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Dar a la población rural  
pobre la oportunidad  
de salir de la pobreza

## **República Federativa del Brasil**

### **Programa sobre oportunidades estratégicas nacionales**

Junta Ejecutiva — 94º período de sesiones  
Roma, 10 y 11 de septiembre de 2008

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Para **examen**

## **Nota para los Directores Ejecutivos**

Este documento se presenta a la Junta Ejecutiva para su examen.

A fin de aprovechar al máximo el tiempo disponible en los períodos de sesiones de la Junta Ejecutiva, se invita a los Directores Ejecutivos que deseen formular preguntas técnicas acerca del presente documento a dirigirse al funcionario del FIDA que se indica a continuación antes del período de sesiones:

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## Abreviaturas y siglas

BID	Banco Interamericano de Desarrollo
CAF	Corporación Andina de Fomento
CONTAG	Confederación Nacional de Trabajadores de la Agricultura
COSOP	programa sobre oportunidades estratégicas nacionales
Embrapa	Empresa Brasileña de Investigación Agropecuaria
ENRAP	Red de Conocimientos para el Desarrollo Rural en la Región de Asia y el Pacífico
EPP	evaluación del programa en el país
FAO	Organización de las Naciones Unidas para la Agricultura y la Alimentación
FETRAF	Federación de Trabajadores y Trabajadoras de la Agricultura Familiar
FIDAFRIQUE	Red basada en Internet de organizaciones y proyectos dedicados a luchar contra la pobreza rural en África Occidental y Central
FIDAMERICA	Red basada en Internet de organizaciones y proyectos que trabajan en favor de las poblaciones rurales pobres en América Latina y el Caribe
FMAM	Fondo para el Medio Ambiente Mundial
GPP	Gerente del Programa en el País
IICA	Instituto Interamericano de Cooperación para la Agricultura
INSA	Instituto Nacional del Semiárido (del Ministerio de Ciencia y Tecnología)
MCT	Ministerio de Ciencia y Tecnología
MDA	Ministerio de Desarrollo Agrario
MERCOSUR	Mercado Común del Sur
PAC	Programa de Aceleración del Crecimiento
PBAS	sistema de asignación de recursos basado en los resultados
PREVAL	Programa para el fortalecimiento de la capacidad regional de seguimiento y evaluación de los proyectos del FIDA para la reducción de la pobreza rural en América Latina y el Caribe
PRONAF	Programa Nacional de Fortalecimiento de la Agricultura Familiar
REAF	Reunión Especializada sobre Agricultura Familiar (de los países del MERCOSUR)
SEAIN	Secretaría de Asuntos Internacionales (del Ministerio de Planificación, Presupuesto y Gestión)
SEBRAE	Servicio Brasileño de Apoyo a las Micro y Pequeñas Empresas
SUDENE	Superintendencia de Desarrollo del Nordeste
SyE	seguimiento y evaluación

# Mapa de las operaciones del FIDA en el país

## Brazil

IFAD-financed ongoing activities



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

Map compiled by IFAD

**Fuente:** FIDA

*Las denominaciones empleadas y la forma en que aparecen presentados los datos en este mapa no suponen juicio alguno del FIDA respecto de la demarcación de las fronteras o límites que figuran en él ni acerca de las autoridades competentes.*

## Resumen de la estrategia en el país

1. El presente programa sobre oportunidades estratégicas nacionales (COSOP) es el producto de un amplio proceso de consultas realizado en el Brasil, y aprovecha la experiencia institucional y los debates llevados a cabo dentro del FIDA. En el proceso de diseño se tuvieron en cuenta las enseñanzas extraídas de los proyectos en curso y los ejecutados anteriormente en el país y, en ese sentido, el COSOP expresa los enfoques, la visión y las definiciones que comparten el FIDA y el Gobierno del Brasil. También se tomaron en consideración los análisis institucionales y de la pobreza, así como las oportunidades detectadas para el establecimiento de asociaciones institucionales.
2. Los principales aspectos que se destacan en este COSOP son los siguientes:
  - Los proyectos de inversión se llevarán a cabo a nivel estatal y se concertarán nuevos préstamos entre el FIDA y los gobiernos de los estados en los que el Gobierno Federal actuará como garante.
  - Se continuará prestando especial atención a la región del Nordeste, aunque se estudiará la posibilidad de trabajar en otras regiones del país en el futuro.
  - La gestión de los conocimientos y el diálogo sobre políticas son aspectos prioritarios. La gestión de conocimientos se centrará en la información y las tecnologías con la finalidad de aprovechar el potencial productivo de las zonas semiáridas del Nordeste. En cuanto al diálogo sobre políticas, el FIDA concentrará sus esfuerzos en la cooperación con el Gobierno Federal.
3. Las actividades que se realicen en el marco de los proyectos o independientemente de ellos durante la ejecución del COSOP prestarán especial atención al principal desafío que actualmente enfrentan las políticas del Brasil en relación con la pobreza rural: interrumpir el círculo vicioso de la pobreza, perpetuado por la falta de oportunidades de empleo y de fuentes de ingresos sostenibles entre la población rural pobre.
4. A fin de atender estos aspectos, se han establecido los siguientes objetivos estratégicos:
  - **Objetivo estratégico 1.** Incrementar la producción agrícola comercial de los pequeños agricultores, con el correspondiente acceso a los mercados en condiciones beneficiosas y sostenibles.
  - **Objetivo estratégico 2.** Mejorar el acceso de la población rural pobre al empleo y las actividades comerciales no agrícolas en las zonas y pueblos rurales, prestando especial atención a las mujeres y los jóvenes.
  - **Objetivo estratégico 3.** Mejorar, mediante la generación de conocimientos y su difusión, la capacidad de la población rural pobre y las instituciones pertinentes del Nordeste de coexistir con las condiciones semiáridas de la región, adaptarse al cambio climático y sacar mayor provecho de las posibilidades de desarrollo de la región semiárida.
  - **Objetivo estratégico 4.** Profundizar en los debates sobre la reducción de la pobreza rural y las políticas para la agricultura familiar en los ámbitos nacional e internacional.
5. El FIDA establecerá una oficina en el Brasil para fortalecer su presencia en el país, mejorar las relaciones con los interesados y contribuir a alcanzar los objetivos estratégicos del COSOP. Mediante dicha oficina, el FIDA podría mantener

una interacción cotidiana con los proyectos y también seguir de cerca el desarrollo de las actividades relativas a la gestión de los conocimientos y el diálogo sobre políticas. Además, afianzaría su compromiso en cuanto a la ejecución de los proyectos mediante la supervisión directa de los proyectos en curso y nuevos.

6. La creación de asociaciones institucionales es una de las prioridades del presente COSOP. En este sentido, el FIDA prestará especial atención al establecimiento de asociaciones con los organismos gubernamentales en los niveles federal y de los estados, con las organizaciones de la sociedad civil, otros organismos internacionales de cooperación que desarrollan su labor en el Brasil, las instituciones académicas y las dedicadas a la investigación, y el sector privado.



# República Federativa del Brasil

## Programa sobre oportunidades estratégicas nacionales

### I. Introducción

1. Han pasado más de 10 años desde la elaboración en 1997 del primer documento sobre oportunidades estratégicas nacionales para el Brasil. Entre abril y noviembre de 2007, el FIDA realizó una evaluación del programa en el país (EPP) relativo al Brasil que abarca los 10 años transcurridos desde la elaboración del primer documento sobre oportunidades estratégicas nacionales. Este segundo programa sobre oportunidades estratégicas nacionales (COSOP) tomó muy en cuenta las conclusiones de la EPP, que se analizaron conjuntamente con los interesados en un taller celebrado en Salvador (Bahía), en noviembre de 2007. Ese seminario sirvió como punto de partida para el diseño de este COSOP de modo que la EPP y el diseño del COSOP fueran etapas del mismo proceso. En este COSOP se describe el acuerdo alcanzado con el Gobierno sobre el programa del FIDA en el Brasil para los próximos cinco años (2008-2012). El proceso de consulta para el diseño del COSOP comprendió: i) el análisis de la EPP en el taller celebrado en Salvador; ii) la preparación de nueve documentos de trabajo que sirvieron de aportación; iii) la preparación de un documento temático; iv) la realización de una misión en enero de 2008 en el marco de la cual el equipo encargado de la preparación del COSOP<sup>1</sup> visitó Brasilia, Río de Janeiro, São Paulo y seis estados de la región del Nordeste; v) la celebración de un taller realizado en Brasilia en febrero de 2008 —organizado conjuntamente por la Secretaría de Asuntos Internacionales (SEAIN) del Ministerio de Planificación, Presupuesto y Gestión y el FIDA— a fin de analizar una versión preliminar del COSOP con los interesados; vi) la realización de breves misiones de reconocimiento en tres estados de la región del Nordeste; vii) la preparación de un borrador del COSOP por parte del equipo encargado del diseño y la formulación de comentarios por parte de examinadores *inter pares* independientes, y viii) la finalización del COSOP y su validación por el Gobierno del Brasil y por la dirección y la Junta Ejecutiva del FIDA (en el apéndice I se incluye información pormenorizada sobre este proceso).

### II. Contexto nacional

#### A. Situación económica, agrícola y de la pobreza rural

##### Antecedentes de la economía del país

2. Con una superficie de 8,5 millones de km<sup>2</sup>, una población de 189,3 millones de habitantes (2007) y un producto interno bruto (PIB) de casi USD 1 300 millones, el Brasil es el país más grande y con mayor población de América Latina. Además, es uno de los países más ricos en cuanto a recursos naturales, ya que posee vastas extensiones de tierras fértiles aptas para el cultivo y bosques naturales, abundantes recursos hídricos, una sorprendente biodiversidad, cuantiosas reservas de gas natural y petróleo, ricos recursos pesqueros, una variedad de depósitos minerales, una población trabajadora y talentosa, y una élite altamente educada. Con una renta nacional bruta (RNB) per cápita de USD 4 710 en 2006 (calculada mediante el factor de conversión del método Atlas del Banco Mundial), el Brasil es uno de los nueve países de ingresos medios-altos de América Latina. No obstante, la desigualdad y la exclusión son dos de los problemas más graves que afectan al país y constituyen la causa de la situación que viven regiones como el Nordeste, donde el nivel de pobreza y el índice de desarrollo humano son similares a los registrados en los países más pobres de América Latina.

<sup>1</sup> José María Caballero, Antônio Buainain, Octavio Damiani, Estela Neves e Iván Cossio.

3. En general, las condiciones macroeconómicas han sido favorables desde mediados de los años noventa, con tasas de inflación moderadas (4,5% en 2007), importantes reservas (USD 188 000 millones en enero de 2008), una balanza de pagos que ha registrado superávit (1,3% del PIB en 2006) y una fuerte entrada de capital. El PIB creció a una tasa media anual del 2,4% en 2000-2003 y del 4,5% en 2004-2007, y estuvo acompañado de mejoras en la distribución de los ingresos. No obstante, existen problemas estructurales y de corto plazo que continúan obstaculizando el crecimiento económico. Los principales problemas estructurales son: la innovación insuficiente; las trabas relacionadas con la infraestructura, en particular en los sectores de la energía y del transporte y las comunicaciones; y una tasa de inversión baja (especialmente si se la compara con las de otras economías emergentes), aunque continúa creciendo a una tasa media anual del 8,5%. Los principales problemas a corto plazo se refieren al nivel de las tasas de interés, que son muy elevadas respecto a la media internacional, y a una constante apreciación de la moneda luego de la fuerte depreciación registrada en 2002. Las tasas de interés se han visto afectadas por la reciente inflación internacional que ha reducido el impacto de una política orientada a reducir las tasas, pero, aun así, el Brasil se encuentra entre los países que reciben más fondos de las entidades internacionales: en 2007, las inversiones extranjeras directas superaron los USD 33 000 millones.
4. El país tiene un Gobierno Federal y está compuesto por un distrito federal, 26 estados y 5 564 municipalidades. A efectos de la planificación y las estadísticas, se divide en cinco macrorregiones que presentan marcadas diferencias en cuanto a población, tamaño, actividad económica y condiciones de vida. En las regiones Sur y Sudeste se registran los mejores indicadores sociales, mientras que en las regiones Nordeste y Norte existen graves carencias en cuanto al nivel de vida.
5. En los últimos 15 años, la economía y la sociedad del Brasil han experimentado muchos cambios importantes relacionados con las reformas estructurales iniciadas a comienzos del decenio de 1990. Sin embargo, el alcance de dichos cambios no se limita sólo al aspecto económico, dado que se fundaron en la estabilización monetaria —que sentó las bases de la sólida situación macroeconómica actual— y una mayor democracia, que instauró reglas institucionales nuevas y positivas. Desde la elección del Presidente Lula en noviembre de 2002, el Brasil ha consolidado su democracia y, a la vez, ha seguido manteniendo su programa de estabilización. Además, el alcance de los programas sociales se ha ampliado, y se aprecia un aumento sin precedentes de los niveles de asignación de fondos federales a programas sociales nuevos y ya existentes. Asimismo, el Programa de Aceleración del Crecimiento (PAC), iniciado por el Gobierno en 2007 con miras a acelerar el crecimiento del PIB, define un conjunto de inversiones públicas orientadas a eliminar los obstáculos infraestructurales que restringen las inversiones privadas, incrementan los costos sistémicos y limitan la competitividad.

#### **La agricultura y la pobreza rural**

6. Aunque la agricultura representa solamente alrededor del 7% del PIB, constituye una importante fuente de ingresos por concepto de exportaciones y de empleo para el país (28% y 21%, respectivamente).<sup>2</sup> El sector ha crecido rápidamente en los últimos dos decenios: la producción agrícola aumentó un 47% entre 1990 y 2000, y un 30% entre 2000 y 2006 (Índice de producción agropecuaria de la Organización de las Naciones Unidas para la Agricultura y la Alimentación [FAO]). Las áreas cultivadas y la producción de los principales cultivos —caña de azúcar, soja, maíz, naranjas, arroz, algodón, café, tabaco y cacao— han aumentado, al igual que la producción de productos animales (principalmente carne de ave, de cerdo y bovina), de los cuales el Brasil es uno de los principales productores mundiales. También han aumentado los ingresos rurales no agrícolas puesto que la ocupación principal del 30% de la población rural consiste en empleos no agrícolas (censo del año 2000). Ahora el sector agrícola enfrenta un doble desafío: mantener el equilibrio entre el

<sup>2</sup> Promedios para 2003-2005 indicados en el *Informe sobre el desarrollo mundial 2008* del Banco Mundial.

crecimiento agrícola y la protección del medio ambiente, y fomentar la inclusión social mediante la mejora de las condiciones de los asalariados agrícolas y la participación del sector pobre dedicado a la agricultura familiar en la tendencia de crecimiento.

7. La agricultura familiar<sup>3</sup> es una actividad importante en el Brasil:<sup>4</sup> representa el 85% de las explotaciones agrícolas, ocupa el 30% del área dedicada a la actividad agrícola, representa el 38% de la producción y el 50% de la inversión agrícola, y emplea a 14 millones de personas en más de 4 millones de explotaciones. La mitad de las personas empleadas en la agricultura familiar se encuentra en la región del Nordeste. Las condiciones en que se realiza esta actividad varían, pero predominan las pequeñas explotaciones pobres con ingresos por debajo del costo de oportunidad de la mano de obra en el mercado laboral. Más de la mitad de la producción se destina al consumo propio, y la especialización es insuficiente.
8. En 2007, se calculaba que la población del Brasil alcanzaba los 189,3 millones de habitantes. Según el censo realizado en 2000 el 19% de la población vivía en las zonas rurales,<sup>5</sup> por lo tanto, actualmente el país debe tener aproximadamente 35 millones de habitantes rurales. El Nordeste es la segunda macrorregión en cuanto a población (después del Sudeste), con alrededor de 51,5 millones de habitantes, de los cuales cerca de 16 millones viven en las zonas rurales. La mayoría vive en áreas remotas y pequeñas poblaciones rurales.
9. La pobreza en el Brasil es extendida, especialmente en las zonas rurales y la región del Nordeste, que presenta la mayor incidencia de pobreza. En 2004, el 7,5% de la población ganaba menos de 1 dólar al día y el 21,2%, menos de 2 dólares al día. Estas cifras ubican al Brasil en el octavo lugar entre los países latinoamericanos considerando este indicador de bienestar —por debajo de la Argentina, Chile, Colombia, Costa Rica, Panamá, la República Dominicana y el Uruguay—.<sup>6</sup> Utilizando el consumo como indicador de bienestar,<sup>7</sup> en el cuadro 1 se presentan las marcadas diferencias en los niveles de pobreza entre las zonas rurales y las urbanas, y entre la región del Nordeste y el país en su totalidad.

Cuadro 1

**Incidencia de la pobreza en el Brasil, 2002-2003**  
(porcentaje)

<i>Regiones</i>	<i>Línea de pobreza extrema</i>	<i>Línea superior de pobreza</i>
<b>Brasil</b>		
Nacional	8,5	52,8
Urbanas	6,0	50,0
Rurales	20,6	66,3
<b>Región del Nordeste</b>		
Urbanas	15,3	64,9
Rurales	30,6	76,3

Fuente: Banco Mundial (2007:42). Basado en la *Pesquisa de Orçamentos Familiares* de 2002-2003 (Encuesta de Presupuestos de los Hogares).

10. En los últimos 20 años, el Gobierno Federal y los gobiernos de los estados han destinado una enorme cantidad de recursos a los programas de reducción de la pobreza. El hecho de que los niveles de pobreza y desigualdad se han ido reduciendo a un ritmo constante en los últimos años demuestra de manera inequívoca que los resultados han sido positivos. Según los datos de la Encuesta de Presupuestos de los

<sup>3</sup> “Agricultura familiar” es la expresión que se utiliza en el Brasil para denominar al sector agrícola campesino.

<sup>4</sup> Proyecto de Cooperación Técnica, Instituto Nacional de Colonización y Reforma Agraria (INCRA)/FAO: “Novo Retrato da Agricultura Familiar. O Brasil Redescoberto”, INCRA, 2000.

<sup>5</sup> Se considera que la población rural en el Brasil es aquella que reside fuera de las áreas urbanas delimitadas por los gobiernos municipales.

