same for all individuals, except for β_{1i} which remains specific to each individual, preserving the homogeneity of the data. Additionally, to statistically ensure our results, we applied tests for heterogeneous responses. Table 1 presents the descriptive statistics of the variables used for estimating the model.

Table 1
Descriptive statistics of the variables used to estimate the model from 2017 to 2022.

Variable	Obs.	Mean	Std. desv	Mín.	Máx.
Basic basket	1.264	460.7599	102.4892	0	803.99
minimum wage	1.264	1005.646	94.28678	880	1.212
Quanthrs	1.264	100.1104	15.36788	0	145.9388
FFC Family Food Cost	1.264	1382.28	307.4677	0	2411.97
Basket Commitment Index - ICB	1.264	.4550471	.069854	0	0.6633581
Minimum Wage	1.264	3011.957	307.1391	0	3636

NMW					
Population	1.264	2585227	2905547	358267	1.24e+07

Source: DIEESE (2022); MTB (2022); dados estimados na pesquisa.

Table 2 presents the descriptive statistics of the variables before and after MP 870/2019. It can be observed that the value of the basic food basket increased after the extinction of Consea. The real impact magnitude is calculated and presented in the results in Table 4. The real increase in the minimum wage fell well below expectations, registering an increase of only 16%. Consequently, the number of hours worked needed (Quanthrs) to acquire the basic food basket increased by 12%, raising the family food cost (FFC) by 31%.

Table 2
Descriptive statistics of means before and after the extinction of CONSEA.

Variable	Obs.	before	after	Obs.
Basic basket	576	393.62	516.96	688
minimum wage	576	923.66	1074.27	688
Quanthrs	576	93.94	105.27	688
FFC	576	1180.88	1550.89	688
ICB	576	0.42	0.47	688
NMW –	576	2771.00	3.213.68	688

Source: DIEESE (2022); MTB (2022);

The DIEESE methodology considers the constitutional premise that the minimum wage should meet the basic needs of the worker and their family and that it is uniform throughout the country. The calculation considers a family composed of 2 adults and 2 children, where it is understood that they consume as 1 adult (column 1, Table 3). In order to determine the number of hours required for a worker to purchase the Basic Basket in relation to the current minimum wage in the country, the value of the basic basket is divided by the minimum wage and multiplied by 220, which is equivalent to one month of work.

Table 3
Hours worked and minimum wage required by Brazilian families from 2016 to 2022 for food and leisure.

year	**NMW**	***Quanthrs.***
2016	2.640.00	101.54
2017	2811.00	91.22
2018	2862.00	89.05
2019	2978.40	92.97

2020	3133.50	102.28
2021	3282.81	112.09
2022	3636.00	118.40

Source: DIEESE (2022); MTB (2022); dados estimados na pesquisa.

4 Discussions and Results

With the purpose of verifying the effects on the basic food basket resulting from the implementation of MP 870/2019, this table presents the main result of the estimations of the dismantling effects of food policies that occurred after the extinction of Consea on the basic basket in Brazilian capitals. It shows the variation in absolute and percentage values of the basic basket and the standard deviation, which indicates variation either upwards or downwards since the values presented are an overall average.

Table 4 shows the effects that the extinction of CONSEA had on food policies and, consequently, how it reflected in value and percentage. The table indicates a significant increase in the price of the basic food basket during the analyzed period, which is worrisome because it represents an additional burden on the budgets of low-income families, who tend to spend a larger proportion of their income on food. This increase can contribute to worsening the food insecurity situation for many families in the country, especially in a context of economic crisis as experienced during the pandemic.

It can be observed that there is a significant positive increase of 45,4%. In absolute terms, this represents an increase of R$ 159.96 in the price of the basic basket during the analyzed period. These effects originated from policies that dismantled food stocks, such as the closure of Conab warehouses and the reduction of resources for the execution of programs that ensured food security and food programs.

Table 4

Effects of the extinction of CONSEA on the basic basket in Brazilian capitals.

Variable	Basic basket R$	Basic basket %
CONSEA	159,96***	0.454***
Std. Dev.	(2.642)	(0.009)
Year & municipality (capital) fixed effects	Yes	Yes
Covariates	Yes	Yes
N. Obs.	1.264	1.264

Note: Standard Errors are in parentheses. *** indicates significance at p<1%; ** indicates significance at p<5%; * indicates significance at p<10%; fixed effects are estimated by state and municipalities.