<sup>6</sup> Banco Mundial: *Informe sobre el desarrollo mundial 2008*. Los años de la encuesta varían de un país a otro.

<sup>7</sup> Banco Mundial: *Brasil: Measuring Poverty Using Household Consumption*. Informe N.º 36358-BR, 10 de enero de 2007.

Hogares, entre 2001 y 2005 la incidencia de la pobreza por nivel de ingresos cayó del 38,6% al 34,1%, y la de la pobreza extrema del 17,4% al 13,2%; el Coeficiente de Gini respecto a la desigualdad de ingresos disminuyó del 59,3% al 56,6% en el mismo período.<sup>8</sup> Los principales factores que contribuyeron a la reducción de estas cifras fueron: i) las transferencias de efectivo realizadas por el Gobierno, entre las que se cuentan las pensiones y las transferencias condicionadas de efectivo (por ejemplo, un programa de prestaciones familiares denominado *Bolsa Família*); ii) el aumento de los ingresos gracias a mejores niveles educativos; iii) la reducción de los problemas y la discriminación en los mercados laborales, y iv) los aumentos del salario mínimo (Paes de Barros *et al.*, 2007).

11. El desempleo es mayor entre las mujeres (12,1%) que entre los hombres de las zonas rurales (9,6%). Las mujeres se encuentran más frecuentemente a cargo de hogares monoparentales con hijos y, en esos casos, la incidencia de la pobreza es elevada (75% en el Nordeste). No obstante, en cuanto a la educación, las mujeres no se encuentran en peor situación que los hombres y la tasa de alfabetización es la misma para ambos sexos (88%), al igual que el índice de finalización de la enseñanza primaria. Al contrario de lo que se cree generalmente, no existe una alta correlación entre color y pobreza entre la población rural del Nordeste, aunque la proporción de *pardos* (brasileños multiraciales) es un poco mayor entre la población pobre que entre la población no pobre (71% contra 67%), y el porcentaje de blancos es un tanto superior entre la población no pobre (28% contra 24%). Aproximadamente el 87% de la población indígena es pobre.
12. Como se ilustra en el cuadro 2, que muestra la composición de los ingresos de las familias rurales en el Nordeste, los ingresos no agrícolas ocupan un lugar destacado en las zonas rurales. Esto indica que el aumento de los ingresos rurales no agrícolas constituye un medio importante para reducir la pobreza, en particular entre los campesinos sin tierra.

Cuadro 2

**Ingresos rurales por fuente (y consumo) en el Nordeste brasileño**

Quintil 1996-1997

Quintil	Ingresos agrícolas		Ingresos no agrícolas
	Explotación agrícola	Trabajo asalariado	
Inferior	36,3	39,1	24,6
2 <sup>do</sup>	50,1	23,9	26,0
3 <sup>er</sup>	62,1	6,4	31,5
4 <sup>o</sup>	56,0	9,6	34,4
5 <sup>o</sup>	62,3	2,1	35,6

Fuente: Banco Mundial (2003:178).

13. A pesar de los avances logrados en los últimos años, los niveles de pobreza rural continúan siendo elevados. Los problemas principales que enfrentan los pequeños agricultores son: el limitado acceso a los recursos agrícolas, tales como tierras aptas para el cultivo y otros activos; una infraestructura deficiente; servicios de apoyo inadecuados; deficiencias institucionales y organizativas; y poca o ninguna educación, lo que limita su capacidad para innovar u obtener empleo remunerado fuera del sector agrícola. Es difícil para los agricultores ingresar a los mercados dinámicos debido a las dificultades que tienen para ofrecer un suministro fiable de productos de una calidad aceptable en grandes volúmenes. Además, debido al bajo nivel educativo que existe en las zonas rurales, a los trabajadores no calificados les resulta prácticamente imposible conseguir un buen empleo. Como consecuencia, el exceso de oferta de mano de obra en los mercados laborales rurales genera una presión constante a la baja en el nivel de los salarios. No existe un sistema eficiente

<sup>8</sup> Ricardo Paes de Barros *et al.*: *Desigualdade de Renda no Brasil: um análise da queda recente*. Instituto de Investigación Económica Aplicada (IPEA), Río de Janeiro, 2007.

para hacer respetar los derechos de los trabajadores, lo que da lugar a relaciones laborales insatisfactorias y, muy frecuentemente, malos ambientes laborales, especialmente en las zonas remotas.

14. La sostenibilidad de la reducción de la pobreza es un tema de importancia fundamental. Las políticas de infraestructura social y las transferencias legítimas de ingresos han dado lugar a mejoras en las condiciones de vida y los ingresos, pero dichos avances no han ido acompañados de mejoras de igual importancia en la capacidad de obtener ingresos que permitan una reducción sostenible de la pobreza. Se han establecido políticas de reducción de la pobreza orientadas a la producción, pero no son suficientes para eliminar las restricciones estructurales que influyen en la generación de ingresos. En este momento, los principales desafíos son:
  - i) aumentar la capacidad de generación de ingresos mediante servicios de apoyo a la producción; ii) facilitar el acceso a los mercados; iii) fortalecer las organizaciones de agricultores, y iv) eliminar los factores que perpetúan la pobreza extrema por medio de la educación de los niños y la capacitación técnica especializada de los jóvenes de las zonas rurales.
15. La crisis alimentaria provocada por el aumento vertiginoso de los precios es una cuestión importante, aunque no en la misma medida que en otros países. Deben tenerse presente las posibles consecuencias de dichas crisis para las familias de campesinos sin tierra, cuyos principales ingresos derivan de las actividades no agrícolas, y para los compradores netos de alimentos. No obstante, el incremento de los precios también puede dar lugar a un aumento de la producción agrícola que beneficie a los pequeños agricultores, quienes durante años han tenido que hacer frente a ingresos cada vez menores.

## B. Políticas, estrategias y contexto institucional

### Contexto institucional nacional

16. Hay un gran número de instituciones con las que el FIDA podría entablar asociaciones. A **nivel federal**, cabe mencionar especialmente el Ministerio de Desarrollo Agrario (MDA) y la SEAIN. El MDA es el principal punto de referencia del FIDA en materia de políticas sobre agricultura familiar y desarrollo rural, mientras que la SEAIN es la contraparte oficial del Fondo en el país. Otras entidades federales con las que el FIDA podría crear asociaciones valiosas son el *Banco do Brasil*, la Empresa Brasileña de Investigación Agropecuaria (Embrapa), el Ministerio de Ciencia y Tecnología (MCT) y el Servicio Brasileño de Apoyo a las Micro y Pequeñas Empresas (SEBRAE). Los posibles asociados a **nivel regional** en el Nordeste son el *Banco do Nordeste do Brasil*, el Instituto Nacional del Semiárido (INSA) del MCT y la Superintendencia de Desarrollo del Nordeste (SUDENE). Los **gobiernos de los estados** han demostrado su compromiso y fiabilidad como asociados del FIDA en las actividades de los proyectos, por ejemplo, en el Proyecto de Apoyo a las Familias de Bajos Ingresos en la Región Semiárida del Estado de Sergipe, el Proyecto de Desarrollo Comunitario en la Región de Rio Gavião y el Proyecto de Desarrollo de las Comunidades Rurales en las Zonas más Pobres del Estado de Bahía en curso de ejecución. Esto es posible gracias a que se ubican cerca de los lugares donde se llevan a cabo las actividades, tienen la responsabilidad directa ante los posibles beneficiarios y la población del estado, y generalmente desarrollan un fuerte sentido de apropiación.
17. Las organizaciones de agricultores, como la Confederación Nacional de Trabajadores de la Agricultura (CONTAG) y la Federación de Trabajadores y Trabajadoras de la Agricultura Familiar (FETRAF) son asociados potenciales, dado que ya participan en la red de la agricultura familiar que forma parte del Mercado Común del Sur (MERCOSUR) y que cuenta con el apoyo del FIDA. Además, el FIDA también podría establecer asociaciones constructivas con las numerosas organizaciones locales y de los estados, tanto de la sociedad civil como organizaciones sociales o dedicadas a la gestión de conocimientos, que participan en actividades pertinentes al mandato del

FIDA. El Proyecto de Desarrollo Sostenible de los Asentamientos Creados como Consecuencia de la Reforma Agraria en la Zona Semiárida de la Región del Nordeste, financiado por el FIDA, conocido como Proyecto Dom Helder Câmara ha demostrado la conveniencia de estas asociaciones para la ejecución de los proyectos, pero que también podrían ampliarse a las esferas de la gestión de los conocimientos y el diálogo sobre políticas.

18. Si bien de forma limitada, el FIDA ya ha establecido asociaciones con dos tipos de entidades: los gobiernos municipales y las entidades del sector privado. En vista de su creciente importancia, los gobiernos municipales son posibles asociados para la ejecución de proyectos en los estados. Con el sector privado se prevén tres tipos de asociaciones: para la prestación de servicios (por ejemplo, de asistencia técnica), el establecimiento de alianzas productivas con los pequeños agricultores y el suministro de conocimientos técnicos y fondos no reembolsables. Este último tipo de asociación —que ya se aplicó con éxito en el Proyecto Dom Helder Câmara— se ve favorecido por un mayor sentido de responsabilidad social entre las firmas brasileñas y el incremento en el número de fundaciones privadas.
19. Hasta el momento, las asociaciones del FIDA con instituciones internacionales han sido pocas, aunque cabe mencionar el Fondo para el Medio Ambiente Mundial (FMAM), que está financiando una operación vinculada al proyecto antes mencionado. Es particularmente evidente la falta de cooperación con el Banco Mundial en el Brasil (salvo por la cofinanciación de inversiones en el terreno en el mismo proyecto ya citado), sobre todo si se tiene en cuenta que el Banco lleva adelante un importante programa de reducción de la pobreza en la región del Nordeste.

#### **Estrategia nacional de reducción de la pobreza rural**

20. La reducción de la pobreza rural es uno de los principales objetivos del Gobierno brasileño y existen numerosas políticas y programas, llevados a cabo por diferentes entidades gubernamentales, que se han concebido con miras a lograr un importante impacto en la pobreza rural. Muchas de las políticas para la prestación de servicios sociales o la reducción de la pobreza son comunes a las zonas urbanas y rurales. A nivel federal, las prioridades de dichas políticas pueden resumirse en los siguientes puntos:
  - **Políticas de seguridad social** consistentes en programas de transferencia de ingresos. Entre ellos, los más importantes son el plan de pensiones rurales (los ciudadanos de las zonas rurales mayores de 60 años reciben un ingreso mínimo a modo de pensión) y el programa *Bolsa Família* (asignación familiar), un plan nacional de transferencias condicionadas de efectivo que en 2006 benefició a 11 millones de familias, mediante el cual se otorgan subsidios directos a las familias pobres (rurales y urbanas) que envían a sus hijos a la escuela.
  - **Apoyo a la agricultura familiar** a través del Programa Nacional de Fortalecimiento de la Agricultura Familiar (PRONAF), un amplio programa mediante el cual se ofrecen créditos agrícolas subvencionados, asistencia a las pequeñas agroindustrias, seguros para las cosechas, y apoyo para la infraestructura, la extensión y la capacitación rurales. El PRONAF tiene varias líneas de crédito con diferentes niveles de subsidios, dependiendo de los ingresos, por ejemplo: créditos estacionales y a mediano plazo, y créditos para poblaciones concretas (por ejemplo, PRONAF *Mulher* para las mujeres y PRONAF *Jovem* para los jóvenes). También se brinda apoyo a través del Programa de Adquisición de Alimentos de la Agricultura Familiar (*Programa de Adquisição de Alimentos*), por medio del cual se procura comprar alimentos a los pequeños agricultores.

- **El programa de acceso a las tierras**, que comprende las tres líneas de acción siguientes: i) expropiación con compensación de las explotaciones abandonadas o ineficientes, a través del programa *Assentamentos Sustentáveis para Trabalhadores Rurais*; ii) préstamos subvencionados a los campesinos sin tierra o casi sin tierra para que puedan adquirir explotaciones por medio del programa *Credito Fundiario*, y iii) apoyo a los asentamientos creados como consecuencia de la reforma agraria mediante el programa *Desenvolvimento Sustentável na Reforma Agraria*.
  - **Actividades de desarrollo territorial rural** en las zonas pobres seleccionadas, coordinadas por la Secretaría de Desarrollo Territorial del MDA y la *Casa Civil* (órgano de la Presidencia), principalmente mediante el amplio programa *Territorios da Cidadania*, que en 2008 desembolsará R\$ 11 300 millones (equivalentes a USD 7 110 millones) a través de 15 ministerios.
  - **Diversas iniciativas federales orientadas a satisfacer las necesidades básicas en relación con la infraestructura en las zonas rurales**, que se llevan a cabo mediante programas tales como *Saneamento Rural*, *Proagua Infraestrutura*, *Luz para Todos* y otros, o que abordan necesidades rurales concretas por conducto de programas como *Conviver*, *Agricultura Irrigada*, *Probacias*, *Proteção de Terras Indígenas* y otros.
  - **Programas ambientales** de importancia para la reducción de la pobreza en la región del Nordeste y para fomentar la ordenación sostenible de la tierra, por ejemplo: el Plan Nacional para Combatir la Desertificación, el *Programa Nacional de Apoio à Agricultura de Base Agro-Ecológica nas Unidades Familiares* y las iniciativas de los gobiernos de los estados para proteger el bioma de la *Caatinga*, situado en un área de 850 000 km<sup>2</sup>, aproximadamente, parte de la cual fue designada reserva de la biosfera por la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura (UNESCO).
21. La administración actual incrementó la cobertura del programa *Bolsa Família*, hizo mayor hincapié en la reforma agraria y el respaldo a la agricultura familiar, y puso en marcha el programa *Territorios da Cidadania*. Las innovaciones se han orientado de modo que favorezcan la igualdad de género y permitan asegurar a los pequeños agricultores contra los riesgos relativos a los precios y el clima.

#### **Armonización y alineación**

22. El FIDA no ha coordinado sus actividades con las de otros donantes que trabajan en el Brasil. Nunca ha participado en foros de coordinación de donantes, no ha realizado estudios conjuntos, no ha cofinanciado proyectos (salvo un proyecto en Ceará cofinanciado con el Banco Mundial a principios del decenio de 1980) ni ha adoptado enfoques armonizados en materia de ejecución de proyectos.

### **III. Enseñanzas extraídas de la experiencia del FIDA en el país**

#### **A. Resultados, impacto y desempeño anteriores**

23. El FIDA ha financiado seis proyectos en el Brasil por una cuantía total de los préstamos de USD 142 millones y fondos de contrapartida por el monto de USD 277 millones. Todos los proyectos del FIDA se han centrado en el Nordeste y han incluido préstamos en condiciones ordinarias de financiación. Las operaciones en curso son el Proyecto Dom Helder Câmara, con un costo total de USD 93,4 millones y un préstamo del FIDA por USD 25 millones, y el Proyecto de Desarrollo de las Comunidades Rurales en las Zonas más Pobres del Estado de Bahía, con un costo total de USD 60,5 millones y un préstamo del FIDA por valor de USD 30,5 millones. Se han logrado avances en el diálogo sobre políticas, principalmente entre los países del MERCOSUR a través del Programa de apoyo institucional y normativo con objeto de reducir la pobreza rural en la zona del MERCOSUR (un programa conjunto del FIDA y el MERCOSUR), y del Fortalecimiento de la participación de las organizaciones de pequeños agricultores en el diálogo sobre políticas en el marco de la Reunión Especializada sobre Agricultura Familiar (REAF) de los países del MERCOSUR (un programa conjunto del FIDA y la REAF).
24. Una de las conclusiones de la EPP sobre el Brasil fue que los resultados de la cartera de proyectos, en general, fueron buenos. Las actividades financiadas por el FIDA contribuyeron a aumentar los ingresos y mejorar los medios de vida en el Nordeste, principalmente mediante la promoción de la seguridad hídrica, el fomento del desarrollo agrícola y la ordenación de los recursos naturales, y la promoción de la participación de la población rural pobre en los procesos relativos al desarrollo a través de un mayor acceso a la educación, la infraestructura y otros servicios de apoyo. También se apreciaron logros en cuanto al empoderamiento de la mujer, por ejemplo, gracias a que se les facilitó el acceso a documentos de identidad. Aunque de forma limitada, también se brindó apoyo a las actividades no agrícolas, básicamente artesanías tradicionales y otras industrias artesanales. Además, los proyectos del FIDA han contribuido a mejorar la capacidad de las instituciones y ONG de base mediante su participación en las actividades de los proyectos. Por otra parte, se determinó que las perspectivas en materia de sostenibilidad son alentadoras.
25. Las principales deficiencias detectadas mediante la EPP fueron la inadecuada atención a los vínculos con el mercado, al diálogo sobre políticas y a la gestión de los conocimientos. Por otra parte, las actividades financiadas por el FIDA han contribuido a introducir innovaciones en dos aspectos: i) en el enfoque general en materia de desarrollo rural, por ejemplo, con el paso de un enfoque vertical a uno impulsado desde la base, y ii) en lo concerniente a la tecnología y la infraestructura, centrándose en tecnologías de bajo costo, sencillas y fáciles de adoptar. No obstante, la ampliación y reproducción de las innovaciones no han sido suficientes, lo cual ha restringido las oportunidades para reproducir las innovaciones que han obtenido resultados positivos. Por último, la evaluación señaló que la cooperación con otros organismos internacionales que desarrollan su labor en el Brasil ha sido particularmente escasa.

#### **B. Enseñanzas extraídas**

26. Algunas de las principales enseñanzas extraídas por el FIDA en el Brasil son las siguientes:
  - El desembolso de los fondos de los préstamos y los de contrapartida, así como la gestión administrativa, se simplifica cuando los proyectos están a cargo de las entidades gubernamentales de los estados, en lugar de las



federales, debido al mayor sentido de apropiación de los gobiernos de los estados y a la “no adicionalidad” de los fondos a los presupuestos de las entidades federales (véase el párrafo 27).