Source: DIEESE (2022).

To analyze this variation in Brazilian capitals, Table 5 presents the estimation results by capitals divided into three regions according to DIEESE's methodology.

The capitals are regionalized according to DIEESE as follows: São Paulo, Belo Horizonte, Vitória, Rio de Janeiro, Goiânia, and Brasília belonging to region 1; Recife, Salvador, Fortaleza, Natal, Aracaju, Belém, and João Pessoa belonging to region 2 of DIEESE; and in region 3, the capitals are Curitiba, Florianópolis, and Porto Alegre. It is observed that the largest impact occurs in region 3 (southern Brazil), where there is an increase of 47% in the basic food basket. This is followed by region 1 with 44% and finally region 2, with the northeastern capitals, showing the smallest impact, at 42%.

Table 5

Effects of the extinction of CONSEA on the basic food basket in Brazilian capitals and by regions according to DIEESE.

Variable	Reg. 1	Reg. 2	Reg. 3
CONSEA	0.44***	0.42***	0.47***
Std. Dev.	(0.036)	(0.005)	(0.012)
Year & municipality (capital) fixed effects	Yes	Yes	Yes
Covariates	Yes	Yes	Yes
N. Ob.	1.264	1.264	1.264

Note: Standard Errors are in parentheses. *** indicates significance at p<1%; ** indicates significance at p<5%; * indicates significance at p<10%; fixed effects are estimated by state and municipalities.

Source: DIEESE (2022).

It can be observed that Table 5 indicates that the extinction of CONSEA may have contributed to the increase in the price of the basic food basket in all regions of the country in a heterogeneous manner. This suggests that the absence of public food security policies can have negative impacts on the availability and price of food, affecting different regions of the country in diverse ways.

To analyze the variable of the number of hours of work required to purchase the basic food basket and the family cost of food, Table 6 presents the results of the estimations of the effects of the extinction of CONSEA on the number of hours required to purchase the basic food basket in Brazilian capitals. It is possible to observe that there is an increase of 13,6% in the number of hours required to purchase the basic food basket. In absolute terms, this represents an additional 15 hours on average, and in the family cost of food (FFC), there was an increase of R$ 699.00 or a 45,2% increase in proportion for the analyzed period.

Table 6

Effects of the extinction of CONSEA on the amount of working hours required to purchase the basic food basket and family food costs.

	FFC %	***Quanthrs*. %**
CONSEA	0.452***	0.136***
Std. Dev.	(0.108)	(0.007)
Year & municipality (capital) fixed effects	Yes	Yes
Covariates	Yes	Yes
N. Obs.	1.264	1.264

Note: Standard Errors are in parentheses. *** indicates significance at p<1%; ** indicates significance at p<5%; * indicates significance at p<10%; fixed effects are estimated by state and municipalities.

Source: DIEESE (2022).

The data from Table 6 indicates a significant increase in the number of hours required to purchase a basic food basket. This may suggest a worsening of the economic and financial situation of families because a 13% increase in the number of hours means that families are spending more time and effort to acquire the same basic food items. This could affect other essential expenses such as rent, transportation, healthcare, education, among others. This result is consistent with the increase in family food costs (FFC) by R$ 699.00, as it indicates that families are spending more money to ensure basic food. This can have negative effects on the development and well-being of these families and may contribute to an increase in poverty and inequality.

To analyze the variable of the Basic Basket Commitment Index (ICB) in relation to the minimum wage, Table 7 presents the result that shows an increase of 14,5% in the ICB, meaning an increase in the ratio of basket to salary. In practice, the higher this ratio, the lower the real wage for purchasing the basket. We can also observe the estimates of the necessary minimum wage in column 2 (NMW). This represents the minimum wage required for a family of 4 members, consisting of two adults and two children, to purchase food and leisure, as shown in the minimum wage evolution in table 3. The increase of R$ 990.00 or 30,7% in the necessary minimum wage implies, once again, a gap between the minimum wage and the basic basket.

The results in Table 7 indicate that the basic basket is consuming a larger percentage of the minimum wage than before, which may be an indicator of financial difficulties for families. The increase in the ICB is an important measure to assess the purchasing power and the ability to access basic foods. The higher the index, the greater the concern about the food security of families. It is important that the minimum wage be at a sufficient level for Brazilians to meet their essential needs, but as observed in Table 7, the minimum wage would need to increase by R$ 990.00 (30%) for this to happen. This gap can lead to situations of food insecurity for

families that rely solely on the minimum wage for their subsistence, affecting people's quality of life, as adequate nutrition is one of the pillars of a healthy life.

Tabela 7

Effects of the extinction of CONSEA on the Basic Basket Commitment Index (ICB) and the necessary minimum wage (NMW)

Variable	ICB %	NMW %
CONSEA	0.145***	0.307***
Std. Dev.	(0.003)	(0.012)
Year & municipality (capital) fixed effects	Yes	Yes
Covariates	Yes	Yes
N. Obs.	1.264	1.264

Note: Standard Errors are in parentheses. *** indicates significance at p<1%; ** indicates significance at p<5%; * indicates significance at p<10%; fixed effects are estimated by state and municipalities.

Source: DIEESE (2022).

4.1 ROBUSTNESS TESTS

The relevant robustness test in the difference-in-differences model relates to lags. In this specific case, robustness tests with lags (delays) were conducted to identify effects prior to 2019 (Table 8). The results indicated negative effects without statistical significance. The 1-year lag represents the estimation results to capture effects from 2018, and the 2-year lag represents the delay relative to the year 2017.

Tabela 8

Effects of the CONSEA's extinction with lags on the basic basket.

Variable	***Lag* 1 year**	***Lag* 2 year**
CONSEA	-0.037	-0.13
Std. Dev.	(0.136)	(0.160)
Year & municipality (capital) fixed effects	SIM	SIM
Covariates	SIM	SIM
N. Obs.	1.264	1.264

Note: Standard Errors are in parentheses. *** indicates significance at p<1%; ** indicates significance at p<5%; * indicates significance at p<10%; fixed effects are estimated by state and municipalities.

Source: DIEESE (2022).

5. Conclusions

The objective of this study was to analyze the impact of the extinction of CONSEA through Provisional Measure 870/2019 and its effects on the basic food basket in Brazilian

capitals. Therefore, a descriptive research was conducted through bibliographic and documentary research with a quantitative-qualitative approach.

As observed in the research, CONSEA was the agency responsible for monitoring and overseeing resources allocated to public policies, acting as the voice of society and assisting in the creation of projects or policies aimed at meeting the needs of Brazilians. The validity of Provisional Measure 870/2019 hindered monitoring and oversight, as the Ministry of Agriculture, Livestock, and Supply alone would not be sufficient for so many demands. This resulted in reduced resources and a reduction in the scope of food programs and policies. Consequently, this resource gap disproportionately affected the most vulnerable populations who relied on federal programs, particularly the PAA and Cisterns.

Regarding the research's guiding objective, the results indicate that the extinction of CONSEA had a significant and negative impact on the promotion and implementation of public policies related to food and nutritional security. Consequently, there was a considerable increase in the cost of the basic food basket, compromising a significant portion of Brazilians' income on food and increasing the family cost of food.

The results suggest that there was a deficit in meeting the needs of the Brazilian population and in the government's actions regarding the development and implementation of food policies, as well as a reduction in funding for programs and actions related to food and nutritional security. Thus, it is important to emphasize the importance of continuous and coordinated government action to promote food and nutritional security throughout the country.

During the research, some limitations were encountered, such as the difficulty of accessing precise and reliable data on the dismantling of food policies and on the PAA and Cisterns programs, as these programs were inactive during the data collection period. Concepts and functionalities of CONSEA needed to be explored more deeply since the council was extinct, and the data were not up to date at the time of the research.

However, despite the limitations presented, this research is an important contribution to understanding the effects of the dismantling of food policies on the Brazilian basic food basket. Therefore, future research on the topic is recommended, especially since CONSEA was reinstated in 2023. Using the same methodological instruments for comparability purposes would be interesting. It is hoped that this research will serve as a starting point for future studies and public policies.

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