- El impacto en los ingresos de los agricultores es limitado cuando no se presta suficiente atención al desarrollo de los vínculos con el mercado y a la asistencia técnica y la capacitación para acceder a los mercados. No obstante, el apoyo prestado a la producción de subsistencia ha tenido un impacto positivo en el bienestar de los agricultores al mejorar su seguridad alimentaria.
- Las insuficiencias en cuanto a los resultados en la gestión de los conocimientos, el diálogo sobre políticas y la ampliación de las innovaciones exitosas integradas a través de los proyectos se vinculan con la falta de estrategias y recursos para dichas iniciativas, y con la falta de una presencia permanente del FIDA en el país.
- El enfoque territorial favorece la aplicación de un concepto multidimensional para reducir la pobreza. Asimismo, facilita la coordinación de actividades con los gobiernos de los estados y municipales, la creación de asociaciones institucionales y la participación de las organizaciones beneficiarias en los órganos encargados de tomar decisiones en el ámbito local, como son los consejos municipales y regionales.
- La selección de las actividades de los proyectos en función de la demanda por parte de las comunidades, y su transferencia a las organizaciones comunitarias para ejecutar dichas actividades, constituye una vía eficaz para fomentar el sentido de apropiación y el aprendizaje.
- Las organizaciones de la sociedad civil, como las ONG y las cooperativas de técnicos, pueden desempeñar un papel fundamental en la prestación de servicios organizativos y técnicos para ayudar a llevar adelante las actividades de los proyectos.
- Las organizaciones comunitarias pueden cumplir una función de gran importancia en la prestación de servicios de asistencia técnica, al recibir los fondos de los proyectos para contratar dicha asistencia y, bajo la supervisión del proyecto, trabajar directamente con los proveedores.

## **IV. Marco estratégico del FIDA en el país**

### **A. Ventaja comparativa del FIDA en el país**

27. Dado que el Brasil posee muchas fuentes de inversión y un amplio acceso a los mercados financieros, los préstamos del FIDA revisten una importancia financiera limitada para el Gobierno Federal. Además, los préstamos de los organismos multilaterales no incrementan los presupuestos de las entidades federales a cargo de la ejecución de los proyectos como consecuencia del principio de la “no adicionalidad”. No obstante, como el Fondo no sólo otorga préstamos sino que también brinda apoyo por otras vías, la financiación de los proyectos mediante préstamos del FIDA conlleva varias ventajas para el Gobierno, a saber: i) el acceso gratuito a equipos especializados para la preparación de los proyectos; ii) la posibilidad de obtener donaciones del FIDA; iii) el acceso a los contactos del Fondo a efectos de obtener recursos de otros donantes; iv) el uso de un sistema externo de supervisión de proyectos para hacer un seguimiento de la calidad de éstos; v) el uso de procedimientos financieros y administrativos supervisados externamente que favorecen la transparencia en los proyectos; vi) el empleo de sistemas de seguimiento y evaluación (SyE) que permiten llevar un registro de las actividades, los beneficiarios, los resultados y las enseñanzas de los proyectos; vii) una mayor continuidad de las actividades y recursos de los proyectos a pesar de los cambios en

las administraciones políticas, y viii) un mayor acceso a los conocimientos técnicos, la información y las redes en materia de desarrollo rural. Estas “ventajas colaterales” de los préstamos del FIDA son decisivas en el caso del Brasil porque, a nivel federal, las contribuciones puramente financieras revisten una importancia limitada. A su vez, el Brasil es muy importante para el FIDA por su capacidad para generar innovaciones que luego se pueden compartir con otros países, su posición de liderazgo en la región, la posibilidad de trabajar a nivel subnacional, y la experiencia que permite adquirir en relación con los desafíos relativos a las políticas y los programas en favor de los pobres en un país tan grande.

28. Los préstamos del FIDA revisten mayor importancia para los gobiernos de los estados. Al ser entidades más pequeñas y con menos recursos, puede resultar útil a estos gobiernos tener acceso a los préstamos del FIDA a fin de ampliar su capacidad de inversión. Además, el principio de “no adicionalidad” aplicable a los presupuestos de los organismos federales no se aplica en el caso de los gobiernos de los estados. Por último, debido a que tienen menor capacidad administrativa y acceso a los conocimientos técnicos del ámbito internacional, las entidades de los estados pueden sacar mayor provecho que los organismos federales de los mencionados elementos de valor agregado presentes en los préstamos del FIDA.
29. Dado que el FIDA es una organización especializada y una “entidad relativamente pequeña” si se toman en cuenta el tamaño del Brasil y sus necesidades, deberá tratar de crear un nicho bien definido dentro del área general del desarrollo rural y la reducción de la pobreza en el país. En el proceso de la EPP, los interesados indicaron que las dos características más valiosas de los proyectos del FIDA eran su dimensión experimental y la flexibilidad durante la ejecución. Con respecto a las futuras actividades del FIDA en el Brasil, durante el proceso de consulta en el marco del COSOP, también se señaló la importancia de: i) promover fuentes de ingresos y empleo sostenibles para la población rural pobre, y ii) recopilar conocimientos y analizar las políticas relativas al desarrollo rural y la reducción de la pobreza, con especial referencia a la región semiárida del Nordeste.
30. Como organismo de las Naciones Unidas especializado en la lucha contra la pobreza rural, el FIDA tiene una sólida trayectoria de trabajo con grupos vulnerables y organizaciones de la sociedad civil. Esto representa cierta ventaja a la hora de fomentar el establecimiento de asociaciones institucionales y actuar como “intermediario imparcial” entre los sectores sociales y los gubernamentales; el empleo de estas alianzas en la lucha contra la pobreza rural constituye otro nicho para la labor del Fondo.
31. La mayor parte de los proyectos y programas del FIDA se ha llevado a cabo en el Nordeste, por lo cual la mayoría de los gobiernos de los estados de la región conocen su trabajo. Además, el Fondo ha acumulado conocimientos especializados sobre los aspectos institucionales relacionados con los estados del Nordeste y los problemas que padecen las zonas semiáridas en materia de desarrollo. Por lo tanto, cuenta con una ventaja en la región.

## **B. Objetivos estratégicos**

32. El Gobierno Federal y los gobiernos de los estados del Brasil, así como las entidades donantes que desarrollan su labor en el país, han invertido grandes cantidades de recursos en intervenciones orientadas a mejorar la infraestructura y los servicios sociales para la población rural pobre, en particular en la región del Nordeste. Aunque el FIDA ha desempeñado un importante papel en los enormes avances logrados en los últimos 20 años, ahora deberá centrar su atención en el mayor desafío que enfrenta el Brasil en este momento: interrumpir el ciclo vicioso de la pobreza que se perpetúa por la falta de fuentes de ingresos y empleo sostenibles

para la población rural pobre, concentrándose especialmente en las zonas semiáridas del Nordeste. Asimismo, deberá contribuir a crear condiciones que estimulen a los jóvenes del Nordeste a permanecer en la región o, si prefieren migrar a otro lugar, a hacerlo en mejores condiciones que en el pasado.

33. Se han determinado cuatro objetivos estratégicos para el próximo ciclo de actividades del FIDA en el país. Dichos objetivos reflejan el enfoque descrito anteriormente y las preferencias expresadas por los interesados durante el proceso de consulta del COSOP. También son coherentes con la experiencia del FIDA en el país, su marco estratégico y sus prioridades generales para toda la región de América Latina y el Caribe. Los dos primeros objetivos se centran directamente en mejorar las condiciones de vida de la población rural pobre, y se lograrán básicamente a través de proyectos y programas financiados por el Fondo. Los dos siguientes se relacionan, respectivamente, con la gestión de los conocimientos y el diálogo sobre políticas y se alcanzarán principalmente por medio de contribuciones no reembolsables del FIDA y sus asociados.
34. **Objetivo estratégico 1. Incrementar la producción agrícola comercial de los pequeños agricultores, con el correspondiente acceso a los mercados en condiciones beneficiosas y sostenibles.** Esto requerirá una mejora de la infraestructura productiva, los equipos y los servicios de apoyo (especialmente asistencia técnica); el fortalecimiento de las organizaciones de agricultores; la promoción y el respaldo de las alianzas productivas; y el establecimiento de incentivos dirigidos a los pequeños agricultores para que intensifiquen la producción e introduzcan innovaciones adecuadas para las condiciones semiáridas y en un contexto de cambio climático. El énfasis en el incremento de la producción comercial no implica que el FIDA no participe en las iniciativas orientadas a mejorar la producción para el consumo propio y la seguridad alimentaria. Lo que indica, sin embargo, es que la principal prioridad para este nuevo ciclo no será la producción de subsistencia sino la comercial. Por lo que se refiere a la agricultura comercial, se deberá tomar en cuenta la crisis de los precios de los alimentos, lo cual puede constituir tanto un riesgo para los pobres como una oportunidad para los pequeños agricultores comerciales.
35. **Objetivo estratégico 2. Mejorar el acceso de la población rural pobre al empleo y las actividades comerciales no agrícolas en las zonas y pueblos rurales, especialmente en relación con las mujeres y los jóvenes.** Para alcanzar este objetivo, que está dirigido por igual a particulares y a grupos, será necesario: i) buscar oportunidades locales que permitan desarrollar emprendimientos comerciales para la población rural pobre; ii) realizar inversiones en el desarrollo de la cultura empresarial y la capacidad de gestión a nivel individual y comunitario; iii) identificar oportunidades de empleo y determinar las competencias y los conocimientos técnicos que demandan los mercados locales, y iv) preparar programas de capacitación para brindar conocimientos especiales a la población-objetivo del FIDA. La aplicación de un enfoque territorial en materia de desarrollo rural contribuirá tanto a detectar dichas oportunidades como a programar las inversiones que se necesiten para ampliar las oportunidades de empleo no agrícola.
36. **Objetivo estratégico 3. Mejorar, mediante la generación de conocimientos y su difusión, la capacidad de la población rural pobre y las instituciones pertinentes del Nordeste de coexistir con las condiciones semiáridas de la región, adaptarse al cambio climático y sacar mayor provecho de las posibilidades de desarrollo de la región semiárida.** Este objetivo implica: i) apoyar la difusión y el intercambio de información y, con la participación de los gobiernos de los estados, los institutos académicos y las organizaciones de la sociedad civil, establecer redes de debate e intercambio de conocimientos a efectos de compartir las experiencias y las tecnologías que han tenido resultados positivos para el desarrollo de la región semiárida del Nordeste; ii) respaldar el seguimiento

del cambio climático en el Nordeste y la difusión de las medidas de adaptación; iii) establecer asociaciones con instituciones pertinentes que trabajan en las esferas de la ciencia, la tecnología y las innovaciones para las zonas semiáridas, y iv) fortalecer la capacidad para aprender de la experiencia en el marco de los proyectos del FIDA. Se prestará especial atención al funcionamiento eficaz y eficiente de los sistemas de SyE. Este objetivo estratégico se basa en la idea de que, en lugar de verlo como un problema, el semiárido debería considerarse una región con una identidad propia, con patrones de precipitaciones irregulares, ecosistemas variados y complejos, ricos recursos naturales y humanos, y potencial de crecimiento específico.

37. **Objetivo estratégico 4. Profundizar en los debates sobre la reducción de la pobreza rural y las políticas de agricultura familiar en los ámbitos nacional e internacional.** Se realizarán actividades a **nivel nacional** contando con el MDA como asociado privilegiado, así como con otras entidades del Gobierno Federal, universidades e instituciones dedicadas a la investigación, sindicatos y representantes de la población rural, ONG y organismos donantes (las áreas que se abordarán se indican más abajo en la sección sobre "Vinculaciones con las políticas"). Las actividades a **nivel internacional** comprenderán dos aspectos: la constante participación del Fondo en los debates sobre las opciones en materia de políticas para los agricultores dedicados a la agricultura familiar en los países del MERCOSUR, a través de la REAF; y el respaldo del FIDA a fin de ampliar el programa de cooperación Sur-Sur del Brasil, especialmente en África, por medio de sus proyectos en América Latina y el Caribe. Este respaldo requerirá la adopción de medidas institucionales por parte del FIDA, en las que participen todas las divisiones pertinentes, y se basará en la experiencia adquirida a través de sus programas, por ejemplo: el Programa Afrolatinos; FIDAFRIQUE; FIDAMERICA; la Red de Conocimientos para el Desarrollo Rural en la Región de Asia y el Pacífico (ENRAP), y el Programa para el fortalecimiento de la capacidad regional de seguimiento y evaluación de los proyectos del FIDA para la reducción de la pobreza rural en América Latina y el Caribe (PREVAL). Se estudiará la posibilidad de ampliar los debates y las actividades de intercambio de conocimientos a los países de la región de Asia y el Pacífico, especialmente a otros países de gran tamaño e ingresos medios, como la India.
38. El logro de los objetivos mencionados anteriormente se regirán por **seis principios**, a saber:
- Una visión integrada de los proyectos de inversión y el diálogo sobre políticas, donde las políticas sirvan de guía al diseño y la ejecución de los proyectos, y los proyectos ofrezcan enseñanzas que contribuyan a mejorar el diseño y la aplicación de las políticas.
  - El agrupamiento de inversiones en torno a programas que puedan atraer a un número suficiente de productores para alcanzar una masa crítica de productos, y la aplicación de un enfoque del desarrollo productivo que se base en cadenas de valor.
  - La selección de propuestas técnicas adaptadas a las condiciones de producción y las competencias de los posibles participantes.
  - La integración de las medidas orientadas a la reducción de la pobreza rural con la ordenación de los recursos naturales y la gestión ambiental, y con la adaptación al cambio climático.
  - La flexibilidad en la ejecución de las actividades del FIDA para que los objetivos acordados puedan adaptarse en función de los cambios de circunstancias, manteniendo la continuidad.
  - El aprovechamiento de las instituciones, los conocimientos y las asociaciones institucionales existentes.

### C. Oportunidades de innovación

39. Este nuevo COSOP ofrece muchas oportunidades de innovación. Las más evidentes son las relacionadas con la bioenergía, las asociaciones con el sector privado, la gestión de los conocimientos y el diálogo sobre políticas.
40. La bioenergía genera considerables beneficios para los agricultores brasileños, pero aún no está claro si los pequeños agricultores serán capaces de ingresar a las cadenas de valor de ese sector y, si así fuera, es discutible si ello abriría vías para aumentar sus ingresos. Las soluciones innovadoras deberán probarse en tecnologías y cultivos adecuados para los pequeños productores, agricultores y modelos de organizaciones, así como en la etapa de procesamiento y las vinculaciones con el mercado. Estas innovaciones podrían favorecer la ejecución de importantes programas de apoyo a las políticas.
41. Podrían incorporarse innovaciones en las asociaciones con el sector privado, mediante nuevos modelos para vincular a los grupos de agricultores con los agentes del sector privado en alianzas productivas que faciliten el acceso de los pequeños agricultores a las cadenas de valor. Esto también podría aplicarse a modelos nuevos que vinculen a las fundaciones del sector privado con la financiación de las actividades respaldadas por el FIDA.
42. Una innovación en materia de gestión de los conocimientos podría ser la creación de redes de debate e intercambio de conocimientos, como se indica en el objetivo estratégico 3. En cuanto al diálogo sobre políticas, una innovación podría ser que el FIDA apoyara al Gobierno brasileño en la ampliación de la cooperación Sur-Sur, como se menciona en el objetivo estratégico 4.
43. Como se destaca en la EPP, se han incorporado interesantes innovaciones en el Proyecto Dom Helder Câmara. Hasta la fecha la difusión y ampliación de estas innovaciones han sido escasas, y deberá hacerse todo lo posible por desarrollarlas.

### D. Estrategia de focalización

44. **Focalización regional.** Los nuevos proyectos propuestos en este COSOP se centrarán en la región del Nordeste y su ejecución estará a cargo, principalmente, de los gobiernos de los estados. El Gobierno Federal expresó su voluntad de apoyar los nuevos proyectos propuestos por los gobiernos de los estados, siempre que dichas intervenciones se ajustaran a las prioridades, los requisitos y los procedimientos del país. Hay tres motivos que justifican esta atención continua a la región del Nordeste: tiene la mayor concentración de población rural pobre; se ve particularmente afectada por la desertificación y el cambio climático, y el FIDA cuenta con una ventaja comparativa en la región. En la EPP se recomienda que el Fondo considere la posibilidad de ampliar sus proyectos a la región Norte. El FIDA es consciente de las necesidades de los pobres rurales de la región Norte y, en la medida que lo permitan sus recursos, procurará crear las condiciones necesarias para ampliar sus actividades a esa región en el futuro.
45. **Grupo-objetivo.** Los grupos seleccionados en el marco de este nuevo COSOP son los agricultores pobres, los colonos de la reforma agraria y los trabajadores rurales de la región del Nordeste. Hasta la fecha, los agricultores pobres son los que han recibido más asistencia por conducto de los proyectos del FIDA, pero en este nuevo COSOP se procurará incluir en el grupo-objetivo a los colonos y los trabajadores rurales. Las mujeres y los jóvenes recibirán especial atención.
46. En la EPP se recomendó que, durante la preparación del COSOP, se ampliara el grupo-objetivo de las actividades del Fondo y se incluyera a las poblaciones indígenas de la región Norte. No obstante tras los debates celebrados con los interesados, se decidió no incluir a las poblaciones indígenas que habitan fuera de la región del Nordeste, porque: i) dichas comunidades suelen estar geográficamente dispersas; ii) el FIDA carece de experiencia concreta con las poblaciones indígenas del Brasil; iii) los pueblos indígenas tienen una relación especial con la *Fundação*

*Nacional do Índio*, una entidad federal con la que el FIDA nunca ha trabajado, y iv) el FIDA cuenta con recursos limitados. Sin embargo, los grupos indígenas y otros grupos étnicos, tales como los *quilombolas*<sup>9</sup>, presentes en el Nordeste sí formarán parte del grupo-objetivo del FIDA en la región.

47. **Mecanismos de focalización.** Se emplearán los siguientes mecanismos de focalización: i) para los objetivos estratégicos 1 y 2, se utilizará la autoselección mediante la promoción de actividades, tecnologías y métodos de intervención de interés prioritario para los pobres; ii) para los objetivos estratégicos 3 y 4, en los que el carácter de los beneficios es difuso, se aplicará la focalización inclusiva; iii) a fin de establecer las condiciones para participar en las actividades, se utilizará la focalización selectiva, basada en criterios específicos relativos a los hogares o la comunidad; iv) para seleccionar las prioridades de inversión de particulares y comunidades, se aplicarán enfoques basados en la demanda, y v) para la asignación de fondos limitados entre las comunidades o los particulares seleccionados se recurrirá a mecanismos competitivos. Estos mecanismos permitirán una selección más adecuada de los beneficiarios y una mayor transparencia en la asignación de fondos.

## E. Vinculaciones con las políticas

48. El FIDA colaborará con el Gobierno Federal en el análisis de los temas relativos a las políticas en materia de pobreza rural mediante su contribución a los debates y la asistencia en la creación de foros de debate, en el entendido de que la formulación de políticas es una responsabilidad exclusivamente nacional. El diálogo sobre políticas no se limitará a la experiencia del FIDA en materia de proyectos, ya que los conocimientos del Fondo en materia de desarrollo rural en todo el mundo le permiten colaborar en dicho diálogo sobre políticas en una dimensión que no se limita a los proyectos en un país en particular. En el caso del Brasil, el FIDA ya ha demostrado la importancia de su participación en un diálogo sobre políticas más amplio mediante el apoyo brindado a la REAF.
49. La financiación para el diálogo sobre políticas provendrá de las donaciones del FIDA y de los organismos internacionales y las entidades gubernamentales dispuestos a cofinanciar las actividades en esta materia.
50. Un área del diálogo sobre políticas pertinente a los **objetivos estratégicos 1 y 2** es la ampliación del enfoque territorial en materia de desarrollo rural. Las posibles áreas de debate son las siguientes: i) las formas de aumentar el empleo rural no agrícola; ii) el establecimiento de un fondo competitivo para cofinanciar las inversiones consideradas prioritarias en los planes territoriales, y iii) el fortalecimiento de las instituciones de nivel medio, en particular los consejos regionales. Otras esferas del diálogo comunes a los objetivos estratégicos 1 y 2 son: las nuevas políticas para favorecer las alianzas orientadas a la producción, lo que comprende la asistencia técnica y organizativa, el fomento del acceso al mercado y los fondos para cofinanciar las inversiones necesarias, y los incentivos para el agrupamiento de las inversiones.
51. Las esferas relativas al diálogo sobre políticas vinculadas al **objetivo estratégico 1** son: i) el aumento de la asistencia técnica a fin de ampliar y diversificar los servicios, mejorar la calidad e imprimir un mayor énfasis agroecológico, y ii) las políticas que favorezcan el acceso de los agricultores dedicados a la agricultura familiar a los mercados del sector de la bioenergía. Con respecto al **objetivo estratégico 2**, la principal esfera del diálogo sobre políticas se refiere al mejoramiento de la educación rural para aumentar los conocimientos y generar una disposición hacia la innovación entre los jóvenes.

<sup>9</sup> Comunidades formadas originalmente por esclavos huidos.

52. El **objetivo estratégico 3** guarda relación principalmente con la gestión de los conocimientos a fin de favorecer la adaptación a las condiciones semiáridas del Nordeste. El respaldo a las redes de conocimientos ya se ha señalado como instrumento para facilitar la gestión de conocimientos y el diálogo sobre políticas. En este sentido, serían de particular importancia los temas orientados a impulsar el desarrollo regional sobre la base de un crecimiento incluyente, y la conservación de la biodiversidad como forma de luchar contra la desertificación y adaptarse al cambio climático.
53. El **objetivo estratégico 4** se centra en el diálogo sobre políticas en los niveles nacional e internacional. Las cuestiones relativas a dicho diálogo a nivel nacional se tratan en los apartados correspondientes a los objetivos estratégicos 1, 2 y 3. A nivel internacional, en el marco de la cooperación Sur-Sur, el apoyo del FIDA al diálogo sobre políticas entre el Brasil y los asociados africanos podría centrarse en las tecnologías y los métodos orientados a mejorar los medios de vida en las zonas que presentan condiciones semiáridas. El FIDA deberá seguir prestando especial atención a las políticas de agricultura familiar en la REAF.

## V. Gestión del programa

### A. Gestión del COSOP

54. La gestión del programa será responsabilidad del Gerente del Programa en el País (GPP) que trabajará en la Sede del FIDA. Asimismo, se establecerá una oficina y se contratará un oficial en el país que trabajará en la gestión del COSOP junto con el GPP; el Fondo y el Gobierno acordarán las disposiciones relativas a dicha oficina. El oficial en el país participará en la supervisión y el apoyo a la ejecución de los proyectos y las donaciones, facilitará el intercambio de la información y las lecciones extraídas de los proyectos del FIDA, contribuirá al diálogo permanente entre el FIDA y las autoridades del Gobierno Federal y los gobiernos de los estados, analizará las posibilidades para nuevas actividades en el país, fomentará la creación de nuevas asociaciones institucionales, y brindará apoyo a las actividades de gestión de conocimientos y diálogo sobre políticas en el marco establecido en el presente COSOP. La mayor presencia en el país contribuirá a lograr una mayor eficacia de los proyectos y a mejorar la ejecución.
55. Todos los proyectos nuevos aprobados en el Brasil serán supervisados directamente por el FIDA. El GPP dirigirá las misiones de supervisión, acompañado por el oficial en el país y especialistas externos. No obstante, el FIDA podrá disponer que un proveedor de servicios preste apoyo en los aspectos de control fiduciario y administración de los préstamos. La responsabilidad del único proyecto en curso que actualmente es supervisado por una institución cooperante se transferirá al Fondo en 2009. El apoyo permanente a la ejecución de los proyectos y otras actividades estará a cargo del FIDA, que contará con la colaboración de instituciones y expertos locales, y de especialistas internacionales con una amplia experiencia en el Brasil.

### B. Gestión del programa en el país

56. El seguimiento de la ejecución del programa en el país se basará en el marco de resultados del COSOP y los informes sobre los proyectos de conformidad con el sistema de gestión de los resultados y el impacto (RIMS). Las revisiones de la ejecución se llevarán a cabo anualmente. A tales efectos, se elaborarán informes sobre el progreso de la ejecución del COSOP que se basarán en los informes sobre la situación de los proyectos y los informes de supervisión de las donaciones y los proyectos en curso, así como las hojas de síntesis sobre la situación del programa en el país. Se prestará atención al examen de las actividades realizadas fuera del ámbito de los proyectos, en particular en materia de diálogo sobre políticas, gestión de los conocimientos y programas regionales.

57. El equipo en el país desempeñará un importante papel en la gestión del programa, y estará formado por representantes de los principales asociados brasileños, el GPP, el personal de dirección de los proyectos en curso, el oficial en el país y consultores familiarizados con el desarrollo rural en el Brasil. El equipo se reunirá anualmente en el país para analizar el informe anual sobre el estado de ejecución del COSOP. El FIDA también participará en reuniones anuales convocadas por la SEAIN a fin de examinar el progreso de la cartera de proyectos financiados por los organismos multilaterales de financiación. Durante el segundo semestre de 2010 o el primer semestre de 2011, dependiendo del progreso de la ejecución, se llevará a cabo una revisión a mitad de período del COSOP. Se prevé que en 2013 se realice una evaluación final independiente. Antes de dicha evaluación, la División de América Latina y el Caribe llevará a cabo una autoevaluación.

### **C. Asociaciones institucionales**

58. El FIDA continuará creando asociaciones con los organismos gubernamentales, las organizaciones de la sociedad civil, los organismos de cooperación internacional, el sector privado y las organizaciones académicas y las dedicadas a la investigación. Los gobiernos de los estados tendrán preferencia como asociados para llevar a cabo los proyectos de inversión. En el Gobierno Federal, los principales asociados serán la SEAIN y el MDA; las asociaciones con estas entidades se centrarán en el diálogo sobre políticas y la gestión de conocimientos. Otros posibles asociados a nivel federal son el *Banco do Brasil*, la Embrapa, el MCT y el SEBRAE. Las principales universidades y centros nacionales de conocimientos del Brasil también podrían desempeñarse como asociados pertinentes en las actividades relativas al diálogo sobre políticas a nivel nacional. A nivel regional, se consideran asociados pertinentes en el Nordeste al *Banco do Nordeste do Brasil*; a la *Articulação no Semi-Árido Brasileiro*, un foro de organizaciones de la sociedad civil en las regiones semiáridas; al INSA; a la Superintendencia de Desarrollo del Nordeste, y a las universidades de influencia en la región.
59. Con respecto a los organismos internacionales, el Fondo fortalecerá su colaboración con el Instituto Interamericano de Cooperación para la Agricultura (IICA), la Corporación Andina de Fomento (CAF) y el FMAM. Con el IICA, la asociación se centrará en la gestión de los conocimientos y el diálogo sobre políticas. La CAF podrá cofinanciar las nuevas iniciativas del FIDA en el Brasil y participar en la supervisión de los aspectos fiduciarios y administrativos de los proyectos. La colaboración con el FMAM tendrá como finalidad la labor relacionada con el cambio climático, la desertificación y la conservación de la biodiversidad en las zonas semiáridas. Otros asociados importantes son el Banco Mundial, el Banco Interamericano de Desarrollo (BID) y la FAO. La asociación con el Banco Mundial se centrará en la coordinación entre los proyectos del FIDA y los proyectos del Gobierno orientados a reducir la pobreza en el Nordeste cofinanciados por dicha institución. El Banco Mundial, el BID y la FAO también podrán colaborar con el FIDA en la realización de estudios y actividades relativas al diálogo sobre políticas.
60. El Fondo ampliará sus relaciones con los institutos académicos y los dedicados a la investigación, en particular los que desarrollan su actividad en las zonas semiáridas. También se prevé el establecimiento de asociaciones con ONG, especialmente a través de su participación en las actividades de los distintos proyectos. Por último, se analizará la posibilidad de crear asociaciones con el sector privado a fin de forjar alianzas productivas con los pequeños agricultores y aprovechar la responsabilidad social de las empresas privadas para financiar iniciativas en favor de la población rural pobre.

### **D. Gestión de conocimientos y comunicación**

61. La gestión de los conocimientos es importante para el futuro trabajo del FIDA en el Brasil, ya que el objetivo estratégico 3 se basa principalmente en este aspecto. Dado que los proyectos del FIDA seguirán concentrándose en el Nordeste, la labor en



materia de gestión de los conocimientos se basará en las innovaciones relacionadas con esta región, en particular con las zonas semiáridas, y aprovechará las experiencias positivas de los proyectos en curso y los anteriores. Las principales actividades relativas a la gestión de los conocimientos y la comunicación se indican en los apartados correspondientes al objetivo estratégico 3. La financiación se obtendrá de tres fuentes: los fondos de los proyectos asignados a estas actividades; las asociaciones con las entidades gubernamentales, los organismos internacionales y las fundaciones del sector privado, y las donaciones del FIDA. En los nuevos proyectos se proporcionará información detallada sobre el uso de los fondos asignados a los estudios, las evaluaciones y los talleres, de modo que se utilicen para la gestión de los conocimientos.

62. Se espera que la experiencia adquirida mediante programas tales como Afrolatinos, FIDAFRIQUE, FIDAMERICA, ENRAP y PREVAL contribuya a crear capacidad entre el personal de los proyectos del FIDA a fin de evaluar y sistematizar métodos innovadores para abordar el problema de la pobreza rural. El programa conjunto del FIDA y la REAF ayudará a difundir los conocimientos sobre prácticas innovadoras entre los interesados de los países del MERCOSUR.
63. La información sobre la experiencia del FIDA en el Brasil se difundirá a través de boletines, folletos, medios basados en Internet, el sitio web del FIDA, el portal de la pobreza rural ([www.ruralpovertyportal.org](http://www.ruralpovertyportal.org)), y la participación del GPP, el oficial en el país y el personal de los proyectos en talleres y otras actividades. El GPP y el oficial en el país procurarán que los proyectos se vinculen con las redes de gestión de conocimientos en el Brasil, y que la información pertinente se comunique a los proyectos y programas del FIDA en distintas partes del mundo.

## E. Marco de financiación con arreglo al PBAS

64. La financiación del FIDA disponible para la ejecución del COSOP basado en los resultados se basa en las asignaciones anuales establecidas de conformidad con el sistema de asignación de recursos basado en los resultados (PBAS) (véase el cuadro 3). La asignación para el ciclo de 2007-2009 se calcula en USD 45 783 683. Dado que en 2007 el FIDA no aprobó ningún proyecto para el Brasil, aún se encuentra disponible la totalidad del monto para el período.

Cuadro 3

### Cálculo para el primer año del COSOP basado en los resultados con arreglo al PBAS

<i>Indicador</i>		<i>COSOP basado en los resultados</i>
<b>Puntuaciones del sector rural</b>		
A i)	Marco jurídico y normativo de las organizaciones rurales	5,40
A ii)	Diálogo entre el Gobierno y las organizaciones rurales	4,88
B i)	Acceso a las tierras	4,10
B ii)	Acceso al agua para uso agrícola	3,71
B iii)	Acceso a los servicios de investigación y extensión agrícolas	4,25
	Condiciones propicias para el fomento de servicios financieros rurales	4,38
C i)	Clima favorable a la inversión para las empresas rurales	3,75
C ii)	Acceso a insumos agrícolas y mercados de productos	4,38
C iii)	Acceso a la educación en las zonas rurales	5,33
D i)	Representación de las mujeres	5,50
D ii)	Asignación y gestión de recursos públicos para el desarrollo rural	4,42
E i)	Rendición de cuentas, transparencia y corrupción en las zonas rurales	3,89
E ii)		
<b>Suma de las puntuaciones globales</b>		<b>53,99</b>
<b>Promedio de las puntuaciones globales</b>		<b>4,50</b>
Calificación de los proyectos en situación de riesgo		6,00
Puntuación del país		7 908
<b>Asignación anual (USD)</b>		<b>20 153 094</b>

65. En el cuadro 4 se presenta una estimación de las variaciones al alza y a la baja, en función de los resultados de la ejecución.

Cuadro 4

**Relación entre los indicadores de resultados y la puntuación del país**

<i>Hipótesis de financiación</i>	<i>Calificación de los proyectos en situación de riesgo (+/- 1)</i>	<i>Puntuación de los resultados del sector rural (+/- 0,3)</i>	<i>Variación porcentual de la puntuación del país con arreglo al PBAS</i>
Hipótesis baja	5	4,2	-22
Hipótesis básica	5	4,5	0
Hipótesis alta	5	4,8	+7

## F. Riesgos y gestión del riesgo

66. **Riesgos generales.** Los gobiernos de los estados pueden tener dificultades para proporcionar los fondos de contrapartida con puntualidad, lo cual puede retrasar la ejecución de los proyectos. Este riesgo podría mitigarse mediante la selección cuidadosa de los estados con los cuales el FIDA negocia los proyectos, de conformidad con las reglas establecidas por el Ministerio de Planificación, Presupuesto y Gestión a tales efectos. Otro de los riesgos es que el apoyo político se vea afectado por cambios en las autoridades de gobierno. La contratación de un oficial en el país a fin de facilitar el intercambio de información entre el FIDA y las autoridades federales y de los estados contribuirá a mitigar este riesgo. Asimismo, la creación de asociaciones con una amplia gama de organizaciones debería ayudar a recabar el apoyo necesario para las actividades del Fondo.
67. **Objetivo estratégico 1.** Uno de los riesgos es que la participación del sector privado en las oportunidades para establecer asociaciones con los pequeños agricultores sea insuficiente. Se proponen tres medidas para mitigar este riesgo, a saber: i) el agrupamiento de las inversiones y la aplicación de enfoques basados en cadenas de valor, lo que permitirá atraer al sector privado; ii) el énfasis en los proyectos del FIDA para ayudar a los grupos de agricultores a mejorar la calidad de los productos de modo que puedan suministrar grandes volúmenes de productos inocuos y de buena calidad, y iii) el fortalecimiento de los grupos de agricultores y su capacidad para establecer contacto con posibles asociados del sector privado. Otro riesgo es que la bioenergía no sea una opción rentable para los pequeños agricultores. Los posibles efectos de este riesgo se mitigarán mediante la prudencia en las inversiones en esta área y en el estímulo a los agricultores para que participen en ella. Además, se deberá adoptar un enfoque piloto.
68. **Objetivo estratégico 2.** El principal riesgo relacionado con este objetivo es que las empresas no agrícolas puedan tener dificultades para acceder a los mercados. Las medidas de mitigación son las mismas que las mencionadas para los riesgos relacionados con el objetivo estratégico 1: el agrupamiento de las inversiones y la aplicación de enfoques basados en cadenas de valor, el énfasis en la coordinación y la calidad de la producción y el apoyo a las empresas para que logren establecer contacto con los posibles asociados.
69. **Objetivo estratégico 3.** El principal riesgo se refiere a la posible falta de fondos no reembolsables para llevar adelante las actividades previstas en relación con este objetivo estratégico. El logro de este objetivo puede verse obstaculizado si el FIDA no aprueba una donación por un monto razonable para este propósito y no logra crear asociaciones que respalden dichas actividades. Este riesgo se mitigará mediante la presentación de una solicitud de donación correctamente preparada y la búsqueda activa de asociaciones institucionales. Otro riesgo es la posibilidad de que los gobiernos de los estados del Nordeste no demuestren suficiente interés en

participar en el debate, tanto entre ellos como con la sociedad civil y el sector privado, sobre las cuestiones que interesan a la región semiárida. El diálogo del FIDA con los gobiernos de los estados del Nordeste contribuirá a mitigar este riesgo.

70. **Objetivo estratégico 4.** El principal riesgo relacionado con este objetivo es la incertidumbre sobre la disponibilidad de fondos, y las principales medidas de mitigación serán la presentación de una solicitud de donación convincente y una búsqueda activa de asociaciones institucionales. Esta cuestión pone de relieve la necesidad de estudiar dentro del FIDA los posibles mecanismos que permitan acceder a fondos no reembolsables para la gestión de los conocimientos y el diálogo sobre políticas. Otro riesgo es que el MDA pierda interés en el apoyo del FIDA para realizar análisis de las políticas. Este riesgo se mitigará mediante el diálogo permanente entre ambas entidades, lo cual se verá favorecido por la presencia de un oficial del Fondo en el país.

## COSOP consultation process

### Introduction

1. The consultation process for the design of the COSOP consisted of seven stages: (1) discussions in a workshop in Salvador, Bahia, of the country programme evaluation in which stakeholders offered many suggestions for the new COSOP; (2) preparation of nine working papers to serve as inputs in the design process<sup>1</sup>; (3) preparation of issues paper and carrying out of country mission by the COSOP preparation team in January 2008; (4) workshop held in Brasilia jointly organized by SEAIN and IFAD in February 2008 to discuss with relevant stakeholders a preliminary version of the COSOP; (5) short reconnaissance missions to three Northeast states; (6) preparation of a COSOP review draft by the design team and comments by independent peer reviewers; and (7) preparation of a final COSOP draft and its validation by the Government of Brazil and IFAD's management and Board.

### Country Programme Evaluation Workshop

2. The workshop, organized by IFAD's Independent Evaluation Office, took place in Salvador, Bahia, in 22 and 23 November 2008. Its purpose was to discuss the findings and recommendations of the CPE team that assessed the performance of the Fund's programme in Brazil since the first country strategy paper was prepared in 1997. The workshop was chaired by the Secretary of SEAIN and counted with the participation, *inter alia*, of the Minister of MDA, the Vice-Governor of the State of Bahia, the Secretary of Development and Integration, the Secretary of Planning and the Superintendent of CAR of the State of Bahia, the President of the Rural Workers Union CONTAG, the Assistant President of IFAD and the Director of IFAD's Independent Evaluation Office. There were many other participants from the Ministry of Planning, Budget and Management, MDA, the Government of Bahia, other state and federal government entities, international agencies, NGOs, civil society organizations, IFAD staff, and the CPE team. The discussions and recommendations of this workshop were seminal for the preparation of the new COSOP. For all intent and purposes the workshop marked the launching of the COSOP preparation process in the country. A synthesis of the results from the workshop and of the entire CPE process is presented in Appendix IV.

### Preparatory studies

3. Eight working papers and preliminary versions of Key Files 1, 2, 3 and 4 were prepared by specialists between September and December 2007 to serve as inputs for the COSOP. The papers were:
  - (i) "Gender sensitive baseline poverty analysis"
  - (ii) "Country economic background"
  - (iii) "Agriculture and rural sector performance"
  - (iv) "National institutional context"
  - (v) "National poverty reduction strategy"
  - (vi) "Harmonization and alignment with partners"
  - (vii) "Lessons from IFAD's experience in the country"
  - (viii) "Input paper on indigenous peoples in Brazil"

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<sup>1</sup> (i) "Gender sensitive baseline poverty analysis"; (ii) "Country economic background"; (iii) "Agriculture and rural sector performance"; (iv) "National institutional context"; (v) "National poverty reduction strategy"; (vi) "Harmonization and alignment with partners"; (vii) "Lessons from IFAD's experience in the country"; (viii) "Input paper on indigenous peoples in Brazil"; and (ix) "Issues for discussion with stakeholders during the COSOP preparation mission".

### Country mission

4. Between 14 and 26 January 2008, the COSOP preparation team<sup>2</sup> carried out a mission in the country to discuss with Brazilian stakeholders the priorities and guidelines for IFAD operations in the next investment cycle. The mission carried out meetings with relevant governmental and non-governmental federal entities and international agencies in Brasília, and with groups of rural development experts in São Paulo and Rio de Janeiro. Divided in two groups, the mission also visited six Northeast states: Ceará, Maranhão, Paraíba, Pernambuco, Piauí and Rio Grande do Norte. In these visits, the mission carried out meetings with relevant state government entities and key informants. The purpose was twofold: to consult the views of stakeholders in the states with respect to the new COSOP, and to sound out state governments in the Northeast as to their interest in future project partnerships with IFAD.
5. Prior to this mission, the COSOP team prepared English and Portuguese versions of an issues paper, which opened to discussion issues relevant for the Fund's operations and management of the country portfolio during the new cycle. The paper was distributed to stakeholders before the mission and served as a basis for discussion in the meetings. The issues examined were:
  - Why IFAD loans?
  - IFAD's comparative advantage and development niche in Brazil
  - Priority thematic areas
  - Regional focus and target group
  - Type of projects
  - Broadening partnerships
  - Promoting policy dialogue and knowledge management
  - Scaling-up best practices
  - Project implementation mechanisms
  - IFAD operating model in Brazil
  - Promoting IFAD-Government of Brazil partnership beyond Brazil
6. Many ideas and suggestions were provided by stakeholders during the mission. They were largely in agreement with the findings and recommendations of the CPE and a fundamental input for the preparation of the COSOP. The main messages received can be summarized as follows:
  - Emphasis of IFAD projects during the new cycle should be on the generation of employment and income opportunities for the rural poor through productive development, access to markets, technical training, vocational education and assistance to micro and associative enterprises.
  - Policy dialogue and knowledge management should be core parts of the new COSOP rather than afterthought-type minor complementary items.
  - Flexibility and an orientation towards innovation should continue to be a distinctive mark of IFAD-financed projects.
  - The focus of IFAD operations should be in the Northeast region, and especial attention should be given to the coexistence with semiarid conditions.
  - A more continued and active presence of IFAD in Brazil is considered necessary.

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<sup>2</sup> José María Caballero (team leader), Antonio Buainain (agricultural economist), Octavio Damiani (institutions and operations specialist), Estela Neves (environmental specialist, in charge of coordination with local institutions) and Iván Cossio (IFAD's country programme manager).

7. The response received in connection to possible future project partnerships with IFAD was very encouraging in all states visited with the exception of Maranhão, and particularly strong in Piauí where the Governor personally transmitted his high interest to the mission.

#### **Brasilia Stakeholders Workshop**

8. The workshop, jointly organized by IFAD and SEAIN, took place in the morning of 21 February 2008 in SEAIN's offices in Brasilia. Its purpose was to discuss with stakeholders a first draft of the COSOP paper, which had been circulated previously in English and Portuguese. The workshop was chaired by SEAIN's Assistant Secretary and counted with the participation of representatives of the state governments of Bahia, Ceará, Paraíba, Pernambuco, Piauí, Rio Grande do Norte, and Sergipe, the federal ministries of planning (MP), agrarian development (MDA), environment (MMA) and science and technology (MCT), the Brazilian agency for international cooperation (ABC), the institute for the semi-arid (INSA) of MCT, representatives of BID, CAF, FAO and IICA, representatives of the national rural unions FETRAF and CONTAG, staff from the IFAD projects Dom Elder Câmara and Terra de Valor, and the COSOP preparation team.
9. After a presentation of the COSOP draft by the team leader, a discussion followed where most participants took active part. All those intervening endorsed the orientations for the new COSOP contained in the draft and offered their support to IFAD during the new investment cycle. Some minor suggestions were made by some participants, which have been incorporated in the COSOP paper.

#### **Reconnaissance Missions**

10. Between 24 March and 5 April 2008, two members of the COSOP team<sup>3</sup> carried out short reconnaissance missions to the states of Paraíba, Piauí and Rio Grande do Norte, which had expressed their interest in entering in project partnerships with IFAD as soon as feasible. The purpose of the missions was to agree with the respective state governments on the basic features of the possible new projects, ensuring that they were in agreement with state policies and investment priorities, as well as with IFAD's strategy framework and the orientations of the new COSOP. In particular, the missions served to advise state governments on the preparation of the Carta Consulta<sup>4</sup>, to discuss with them possible timetables for project processing, and to identify priorities and information for the preparation of IFAD project inception papers and the pipeline annex (Annex VIII) of the COSOP. The missions were, thus, a first step in the launching of new operations under the new COSOP.

#### **Peer Review Comments on Review Draft**

11. Following the new guidelines for COSOP design, the COSOP draft was sent to internal and external peer reviewers. Many relevant comments were obtained and the final version of this document has benefited from them. However, the most important outcome of this review process is a number of ideas and proposals that will contribute to enhance IFAD Programme in Brazil. Special thanks are given to Jorge Muñoz (World Bank), Ricardo Abramovay (University of Sao Paulo), Jean Jacques Gariglio and the FAO Investment Centre.

#### **Validation of final draft by the Government of Brazil**

12. The final draft was remitted to the Government of Brazil asking for comments. In its official answer, the Government of Brazil states that *"the proposed COSOP expresses approaches, visions and definitions shared by the Government of Brazil and IFAD"*. In this framework the Government of Brazil transmitted to IFAD some specific comments that were included in the final version of the COSOP.

<sup>3</sup> José María Caballero (team leader) and Antonio Buainain (agricultural economist).

<sup>4</sup> A project identification document that entities requesting loans from international lending institutions must present to COFIEX, a federal committee that authorizes foreign indebtedness.

## Country economic background /1

<b>Land area (km<sup>2</sup> thousand) 2007</b>	8,514	<b>GDP per capita (R\$) - 2007</b>	13,517.28
<b>Total population (million) 2007</b>	189.3	<b>GDP per capita annual growth – 2007</b>	5.4
<b>Population density (people per km<sup>2</sup>) 2007</b>	22.2	<b>Inflation, IPCA (annual %) 2007 /2</b>	4.46
<b>Local currency Real (R\$)</b>		<b>Exchange rate: USD 1 = R\$ (April 08)</b>	1.69
<b>Social Indicators</b>		<b>Economic Indicators</b>	
Population (average annual growth rate) 2001 - 2005	1.67	GDP (US\$ billion) 2007 /6	1,313
Crude birth rate (per thousand) 2007	19.8	GDP growth (annual %) 2003	1.1
Crude death rate (per thousand) 2007	6.3	2007	5.4
Fecundity rate (children per women) 2005	2.3	Sectoral distribution of Value Added 2005	
Infant mortality rate (per thousand live births) 2007	24.1	% Agriculture	5.7
Life expectancy at birth (years) 2007	72.5	% Industry	29.3
Number of rural poor (million) 2004 /3	8.8	% Services	65.0
Poor as % of total rural population 2004	27.7	Composition of GDP (%) 2005	
Economic Active Population (million) Dec. 2007	26.8	Household consumption	60.3
Female labour force as % of total 2004	41.0	Government consumption	19.9
		Gross capital formation	17
		Net trade account	3.6
<b>Education</b>		<b>Balance of Payments (US\$ million)</b>	
School enrolment, primary (% gross) 2005	105	Merchandise exports 2007	160,651
Adult illiteracy rate (% age 15 and above) 2005	11	Merchandise imports 2007	120,612
		Balance of merchandise trade	40,039
<b>Nutrition</b>		Current account balances 2007	1,460
Daily calorie supply per capita 2005 /4	3,060	Foreign direct investment, net 2007	34,585
Malnutrition, weight for age (% of children under 5) 2004	9.0	<b>Government Finance</b>	
		Cash surplus/deficit (% of GDP) 2007	-3.97
<b>Health</b>		Total internal debt (% of GDP) 2007	51.68
Health expenditure, total (as % of GDP) 2005	3.69	Total external debt US\$ million 2007	195,331
Doctors (per thousand people) 2004	1.68	Public sector net debt (% of GDP) 2007	42.7
Population using improved water sources (%) 2006	87.0	Basic interest rate (% annual) Jan 2008 /7	11.18
Urban households with adequate sanitation (%) 2006	83.0		
<b>Agriculture and Food</b>			
Food imports (% of merchandise imports) 2007	3.8		
Fertilizer consumption (million tons) 2007 /5	24.5		
Food production index (1999-01=100) 2005 /4	117		
Cereal yield (tons per ha) 2006	2.72		
<b>Land Use</b>			
Arable land 2006 (million hectares)	354.8		
Forest area 2006 (million hectares)	99.8		
Irrigated land 2006 (million hectares)	3.3		

### NOTES

- 1/ Unless specified, data are from IBGE, Brazilian Statistic and Institution and is published in IBGE and Central Bank web pages.
- 2/ Refers to the INPA “Enlarged Consumer Price Index”
- 3/ Uses official estimates poverty line and National Household Survey – PNAD of 2004
- 4/ FAO
- 5/ Anda – Associação Nacional de Defensivos Agrícolas e Ministério da Agricultura e Pecuária
- 6/ Brazilian Central Bank estimate.
- 7/ SELIC rate of interest. Brazilian prime rate o interest.

## COSOP results management framework

Country Alignment	Key Results for COSOP			Institutional/Policy Objectives
	Strategic Objectives	Outcome Indicators	Milestone Indicators	
<p>National programmes to support family agriculture, in particular <i>Plano Safra</i>-PRONAF but also SEAF, ATER, <i>Garantía Safra</i>, PGPAF, and PAA</p> <p>State programmes to support small farm agricultural intensification</p>	<p><b>SO1:</b> To increase commercial agricultural production by small farmers with the corresponding access to markets in rewarding and sustainable conditions</p>	<p>75% of targeted farmers in the North-east report an average of 20% increase in farm income</p>	<p>40,000 North-eastern family farmers participate in IFAD-supported activities linked to agriculture development in the semi-arid in a climate change context: TA, training, organizational development/strengthening, marketing</p> <p>30,000 family farmers improve their access to markets in the North-east</p>	<p>Models for farm commercial development through participatory investment clustering, value chain approaches and partnerships with private market agents successfully tested and leading to policy improvements at the state and national level</p>
<p>National and regional micro-credit and small credit programs such as those supported by <i>Banco do Nordeste do Brasil</i>, BNDS and Banco do Brasil, and PRONAF agro-industrial loans.</p> <p>Technical support programs to small and micro-enterprises of SEBRAE</p> <p>State programs to support small enterprise development (including rural)</p>	<p><b>SO2:</b> To <u>improve access of the rural poor to off-farm employment and business activities</u> in rural areas and villages, focusing on women and young people</p>	<p>7,500 rural small and micro-enterprises created/enhanced in the North-east region through IFAD-supported activities</p> <p>7,500 new jobs created, of which at least 60% are held by women and young</p> <p>75% of supported small and micro enterprises report an average of 20% increase in their profitability</p>	<p>10,000 North-eastern rural small and micro-enterprises (pre-existing and new) participate in IFAD-supported activities linked to entrepreneurial development: management, TA, training, technical innovations, marketing</p> <p>Opportunities for business development are identified, in order to support the creation of new small and micro enterprises</p> <p>At least 60% of rural entrepreneurs participating in IFAD-supported activities are women and/or young</p> <p>10,000 rural workers (men and women, mainly young and landless) trained for quality jobs with IFAD support</p>	<p>Models for income and employment generation in the rural off-farm sector through participatory investment clustering, value chain approaches, partnerships with private market agents and improved education and vocational training successfully tested and leading to policy improvements at the state and national level</p>
<p><i>Programa de ação nacional de combate à</i></p>	<p><b>SO3:</b> To improve,</p>	<p>Networks and information flows supporting policy making, public</p>	<p>Regional discussion forums set up/enhanced in the North-east with IFAD</p>	<p>The discussion of issues relative to rural</p>



<p><i>desertificação e mitigação da seca</i></p> <p>Programmes of the Instituto Nacional do Semiárido</p> <p>Programme <i>Territórios da Cidadania</i></p> <p>State programs of <i>convivência com o semiárido</i></p>	<p>through knowledge generation and dissemination, the capacity of the rural poor and of relevant institutions in the North-East to coexist with semiarid conditions, adapt to climate change and exploit better the development potential of the semiarid region</p>	<p>management and technical innovations oriented to the North-Eastern rural development and focused on coexistence with semiarid conditions and adaptation to climate change</p> <p>Improved tools and methodologies for generation, replication and scaling up innovations</p>	<p>support, in which participate public, private and civil society organizations</p> <p>Partnerships established among North-Eastern stakeholders involved in rural development</p> <p>Knowledge generation and sharing activities supported by IFAD in the North-east: studies, researches, good practices systematization, training</p>	<p>development and poverty in the semiarid region of the northeast has acquired a regional dimension over and above the state level. Regional discussions and knowledge sharing involve state authorities, public sector regional entities, private sector and civil society organizations of the region, and relevant national actors.</p>
<p>Interest expressed by MAD and SEAIN in IFAD's support for national policy dialogue and programme M&amp;E</p> <p>Ongoing South-South relevant cooperation networks and agreements with strong Brazilian presence, such as REAF-Mercosur and CPLP</p>	<p><b>SO4:</b> To deepen the discussion on rural poverty reduction and family farming policies, at the national and international levels</p>	<p>Policy improvements focused on family farming and rural poverty reduction in Brazil, where the influence of IFAD-supported activities can be traced</p> <p>Improved policy dialogue and knowledge sharing between Brazil and other countries (MERCOSUR and African countries) about rural poverty reduction and family farming, supported by IFAD</p>	<p>Identification of good practices in public policies for rural poverty reduction and family farming</p> <p>Policy studies, research activities and programme evaluations carried out with IFAD support in order to feed policy discussions</p> <p>Policy discussions, supported by IFAD, on rural poverty and family farming</p> <p>South-South cooperation activities supported by IFAD with strong Brazilian participation</p>	<p>Regular discussions of policy issues relative to rural development take place involving major public, private and civil society actors. These discussions are influential in shaping policy.</p> <p>There are regular independent evaluations of major rural development programmes conducted with scientific criteria. The evaluations are influential in shaping policy</p>

## CPE agreement at completion point

### Federative Republic of Brazil

### Country Programme Evaluation

### Agreement at Completion Point

#### A. Background

1. The Office of Evaluation (OE) undertook a country programme evaluation (CPE) in Brazil in 2007. The main objective of the CPE was to assess the performance and impact of IFAD operations, and to generate building blocks that would serve as inputs for the preparation of the new IFAD country strategy opportunities programme (COSOP) document for Brazil.
2. This Agreement at Completion Point (ACP) summarises the main findings and recommendations from the CPE. It also benefits from the main issues emerging from the CPE national roundtable workshop held in Bahia on 22-23 November 2007.
3. The ACP has been reached between IFAD (represented by the Programme Management Department) and the Government of Brazil (represented by the Ministry of Planning, Budget and Management), and reflects their understanding of the main findings from the CPE (see section B below), as well as their commitment to adopt and implement the recommendations contained in section C of the ACP.

#### B. Main Evaluation Findings

4. The four priority areas identified by IFAD's strategy in Brazil, that is, focus on the northeast, promoting access to land, policy dialogue and support to the small holder sector were and remain by and large relevant. However, the evaluation also found that the country strategy did not pay adequate attention to promoting access to market linkages and in supporting indigenous peoples of the Amazon.
5. IFAD-funded projects achieved good results in promoting water security, developing fodder production and hence a decrease in animal mortality, enhancing agriculture development<sup>1</sup> and natural resources management, building grassroots institutions, and involving Non-Governmental Organizations in project activities. Off-farm activities were promoted through the support to traditional handicrafts and other artisanal industries and services.
6. In general, the operations supported by IFAD have contributed to the increase of welfare of the rural poor in the northeast, and have facilitated their participation in rural development processes. Benefits include access to education, infrastructure (e.g., rural roads, electricity, fresh water supplies), and support services, such as rural finance through rural credit cooperatives and the facilitation of access to PRONAF loans. Achievements in the empowerment of women may also be highlighted, for example, through the provision of identity documents and their participation in development initiatives
7. On another issue, IFAD-assisted operations have contributed to introducing some location-specific innovations, concerning both the general approach to rural development on the one hand, and innovations related to low-cost, easy to adopt technology and infrastructure on the other. The participatory approaches promoted through IFAD-funded projects have contributed to the sustainability of benefits. However, the provision of technical assistance on issues such as productive development, marketing, or organizational strengthening is still largely dependent on IFAD-financed projects, mainly due to the lack of resources allocated for the purpose by local institutions. Non-

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<sup>1</sup> For example, by the introduction of pest resistant varieties of cassava and pineapples.

project activities were by and large marginal components of the IFAD country programme in the past. Policy dialogue was limited, partly because of the few resources allocated, and the lack of a systematic policy agenda and permanent country presence. There are, however, some more recent important policy dialogue initiatives such as the sub-regional grant funded programme related to the Commission on Family Farming (REAF), which provides a platform of dialogue and negotiations between farmers' organizations and governments within MERCOSUR.

8. With regard to partnership, IFAD established useful co-operation with ministries and institutions both at the federal and state levels. It is particularly noteworthy the good dialogue and co-operation existing between the Fund and two key ministries: the co-ordinating Ministry for IFAD, namely the Ministry of Planning, Budget and Management; and the Ministry of Agrarian Development. At the project level, there have been some efforts to establish links with agriculture research institutions, such as EMBRAPA. Partnerships with international financial institutions and United Nations organisations were generally weak.

9. Although there have been some activities related to knowledge management, there have been very few systematic efforts to document IFAD's experiences in Brazil or to capture relevant learning from experiences in other countries. The potential of FIDAMERICA – as one of IFAD's main knowledge management instrument in the region - has not been adequately exploited so far in the Brazil country programme.

10. In spite of the relatively limited resources invested by IFAD in Brazil (compared to the magnitude of government programmes contributing to rural poverty alleviation) the Fund has an important role to play in the country. However, given its upper middle income status, the requirements of Brazil are significantly different from the priorities of low income countries. By and large, Brazil's interest in engaging with the Fund is largely motivated by the desire to promote innovative practices and acquire knowledge on family agriculture and rural development know-how. Policy dialogue, regional integration, and south-south cooperation are also key areas for further collaboration.

### C. Recommendations

11. **Strengthen innovation promotion and knowledge management.** IFAD's future country strategy and operations in Brazil should be built around two central elements, namely the promotion of replicable innovations and knowledge management. Policy dialogue, undertaken through initiatives such as REAF can provide a main tool by which IFAD-promoted innovations and knowledge are promoted and disseminated in the MERCOSUR region.

12. With regard to promoting innovations and policy dialogue (both at the national and regional level), it is crucial to ensure that the Fund devotes enhanced attention to scouting innovative solutions from different sources, including the rural poor and their organisations, the private sector, NGOs, research institutions and others. Greater use needs to be made especially of country-specific grants, but also regional grants, for this purpose. Grant-related activities need also to be more appropriately linked to loan-funded projects and programmes. Likewise, a more systematic approach, additional resources and larger efforts should be devoted to partnership building and knowledge management. These are essential components towards ensuring the replication and upscaling of the innovative approaches promoted through IFAD operations, which is in essence the ultimate test of IFAD's capacity to promote innovations.

13. IFAD can and should become an important partner for knowledge management on rural poverty reduction issues in Brazil. More systematic efforts and greater funds need to be allocated to documenting project experiences and sharing them among key actors involved in supporting the IFAD-funded programme in Brazil. These would not only contribute to improving the performance of the portfolio in general, but also inform the Fund's policy dialogue and partnership building activities, as well as contribute to the promotion of innovations. The knowledge acquired based on

IFAD operations in Brazil can also prove of value to other developing countries. In this regard, IFAD can facilitate the collaboration and knowledge sharing between Brazil and Africa, in the Lusophone, and also other countries. Furthermore the FIDAMERICA network's coverage should be expanded in the Brazil country programme, and periodic exchange visits between project staff, government officials and other partners from Brazil to other countries with IFAD operations should be organised.

14. Finally, IFAD could provide valuable support to strengthening Brazil's monitoring and evaluation capacity by, *inter-alia*, promoting a more active involvement of PREVAL in the country.

- *IFAD would take the lead in implementing this recommendation in the framework of the development of the new Brazil COSOP, which will be presented to the Executive Board by December 2008.*

15. **Partnerships to support the IFAD country programme.** It is important for IFAD to intensify its collaboration with the federal and state governments, with national and state research and knowledge institutions (e.g., EMBRAPA), and with civil society organizations. Additional efforts should be devoted to expanding IFAD's outreach to states, municipalities and other actors involved in its activities. Opportunities for direct lending to state governments, in consultation with relevant federal agencies, should be explored. At the same time, the Fund must devote sufficient attention to maintaining close dialogue and communication with the federal government on strategic directions, policy issues and all aspects of the Fund's relations with the country. Finally, IFAD should enhance partnerships with multi-lateral and bi-lateral agencies.

- *IFAD and the Government of Brazil would be responsible for implementing this recommendation, which would also be reflected in the new COSOP and operations funded by IFAD in the future in Brazil.*

16. **Expand geographical focus and targeting options.** In addition to focussing on the Northeast, the Fund should consider the possibility of expanding its geographic outreach to cover the rural poor living in the Northern areas of the country, which also show high levels of poverty. In view of the wide experience of IFAD, especially in the Latin America region, in assisting indigenous populations, it is recommended that IFAD seeks ways and means to support indigenous peoples in the Amazon in consultation with governmental agencies for indigenous peoples, such as FUNAI. For this purpose, the Latin America division might also consider mobilising resources from the indigenous people grant facility available at IFAD.

- *IFAD should implement this recommendation, while developing the COSOP, in consultation with the Government of Brazil and its concerned agencies.*

17. **Redefine priority areas of operations.** IFAD should continue working in the provision of support services for small farmers, such as financial services, technical assistance and applied research. A key new priority area should be further cooperation in the enhancement of market linkages, including access to markets, market infrastructure and market information. For this purpose, greater partnership with the private sector should be sought. The overall enhancement of access to markets should gain prominence in the new COSOP.

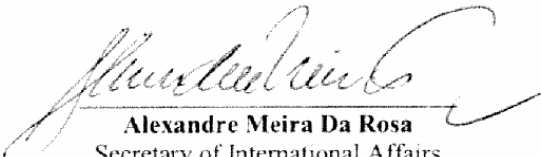
18. While IFAD's experience has been positive in providing direct services and capacity-building to communities in resettlement areas (*asentados*) the Fund should not engage directly in enabling access to land. It should however pay deeper emphasis to strengthening of rural financial services at the grassroots level. Through loans, IFAD could cooperate in creating or strengthening microfinance entities capable of providing a variety of financial services, including savings and non-agricultural loans. In addition, there are good opportunities to expand outreach to the rural poor through retail partnerships. For example, "correspondent banks" could be used, which allow banks to use retail

shops for providing financial services, such as deposits and order payments, in remote locations at a much lower cost compared to opening a branch.

- *IFAD should take the lead in implementing this recommendation by seeking the support of the Technical Advisory Division, and in consultation with the Government of Brazil and other IFIs operating in Brazil. These issues would also be covered in the new COSOP for the country.*

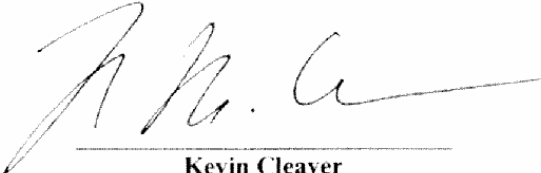
19. **IFAD's operating model.** As a means to enhancing IFAD's development effectiveness, it is recommended that the Latin America and Caribbean division explore the possibility of enhancing its country presence in Brazil. The options for using Brazil as a sub-regional office covering the MERCOSUR countries (and others) should also be explored. On a related issue, it is recommended to initiate the necessary dialogue and actions to bring under direct supervision<sup>2</sup> and implementation support the last two projects approved in Brazil. New projects funded to Brazil should also be under direct supervision and implementation support. Finally, it is important for IFAD to increase (within the overall framework of the PBAS) the level of resource allocated to Brazil and to increase attention and resources to non-project activities.

- *IFAD should implement this recommendation in close consultation with the Government of Brazil by December 2008.*



**Alexandre Meira Da Rosa**  
Secretary of International Affairs  
Ministry of Planning, Budget and Management  
of the Federative Republic of Brazil

Date:



**Kevin Cleaver**  
Assistant President  
IFAD, Programme Management Department

Date :

<sup>2</sup> PL may like to explore alternative options for undertaking the supervision of fiduciary aspects, including the possibility of performing the duties from IFAD or sub-contracting this task to another institution, as was the case in the Direct Supervision Pilot Programme. The crucial aspect is to ensure that IFAD is solely responsible for the implementation support function as part of the overall supervision process.

## Operations pipeline

### Introduction

1. We survey in this annex the ideas and consultation process that guided the identification of operations for the next IFAD cycle in Brazil, and present brief concept notes for four operations—two of investment projects and two of non-project activities. We examine also the situation of the *Xingó* project and the possible scenarios of governmental decisions and corresponding courses of action open to the Fund. We briefly discuss whether there is need for on-going IFAD operations to adjust to the new COSOP, and finish by examining the possible scope of the new IFAD programme in Brazil and recommending next steps.
2. Due to the time and other constraints in the preparation of the present COSOP document, the pipeline here presented is limited, mainly oriented to the first years of the new IFAD investment cycle in the country. It is also preliminary, requiring further identification work, as well as full-fledged preparation of the identified project ideas<sup>14</sup> and of grant applications.

### Identification of the Operations Pipeline: Guiding Ideas and the Consultation Process

#### Continuity and change

3. Compared to IFAD's work in Brazil in the ten years since the last COSOP, the programme of operations proposed in this new COSOP has elements of continuity and change. This is natural in view of the transformations that have taken place in Brazil and of the lessons learned from IFAD's work in the country. The main elements of continuity are in the target group and in the regional focus in the Northeast. The main elements of change are the priority given to the development of commercial production and employment generation, the emphasis assigned to policy dialogue (PD) and knowledge management (KM), and the view of the Northeast semiarid region as a totality, even if project operations are carved up by states and by particular regions within the states.

#### Partnerships with government entities

4. In its work in the country, IFAD established partnerships with the federal government (MDA) and various governments of the Northeast states to carry out investment projects to fight rural poverty. The federal government was identified as the main IFAD partner in the last COSOP and it was indeed an important project partner during this period. Two changes however have taken place in recent years in this connection: an increased interest of IFAD in partnerships with state governments to carry out investment projects, and an emerging cooperation between the Fund and MDA in the area of policy dialogue, particular in the dialogue among MERCOSUR countries. The proposal now is to strengthen these two trends: preferential partnerships with state governments of the Northeast to carry out investment operations in favour of the rural poor in their states, and preferential partnerships with the federal government in policy dialogue concerning national and MERCOSUR level policies. In addition, two new levels of policy dialogue have been identified: regional, within the Northeast, and international, related to Brazil's South-South cooperation. State governments and regional entities will be the main partner for the former type of dialogue, and the federal government for the latter.

#### Projects and policies

5. In line with the strategic objectives of the new COSOP, the programme of operations proposed is not a "project pipeline" but a pipeline combining investment projects and

<sup>14</sup> At the time of preparing the present COSOP document, IFAD had no projects in the pipeline in Brazil. A new project, *Terra de Valor*, in Bahia, had been in operation for less than one year, another project, *Dom Helder Câmara*, was one year away from completion with the possibility of being extended for one more year, and a third project, *Xingó*, had been approved by IFAD Directory in December 2004 but was not yet effective.

operations related to PD and KM. Furthermore, investment projects and policy dialogue are not seen in isolation. On the contrary, the proposal is to strengthen the relation between the two: federal and state policies should orient the design and implementation of projects, and projects should provide lessons that could help improve the design and implementation of policies. In addition, projects can also serve as laboratories to try out certain policies or to find ways to coordinate and articulate separate policies.

### **A programme approach to investment projects**

6. A key design idea for the pipeline of investment projects is to structure it as a programme built around core ideas and activities rather than as a sum of unrelated project proposals. The programme would consist of a set of state projects, implemented by state governments, which would be rather similar although with some differences that respond to local situations. The two project concept notes, for the states of Paraíba and Piauí, presented further down, have been drafted in this spirit.
7. The conditions are favourable for the Fund to take a programme approach because the type of regions, target groups and activities that state governments would like IFAD to support in their states are very similar across states, and there is also similarity in the scope of IFAD loans envisaged. Furthermore, the priorities of state governments are fully consistent with the strategic objectives and other features of the COSOP. Indeed, the COSOP has largely been built around them. There is hence the opportunity to design a coherent programme of IFAD interventions in the Northeast for the next five years. The World Bank followed this idea when it redesigned its poverty projects in the Northeast after the evaluation carried out in 1992, and it paid off.
8. A programme approach has advantages for project design, supervision and evaluation, and will also facilitate the exchange of ideas and the dissemination of innovations among states, regarding in particular the coexistence with the semiarid. By facilitating knowledge exchange on semiarid issues, the programme will help attaining Strategic Objective 3. Belonging to a programme should provide an identity mark to the projects supported by the Fund. This may, *inter alia*, raise IFAD's profile in Brazil and facilitate the dialogue between IFAD and state governments concerning new possible projects.
9. The name proposed for the programme is *Semiárido Produtivo* (productive semiarid). In correspondence, the individual projects would be named *Semiárido Produtivo do Piauí*, *Semiárido Produtivo da Paraíba*, etc.
10. The core features of the programme would be: (1) project focus on the semiarid areas of the states; (2) the target group are the poor (farm and non-farm) producers and workers of the rural areas covered by the projects; (3) projects have a productive thrust, an agro-ecological thrust and an institutional thrust; (4) the productive thrust aims at the generation of income and employment opportunities (on and off-farm) on a sustainable basis through five lines of action: (a) support to production enhancement; (b) support to productive alliances and market access; (c) support to the addition of value to local products; (d) provision of technical training and vocational education particularly for young men and women of the target group; and (e) support to micro and associative enterprises; (5) the agro-ecological thrust focus on the fight against desertification and goes hand in hand with the productive thrust; (6) the institutional thrust focus on strengthening territorial governance organizations and the extension/ technical assistance systems; and (7) projects endeavour to facilitate knowledge management with respect to the coexistence with semiarid conditions as well as policy formulation by state authorities.
11. Several principles would guide the operation of the projects included in the programme: (1) clustering of investments around programmes decided in a

participatory manner, capable of attracting the interest of a sufficient number of producers in order to achieve critical masses of output; (2) use of a value chain approach in the support to productive development; (3) adaptation of technical proposals to the production conditions and abilities of potential participants; (4) integration of production oriented measures with natural resources and environmental management; (5) adoption of co-financing systems through competitive funding of qualifying individuals or groups using competitive funds or similar instruments; (6) attention to the particular needs of women and young individuals; (7) inclusion of distinct ethnic communities and agrarian reform settlements as project beneficiaries when they exist in the project areas, adjusting to their particular cultural and institutional circumstances; and (8) decentralized project management through management teams located in each of the project territories.

12. Apart from the projects identified in Piauí and Paraíba, presented further down, other projects to be identified during the life of the new COSOP would also be included in the programme. Once the above two projects have been prepared and there is a more comprehensive view of the programme, IFAD could check with other Northeast state governments their interest to participate in the programme. This does not mean that IFAD should not support state government or federal entity requests of assistance for projects falling within the broad objectives of the new COSOP but outside the *Semiárido Produtivo* programme. This programme should be the core of IFAD project operations during the next cycle but other projects would also be possible.

#### **The consultation process**

13. The consultation process for the preparation of the new COSOP is described in Appendix I. Here we indicate how that process influenced the identification of the operations proposed in the pipeline and how were they conceived.
14. The identification of investment projects of Piauí and Paraíba is the result of discussions and field visits during the short reconnaissance missions to these two states carried out in March-April 2008. These missions could only achieve their purpose because the ideas for the possible projects had matured. Their maturing (in the minds of the COSOP team and of those of state stakeholders) was made possible by the previous visit to these states in January 2008 and by the Brasilia workshop of February 2008. The earlier visits and the Brasilia workshop served also to establish which states were more committed to an early IFAD operation within the new COSOP.
15. The idea of a programme approach to investment projects appeared only late in the consultation process. It was the result of gradually observing remarkable similarities in the priorities and actions proposed by Northeast, states and their interest on IFAD's assistance to exploit semiarid development opportunities in favour of the poor.
16. The idea of a non-project regional operation to promote knowledge generation and exchange among private, public and civil society actors in the broad semiarid region of the Northeast was born out of a number of meetings and visits. The most important ones were a meeting with the Secretary of Social Inclusion of MCT, meetings with intellectuals and Northeast development experts in Recife, São Paulo and Rio de Janeiro, a visit to the MCT centre for the semiarid region (INSA) in Campina Grande, discussions with the director of MMA's programme to combat desertification, and the positive feedback received from state governments and other stakeholders when this idea was floated during the Brasilia workshop and the visits to the states. Crucial to the forging of this idea and that of a programme approach to investment projects, was the recognition of the need to see the semiarid as a single unit –a region with local differences but facing similar problems and development options and with its own identity.



17. The idea of a non-project operation to promote policy dialogue grew out of the experience of the support provided by IFAD to such dialogue among MERCOSUR countries through REAF. This experience evidenced to MDA and SEAIN the value of having IFAD assistance in PD and the possibility of expanding this assistance to the analysis/evaluation of national policies and to facilitating Brazil's South-South cooperation. The possible areas of work for IFAD's assistance in PD (indicated below in the corresponding grant proposal) were discussed in various meetings mainly between the COSOP preparation team and MDA.

### **Investment Project Profile: Piauí Semi-arid Project**

#### **Background**

18. Located in the transition zone between the Northeast semi-arid and the Amazonian sub-humid zones, Piauí has a variety of agro-ecological regions in its 251,529 sq km. With its R\$2,892 GDP per capita in 2004 and its IDH of 0.656, Piauí is the second poorest Brazilian state (after Maranhão). Its population of 3 million, one third of which is rural, is sparsely settled, with a density of 12 inhabitants per sq km.
19. The semi-arid region of Piauí, which is the focus of the project, covers some 150 thousand sq km located in the central, eastern and south-eastern parts of the state, encompassing 151 of the 223 municipalities of the state.

#### **Title, Geographic Area and Target Group**

20. The project, which is named "Piauí Semi-arid Project (PISP)" or *Semiarido Produtivo do Piauí*, will cover 4 of the 11 territories in which GoP divides the state. These territories span most of the semi-arid region of Piauí and include 89 municipalities. The territories included are: *Vale do Sambito* (15 municipalities); *Vale do Rio Guaribas* (37 municipalities); *Vale do Rio Canindé* (19 municipalities); and *Serra da Capivara* (18 municipalities). These territories stand amongst the poorest in Brazil and have recently attracted much attention from both federal and state governments. Not all project activities will cover all municipalities. Precise criteria for the targeting of municipalities, communities and families will be established during project preparation.
21. The poor farmers and rural landless families of the project area form the target group of the proposed project. Within this target group, particular attention will be paid to the needs of women and young individuals. Distinct ethnic communities existing in the project area, like the *quilombolas*<sup>15</sup>, will be included. Project work with these communities will be adapted to their particular cultural circumstances.

#### **Project Rationale**

22. The high incidence of rural poverty in Piauí, especially in its semi-arid region, and the existence of interesting local economic potentials offer the main rationale for the project. Environmental vulnerability, degradation of natural resources like soils and the *caatinga* biome, and climate change with the risk of desertification are additional reasons for an IFAD operation in the proposed area.
23. Important progress has been made in the state in the last two decades in the supply of social infrastructure like rural roads, electricity and fresh water. Also, large federal and state programmes as well as projects with World Bank support are currently in operation in the state for the provision of social infrastructure and for land access. Some progress has also been made in the exploitation of the economic potentials open to small farmers and assetless rural workers. But progress here has been much smaller than in social infrastructure. This is why the thrust of the proposed project is to tackle the economic potential existing in the project area helping to develop sustainable employment and income opportunities for the target group. The Governor of Piauí is fully committed to this orientation of the project. Economic oriented interventions will be aligned with the improvement of natural resources

<sup>15</sup> Remnants of communities historically formed by runaway slaves.

management and will be complemented by other actions, like for instance "contextualized education", within an integrated view of the development process.

24. Like in other states of the Northeast, very valuable knowledge of semiarid conditions and how to coexist with them has evolved in Piauí over the years. Little however has been or is being done to systematize and disseminate/exchange this knowledge, which refers not just to physical works and farming technologies but also to incentive policies, development models, intervention methodologies for poverty reduction, and institutional arrangements. The proposed project will pay attention to the management of this area of knowledge.
25. A view based on a territorial approach is steadily taking hold of policy making in rural development in Brazil. This is evident in the creation of a *Secretaria de Desenvolvimento Territorial* (SDT) within the Ministry of Agrarian Development and the recent launching of the *Territórios da Cidadania* programme. Two of the four territories included in the project area have been selected to be part of the *Territórios da Cidadania* programme, while the other two are included as priority territories for the work of SDT in Piauí. This means that there are on-going actions to carry out territorial planning and the coordination of public-civil society stakeholders in these territories. The project will cooperate in the strengthening of this institutional framework.

#### **Project Objectives and Duration**

26. *General Objective:* The reduction of poverty in the semiarid areas of Piauí through the generation of sustainable sources of employment and income suitable to the semiarid conditions of the project area and in line with federal and state policies.
27. *Specific Objectives:*
  - Promote the generation of increased farm and non-farm incomes of poor producers in the project area in full respect of the sustainable use of natural resources, and of the human and cultural development of the target population. This will be achieved through the integration of small producers in value chains, the co-financing of infrastructure, equipment and support services, and the strengthening of social and productive organizations.
  - Enhance personal capabilities and the capacity of the target population, particularly of its young segment, to generate income and have improved access to labour markets, through the trying out and eventual dissemination of contextualized and scientifically strong education systems, and the promotion of vocational education and technical training.
  - Strengthen key institutions for the development of the project area related to technical assistance systems, organization of the territories, and policy formulation /implementation regarding semiarid development.

#### **Ownership, Harmonization and Alignment**

28. As is evident from its Pluriannual Plan 2008-11, there is a strong commitment of GoP with the fight of rural poverty, which is at the core of the proposed project. The Governor of Piauí has personally expressed to an IFAD mission his support to the project. Furthermore, in its negotiations with the federal treasury, the State Government has included in its fiscal space for state indebtedness a provision of R\$35 million (US\$21 million) for an IFAD loan. The objectives of the project are fully in line with the objectives of Piauí's Pluriannual Plan 2008-11, and project components and activities are in agreement with the actions prioritized in that Plan, particularly in axes 17 *Educação profissional*, 44 "*Fortalecimento dos arranjos produtivos*", 48 *Assistência técnica e extensão rural*, 49 *Desenvolvimento da agricultura familiar*, 53 *Convivência com o semi-árido*, 56 *Educação ambiental*, and 57 *Uso sustentável dos recursos naturais*.
29. The other major international donor active in the project area is the World Bank through its Piauí Poverty Reduction Project. This project is mainly oriented to the

provision of small social infrastructure and is thus complementary to the project proposed for IFAD financing. Synergies should be exploited. Conversations in this respect with WB managers have already been started and should be continued during preparation.

### **Project Components and Activities**

30. The proposed project would have four components. These components and the main activities envisaged are indicated below.

#### *Component 1: Productive Development*

- Integrated support to the sustainable participation of small producers in specific production chains (cashew, various fruits, sheep and goat production, manioc, handicrafts, tourism, honey, vegetables and medicinal plants, and others), including support to farm production, processing and marketing.
- Promotion of a wide use of sustainable technologies adapted to the semiarid, like agro-forestry systems, mandalas, organic gardens, medicinal gardens, caipira (rustic) chickens, and others.
- Construction of small irrigation and improved water conservation and use systems for individual or community use.
- Support to agriculture and non-agriculture associative businesses and micro-enterprises of target group members.

#### *Component 2: Human Development*

- Support to the introduction and dissemination in rural schools in the project area of scientifically based agro-ecological activities and environmental context knowledge as an instrument of education in the coexistence with the Northeast semiarid environment.
- Support to the strengthening of the Escolas Famílias Agrícolas<sup>16</sup> operating in the project area and to the creation of new ones.
- Support to the vocational education and technical training of young men and women members of the target group in non-agricultural activities, like IT, machinery operation, hairdressing, tailoring, vehicle repair and maintenance, installation and repair of electric systems, civil constructions, and others.
- Support to activities for the generation and dissemination of knowledge relevant to the semiarid such as the development of the Universidade do Campo project of the State Government, the promotion of farmer to farmer exchange and extension systems, and the promotion of farmers' field schools.

#### *Component 3: Institutional Development*

- Strengthening of the governmental and non-governmental technical assistance/extension systems for the Piauí semiarid region
- Strengthening of the territorial organizations of the project areas and support to their planning and economic coordination functions
- Support to the formulation of state policies for the semi-arid region and to the monitoring of the State Plan for Coexistence with the Semiarid (currently under preparation)
- Support to the participation of Piauí stakeholders in discussion forums of semiarid development issues and in knowledge exchanges with stakeholders from other Northeast states.
- Institutional support to producer and other associations of target group members at the ground and meso levels.

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<sup>16</sup> Agriculture vocational secondary schools with a special pedagogic system alternating residential school attendance with work in the family farm.

#### *Component 4: Project Management*

- Strengthening of the implementation unit, including the establishment and operation of an administrative/financial team.
- Setting up and operation of evaluation and management information systems.
- Establishment and operation of decentralized implementation hubs.
- Design of specific subprojects and other interventions to carry out approved project activities
- Thematic and other relevant studies
- Support to the dissemination of project results and innovations

The duration proposed for the project is five years.

#### **Cost and Financing**

31. The total cost of the project is preliminary estimated at US\$40 million. This cost would be financed with an IFAD loan of US\$21 million, a counterpart contribution from the State Government of US\$15 million, and a contribution from project beneficiaries (including labour and other in kind contributions, own financial contributions and contributions from loans) of US\$4 million.
32. The breakdown of costs among components is preliminary estimated as follows: 50 per cent for Component 1.25 per cent for Component 2.15 per cent for Component 3, and 10 per cent for Component 4.

#### **Organization and Management**

33. The proposed project would be implemented by the *Casa do Semiárido*, a Directorate of the Secretariat of Rural Development of Piauí, which is in the process of becoming a semiautonomous entity under the umbrella of the above Secretariat. The possibility should be examined during preparation of sharing the financial/administrative facilities already in place in the Secretariat of Planning for the implementation of the World Bank Rural Poverty Reduction Project.

#### **M&E Indicators**

34. Some of the outcome and milestone indicators to be used are: number of beneficiaries of income generation activities; per cent increase in the income of beneficiaries of income generation activities; number of production groups formed/strengthened; number of jobs created; number of beneficiaries trained in occasional training activities; number of producers that have received technical assistance through project support; number of young individuals that have received vocational education or technical training with project assistance; number of schools that have adopted context education systems; number of families that have benefited from support to micro-enterprises and associative business; number of organizations that have been strengthened by the project; number of individuals/organization that have participated in knowledge exchange forums and similar activities; results from support to specific production chains (measured through indicators to be developed for each chain during project preparation); results of small irrigation and other water systems (measures to be developed during project preparation according to the various types of work); results from support to state policy formulation (measures to be developed during project preparation); results from the strengthening of territorial organizations (measures to be developed during project preparation); results from the strengthening of technical assistance systems (measures to be developed during project preparation).

#### **Risks**

35. Three main risks can be envisaged at this stage. The first is the discontinuation of political support to the project during implementation upon the change in government authorities. The second is the difficulty of access to remunerative markets in the relevant chains for producers supported by the project. The third is

the resistance of farmers and extension workers in the project area to introduce measures to improve natural resources management. These risks are not considered to be high at present. Other risks and relevant mitigation measures should be identified during preparation.

### Timing

36. The Carta *Consulta*<sup>17</sup> of the project is expected to be approved during the COFIEIX meeting of late June. The project is expected to be presented to the IFAD board in April 2009.

## Investment Project Profile: Paraiba Semiarid Project

### Background

37. The state of Paraiba, located in the eastern part of the Northeast region, has 56,440 sq km and a population estimated at 3.6 million. With a GDP per capita of US\$4,165, it is the fifth poorest state in Brazil (after Maranhão, Piauí, Tocantins and Alagoas) with economic and social indicators well below the Brazilian average. Thus, the IDH of the state in 2000 was 0.661 compared to 0.766 for Brazil, the income per capita is R\$150 per month compared to R\$605 per month for Brazil, and the proportion of extreme poor in the state is four times that of Brazil.
38. Nearly 85 per cent of the state's area is considered semiarid. The semiarid region has experienced long-term relative decline, and even absolute in some parts, since the mid-80s, mostly because of the cotton crises (due to market conditions and pest infestation), since cotton was the axis of the dominant livestock-cotton-food crops production system. Contrary to what happened in other states, the semiarid region of Paraiba recovered little from the cotton crisis experiencing difficulties to find new activities to substitute for the cotton-centred production system. An exception in the project area is the surge in recent years of a promising goat-based dairy economy in the Cariri area.
39. The stagnation that has characterized the semiarid zone of Paraiba does not mean that there is lack of endogenous development potentials. It is widely recognized today that the semiarid has many resources that can be mobilized to the benefit of the poor. Thus, for instance, the project area has good advantages for goat rearing, where notable improvements have already been made, potentially irrigated areas that can support a variety of crops, areas suitable for cashew trees, mineral resources amenable to small scale exploitation, a good potential for the production of high quality bee honey, a rich artisanal tradition, and a good system of social organization, to quote some of the most obvious potentials.

### Title, Geographic Area and Target Group

40. The project, which is named "Paraiba Semiarid Project (PBSP)" or *Semiarido Produtivo da Paraiba*, will cover five regions of Paraiba state: *Cariri Oriental*, *Cariri Ocidental*, *Seridó Oriental*, *Seridó Ocidental* and *Curimataú Oriental*. The regions included are among the ones with lower rainfall in Brazil, suffering acutely from the consequences of desertification. The two Seridó regions were recently recognized as the 13<sup>th</sup> meso region of the state and have received particular attention from the Ministry of Regional development, while the two Cariri regions have been included as *Territórios de Identidade* by MDA. Not all municipalities in the project area would be covered by all project activities. Some activities would focus on municipalities with potential for the development of a particular product or value chain. Other activities may have wide coverage and could indirectly benefit families or enterprises outside the target group. Precise criteria for the targeting of municipalities, communities and families will be established during project preparation.

<sup>17</sup> Project identification document prepared by the state government and presented to COFIEIX, the federal committee that authorizes the international financing operations of government entities.

41. The target group are the poor rural families, with or without land, of the project area employed in agriculture or in non-farm activities. Within this target group, particular attention will be paid to women and young individuals.

### **Project Rationale**

42. The high incidence of rural poverty in Paraíba, especially in its semiarid region, and the existence of interesting local economic potentials not currently exploited or underexploited offer the main rationale for the project. Environmental vulnerability, degradation of natural resources like soils and the *caatinga* biome, and climate change with the risk of desertification are additional reasons for an IFAD operation in the proposed area. This area was selected by the Government of Paraíba as the one most in need of external assistance within the state.
43. Important progress has been made in the state in the last two decades in the supply of social infrastructure like rural roads, electricity and fresh water in poor rural areas. Notwithstanding this progress, the indicators of satisfaction of basic needs are worst in the project area than in Paraíba as a whole, which points to the need of further investments in social infrastructure. There are currently in operation in the state large federal and state programmes as well as projects with World Bank support, like *Cooperar*, focused on this type of investments.
44. Some progress has also been made in the provision of assets and the improvement of the production capacity of poor rural producers. Programmes like *Reforma Agrária*, *Crédito Fundiário*, *Crediamigo*, *Qualificação Profissional para o Mercado de Trabalho*, *Meu Trabalho*, and *Programa Cidadão Rural* have contributed to this effort. But progress here has been much smaller than in the area of social infrastructure. This is why the thrust of the proposed project is to tackle the economic potential of the project area helping to develop sustainable employment and income opportunities for the target group. This focus is fully shared by the Government of Paraíba. Production oriented interventions will be aligned with the improvement of natural resources management, and will be complemented by other actions devoted to the enhancement of human and social capital, within an integrated view of the development process.

### **Project Objectives and Duration**

45. *General Objective*: To enhance the rural economy of the territories included in the project area through a sustainable increase of the production capacity of the rural poor, an improved insertion of small producers in the markets, the development of human, social and institutional capital, and the adoption of measures to fight desertification.
46. *Specific Objective 1: Production strengthening and improved market insertion*. This objective aims at promoting the competitive participation in markets of small rural producers and producers' associations through the strengthening of relevant production activities and of the capacity to access markets and add value to local products.
47. *Specific Objective 2: Sustainable management of natural resources and combat to desertification*. This objective aims at fighting desertification and promoting the sustainable management of the *caatinga* biome in the project area through environmental education, adequate training of extensionists and rural development agents, reforestation of the *caatinga*, dissemination of agro-forestry systems, and the exchange of experiences of coexistence with the semiarid.
48. *Specific Objective 3: Development of human and social capital*. This objective aims at promoting the development of human and social capital through technical training, vocational education, strengthening of participatory extension systems, strengthening of producers' and community organizations, and exchange of innovative experiences.

49. *Specific Objective 4: Institutional strengthening.* This objective aims at strengthening the institutional framework of the territories in the project area through the provision of technical assistance and training to councils, forums and other organizations that can help improve local development governance.
50. The duration envisaged for the proposed project is five years.

#### **Ownership, Harmonization and Alignment**

51. The Pluriannual Plan 2008-11 of the Government of Paraíba indicates the strong commitment of the State Government to the reduction of rural poverty, the coexistence with the semiarid, the mitigation of the desertification process, and the sustainable exploitation of the resources of the semiarid region.
52. The Secretary of Agricultural Development and Fisheries of the State of Paraíba and the Executive Director of the state's planning system have indicated formally the decision of the State Governor to use IFAD's financial support to strengthen state actions to fight rural poverty and improve the capacity of poor rural producers to generate income in a sustainable manner. This commitment was evident in the assistance provided to the COSOP team throughout the COSOP preparation process and in the drafting of a preliminary version of the *Carta Consulta* for COFIEX. The State Secretariat of Planning has indicated that sufficient counterpart resources are included in the Pluriannual Plan, and that the state qualifies for an IFAD loan of US\$25 million, to be disbursed in five years, starting in 2009.
53. The World Bank has an important participation in the fight of rural poverty in the state through the co-financing of the rural poverty reduction project *Cooperar*. Over the last years, this project was responsible for the provision of small social infrastructure for rural communities, particularly electricity and fresh water supplies, with an important impact on the wellbeing of poor rural families. Because of its focus on employment and income generation, the proposed IFAD project is not competitive but complementary to *Cooperar*. Synergies should be exploited.

#### **Project Components and Activities**

54. The proposed project would have five components. These components and the main activities envisaged are indicated below.

##### *Component 1: Productive Development and Competitive Market Insertion*

- Strengthening of the goats/sheep dairy and meat production chain. This activity would have various aspects: productivity increases through the continuation of genetic improvements and the dissemination of improved forage systems and stock management practices; integration into the chain of new groups of small producers; introduction of participatory extension systems and training of extensionists; investments in processing plants and equipment; support to the organization of producers; and support to access credit sources.
- Strengthening of artisanal production. The thrust would be in lace handicrafts in the Cariri region and semiprecious stones in the Seridó region, but other artisanal lines may also be included. The activities envisaged are: expansion of the number of artisans; training; design improvements; investments in processing plants and equipment; support to the organization of producers; and support to access credit sources.
- Support to poor producers of the project area participating in other value chains. Possible activities include tanning and leather industries, bee honey, cattle dairy, cashew production, and various fruits.
- Improved market access. This activity will consist of the following: identification and study of markets for the main value chains in the project area relevant to poor producers; training of producers to satisfy the requirements of markets; support to increase the processing capacity and add value to local production;

- development of new products; design of marketing strategies for the national and international markets.
- Support to farm- and non-farm based associative and micro-enterprises. This activity will be mostly oriented to poor young rural men and women interested in becoming small entrepreneurs either individually or in groups. The main instruments will be training, assistance to access credit sources, and a fund to co-finance the investments required.

*Component 2: Sustainable Management of Natural Resources and Support to Fight of Desertification*

- Reforestation of the caatinga. This activity will promote the reforestation of degraded caatinga areas of small farmers. Reforestation will be associated with environmental improvements (erosion control, water retention systems, etc.) and the reduction of economic vulnerability through the introduction of useful vegetal species for human or animal consumption.
- Introduction of environmental activities in schools as an instrument to educate in the coexistence with the semi-arid. This activity will include the dissemination in the schools of the project area of education materials relevant to the coexistence with the semi-arid, and the introduction in selected schools of productive activities oriented to educate students in technologies and practices relevant to the coexistence with the semi-arid.
- Support to the generation and dissemination of knowledge relevant for the coexistence with the semi-arid. This includes the support to relevant research activities carried out by EMEPA-PB, support to exchanges of information on semi-arid related issues among public, private and civil society entities, and support to partnerships for the dissemination of technologies and practices relevant to the coexistence with the semi-arid.

*Component 3: Development of Human and Social Capital*

- Support to technical training and vocational education. This activity will particularly target young men and women and will involve both farm and non-farm activities. It will support relevant training and educational facilities existing in the project area and promote their possible expansion, and will use methodologies that facilitate beneficiary participation and the combination of theory and practice.
- Support to beneficiary organization. This activity will provide support to beneficiary groups and community organizations in matters relative to the management of collective assets, accounting, administrative and legal information, leadership, and others.

*Component 4: Institutional Development*

- Strengthening of the technical assistance/extension system in the project area. This will have two prongs. The first will be based on EMATER-PB and will strengthen its methodological and operational capacity to carry out a participatory type of extension based on agro-ecological principles, and to enhance the system of ADRs. The second will be based on specialized NGOs and will support them in the dissemination through various means in the project area of knowledge, practices and technologies relevant to the semi-arid conditions and to fight desertification.
- Strengthening of participatory territorial organizations. This activity will consist of technical assistance and training the municipal and territorial councils and forums of public, private and civil society organizations in the project area, relevant to rural and territorial development, to allow them to better fulfil their governance function.



- Support to policy formulation and dialogue. This activity will support the formulation by the State Government of Paraíba of rural development and poverty alleviation policies as well as the coordination in the project area of state and feral level policies relevant to project objectives. This activity will support, inter alia, the implementation in the project area of the Pluriannual Plan 2008-11, and the participation of state actors in Northeast forums oriented to the discussion of policies and the exchange of experience of coexistence with the semi-arid.

#### Component 5: Project Management

- Strengthening of the implementation unit, including the establishment and operation of an administrative/financial team.
- Setting up and operation of evaluation and management information systems.
- Establishment and operation of decentralized implementation teams.
- Design of specific subprojects and other interventions to carry out approved project activities
- Thematic and other relevant studies
- Support to the dissemination of project results and innovations

The duration proposed for the project is five years.

#### **Cost and Financing**

55. The total cost of the project is preliminary estimated at US\$55 million. This cost would be financed with an IFAD loan of US\$25 million, a counterpart contribution from the State Government of US\$25 million, and a contribution from project beneficiaries (including labour and other in kind contributions, own financial contributions and contributions from loans) of US\$5 million.
56. The breakdown of costs among components is preliminary estimated as follows: 60 per cent for Component 1. 10 per cent for Component 2. 10 per cent for Component 3. 10 per cent for Component 4, and 10 per cent for Component 5.

#### **Organization and Management**

57. The Secretariat of Agricultural Development and Fisheries of the State of Paraíba would implement the proposed project. The possibility should be examined during preparation of sharing the financial/administrative facilities already in place for the implementation of the World Bank Rural Poverty Reduction Project, *Cooperar*.

#### **M&E Indicators**

58. Some of the outcome and milestone indicators to be used are: number of beneficiaries of income generation activities; per cent increase in the income of beneficiaries of income generation activities; number of production groups formed/strengthened; number of jobs created; number of beneficiaries trained in occasional training activities; number of producers that have received technical assistance through project support; number of young individuals that have received vocational education or technical training with project assistance; number of schools that have adopted context education systems; number of families that have benefited from support to micro-enterprises and associative business; number of organizations that have been strengthened by the project; number of individuals/organization that have participated in knowledge exchange forums and similar activities; results from support to specific production chains (measured through indicators to be developed for each chain during project preparation); results of small irrigation and other water systems (measures to be developed during project preparation according to the various types of work); results from support to state policy formulation (measures to be developed during project preparation); results from the strengthening of territorial organizations (measures to be developed

during project preparation); results from the strengthening of technical assistance systems (measures to be developed during project preparation).

### **Risks**

59. Three main risks can be envisaged at this stage. The first is the discontinuation of political support to the project during implementation upon the change in government authorities. The second is the difficulty of access to remunerative markets in the relevant chains for producers supported by the project. The third is the resistance of farmers and extension workers in the project area to introduce measures to improve natural resources management. These risk are not considered to be high at present. Other risks and relevant mitigation measures should be identified during preparation.

### **Timing**

60. The *Carta Consulta*<sup>18</sup> of the project is expected to be approved during the COFIEX meeting of late June. The project is expected to be presented to the IFAD board in April 2009.

### **Non-project Operation: Grant to Facilitate Knowledge Management on Development Issues of the Semiarid Region**

#### **Rationale**

61. The evaluation of the country programme of IFAD in Brazil observed the scarce importance of knowledge management (KM) activities in the programme, and recommended giving more attention to this in the new COSOP. The COSOP preparation team included KM with respect to northeast semiarid issues as an essential ingredient of the new programme, with one of the strategic objectives (SO 3) of the programme oriented to this.
62. There are several reasons why promoting KM of semiarid issues is considered important for the new programme: (1) IFAD has developed already some expertise on the semiarid region, and more expertise will be developed during the new programme, which will be centred in this region; (2) as explained before, the region should be looked at as a unity presenting many similar problems and opportunities; (3) the exchange of experiences and innovations on semiarid issues that currently exists among Northeast states and civil organizations is clearly insufficient; (4) interesting opportunities of generating new technical knowledge on the semiarid exist through institution such as EMBRAPA's regional centres, INSA, regional universities, and state research outfits; and (5) new IFAD project are likely to become a nursery of innovations regarding economic activities, technologies, organization models, and intervention methodologies in the semiarid, which will need to be disseminated.
63. The proposed IFAD grant will be a financial instrument to carry out KM activities. Others sources of funding are also envisaged, such as resources from the projects themselves, and from partnerships with other international agencies, government entities, knowledge centres and private foundations. A basic source of non-reimbursable funding is essential, however, to start up and manage operations. Access to the proposed IFAD grant would insure the carrying out of a basic core of KM activities and would serve as seed capital to attract resources from potential partners.

#### **Proposed activities**

64. The grant will serve to finance most of the activities envisaged under SO 3. It will be used to fund: (1) the dissemination and exchange of information on sustainable livelihoods in semiarid conditions among Northeast sub-national governments, knowledge institutions, and civil organizations interested in sustainable development

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<sup>18</sup> Project identification document prepared by the state government and presented to COFIEX, the federal committee that authorizes the international financing operations of government entities.

in the region; (2) support to monitor climate change in the Northeast and disseminate adaptation measures; (3) partnerships with relevant institutions dealing with science, technology and innovation for the semi-arid; (4) a strengthened capacity to learn from experience in IFAD projects in the region and disseminate successful local innovations through appropriate KM; and (5) the organization within the Northeast of a forum of government authorities, knowledge institutions and civil society organizations similar to the system of discussion meetings of REAF under MERCOSUR. The collection and dissemination of lessons and innovations deriving from IFAD projects will for the most part be funded by the projects themselves.

#### **Duration**

65. The duration will be defined depending on the amount of the grant, the co-financing sources and the institutional arrangements...

#### **Management**

66. The grant will be operated by an independent and well-respected knowledge institution of the region.

#### **Non-project Operation: Grant to Facilitate Policy Dialogue at the National and International Levels**

##### **Rationale**

67. As in the case of KM, the evaluation of the IFAD country programme observed the scarce importance of policy dialogue (PD) in the Brazilian programme, and recommended giving more attention to PD in the new COSOP. There was one important exception, however: the support given by the Fund to PD regarding family agriculture among stakeholders of the MERCOSUR countries through its assistance to the system of REAF meetings. The COSOP preparation team included PD as an essential part of the new programme. In fact, one of the strategic objectives in the new COSOP (SO 4) refers to PD. There are two levels at which support to PD is proposed: national and international. The national level concerns federal policies related to rural development and poverty reduction. The international level relates to policy dialogue on family agriculture issues among MERCOSUR countries, and to IFAD support to Brazil in its South-South cooperation.
68. There are several reasons why promoting PD is considered important for the new IFAD programme: (1) federal policies for rural development and poverty reduction are very important in Brazil and are in a state of flux, with GOB trying out ways to promote territorial development, expand and improve credit and other assistance systems to family farms, facilitate access to land of rural landless workers, and help small producers to market their output; (2) the M&E systems of the main federal programmes is deficient and in urgent need of improvement; (3) IFAD has considerable know-how and international experience in many of the policy areas relevant for PD in Brazil; (4) MDA is interested in IFAD's support in PD; (5) because of its characteristics and reputation, IFAD has a comparative advantage to play a catalytic role and act as honest broker in policy dialogue involving different sectors of society; (6) IFAD has already shown its capacity to facilitate PD through the REAF experience; and (7) through its network of projects and contacts, IFAD is well placed to assist Brazil to expand its South-South cooperation activities, particularly in the African region.
69. The IFAD grant will be a financial instrument to carry out the PD activities proposed below. Like in the KM case, other sources of funding are also envisaged, including possible partnerships with other international agencies and government entities willing to co-finance PD activities, but a basic source of non-reimbursable resources is also essential in this case to start up and manage operations.

##### **Proposed activities**

70. IFAD collaboration with GOB in PD will mainly consist in providing discussion inputs on relevant policy themes and assisting in setting up discussion forums, with the

clear understanding that policy-making is an exclusive national responsibility. The grant will fund activities relevant to national level policy dialogue only, not international. It will finance studies, consultancies, workshops, study travel, publications, and dissemination activities. PD will not be limited to the mainstreaming of innovations coming from IFAD projects. IFAD's global knowledge of rural development and poverty issues acquired through its analytical activities and worldwide development practice allows the Fund to cooperate with countries in PD matters over and above the experience from country projects.

71. Upon discussion with relevant stakeholders, the menu of possible themes preliminary selected as options for policy dialogue are:
- Fine tuning of PRONAF through: experimentation with microfinance technologies and the expansion of financial services (like savings) to better reach poor farmers; improvement of economic sustainability through better calibration of subsidies, as well as measures to improve repayment rates; and better M&E of the Programme.
  - Reform of technical assistance and extension systems to expand and diversify services, increase quality, and give extension an agro-ecological emphasis.
  - New policies to facilitate productive alliances, including technical and organizational assistance, market facilitation, and new financial instruments, such as competitive funds to co-finance the investments required.
  - Policies regarding approaches and incentives that facilitate the clustering of investments.
  - Policies to support the participation of family farmers in bio-energy markets.
  - Deepening of the territorial approach to rural development embraced by MDA, through instruments like investments oriented to increase productive employment in rural towns, a competitive fund to co-finance investments prioritized in the territorial plan, and the strengthening of meso-level institutions, regional councils in particular.
  - Policies to expand and improve technical training and vocational education in poor rural areas.
  - Policies to support the expansion of rural micro and associative enterprises.
  - Policies to enhance regional development poles capable of promoting an endogenous and inclusive type of growth in the rural areas of the Northeast semiarid.
  - Policies for the conservation of biodiversity, to fight desertification and adapt to climate change in the Northeast semiarid.
72. These themes are a menu of options subject to change over time according to evolving circumstances and government priorities, and only a few of them could possibly be covered. In addition to the above themes and in agreement with MDA, the grant may also serve to provide support to the evaluation of rural development/poverty programs.
73. The activities related to supporting Brazil's South-South cooperation, envisaged under SO4, may be marginally supported by this grant, but a separate line of financing should be found for the bulk of these activities.

#### **Duration**

74. The duration will be defined depending on the amount of the grant, the co-financing sources and the institutional arrangements..

#### **Management**

75. The grant will be operated by an independent and well-respected knowledge institution of national authority.

#### **Programme Scope and Next Steps**

76. It is possible to envisage the preparation and launching of three investment projects during the next two years, and another three or four, depending on circumstances,

during the following three years. This will be facilitated by the adoption of a programme approach to project operations. Co-financing of some of these projects is being discussed with the CAF. The size of IFAD loans could be of the order of US\$20 to 25 million per project.

77. The two non-project operations are envisaged to start in years 1 and 2 of the COSOP.
78. The State Governments of Piau  and Paraiba are preparing *Cartas Consulta* for their *Semi rido Produtivo* projects to submit to COFLEX. These *Cartas Consultas* will hopefully be approved during the COFLEX meeting of late June 2008. In the meanwhile, IFAD's PL Division should discuss and clear the concept notes of these two projects. If the *Cartas Consulta* is in fact approved in late June, project preparation could take place in August-September 2008. One single mission could jointly prepare both projects. This would permit exploiting synergies and save time.
79. To expedite preparation, PL should start identifying and lining up the members of the preparation team. As soon as notice of the clearance of the *Cartas Consultas* is received, a mission composed of the team leader of the project preparation team, the CPM and a national consultant should visit the two states. This mission will have three objectives: complete the identification of the projects to IFAD satisfaction; assist in the identification and setting up of a local preparation team; and agree on a work plan for the local team for the period previous to the visit of the IFAD preparation mission. This mission could also carry out discussions and collect information for the preparation of the grant applications, which should be done well before the end of 2008.
80. It is advisable that on the basis of the experience collected in the preparation of the Piau  and Paraiba projects and of the concepts presented above when discussing the programme approach to investment projects, a short programme concept document is prepared. This document would be useful to discuss new operations with other government of the Northeast states.

## Key file 1: Rural poverty and agricultural/rural sector issues

<i>Priority Area</i>	<i>Affected Group</i>	<i>Major Issues</i>	<i>Actions Needed</i>
<b>Rural poverty in general</b>	<p><b>Poor small-scale farmers</b></p> <p><b>Landless peasants</b></p> <p><b>Agricultural and seasonally migrant workers</b></p> <p><b>Women- headed households</b></p> <p><b>Rural youth</b></p>	<p>High level of geographical dispersion in rural areas:</p> <ul style="list-style-type: none"> <li>• 86% (82% in the Northeast) of rural population live in rural areas outside agglomerations and only 11% (16% in the Northeast) in isolated rural agglomerations</li> </ul> <p>High levels of social exclusion.</p> <ul style="list-style-type: none"> <li>• In 2006, 3 million rural people living in extreme poverty</li> <li>• In 2004, 15 million people living in food insecurity in rural areas: 5.9 million (18,2%) in slight food insecurity; 6 million (23,6%) in moderate food insecurity and 3.4 million (24.7%) in severe food insecurity</li> </ul> <p>Limited productive assets; growing but still limited social capital; low level of capitalization</p> <p>Limited access to land:</p> <ul style="list-style-type: none"> <li>• Almost half of poor rural households without access to land</li> <li>• Over 2 million minifundio holdings according to the 1996 Agricultural Census</li> </ul> <p>Insecure and irregular land ownership</p> <p>Limited basic rural infrastructure:</p> <ul style="list-style-type: none"> <li>• Inadequate housing conditions, particularly water supply and sanitation</li> <li>• Overcrowded houses</li> </ul> <p>Increased degradation of natural resources</p> <p>Low productivity, limited use of available technology and unsustainable production practices</p> <p>Subsistence agricultural production with low incomes from rain fed crops and livestock farming</p> <p>Limited access to good primary education</p> <p>Limited access to good quality basic health attention in rural areas and difficult access to medium and complex medical care</p> <p>Seasonal migrations, particularly of males, within states and across states</p> <p>Large numbers of women headed rural households</p> <p>High participation of pensions and other transfers in total income</p> <p>Limited access to financial &amp; other production and marketing support services</p>	<p>Improving basic health attention and access to health care facilities</p> <p>Strengthening local organizations for community-centred, self-managed development</p> <p>Improving access to land through legal, administrative and operational improvements of current land policy mechanisms</p> <p>Facilitating access by rural youth (male and female) to quality primary, secondary and higher education</p> <p>Investment in social and economic rural infrastructure, with special attention to water supply in the rural semiarid areas of Northeast Region</p> <p>Development of local technical capacities and skills</p> <p>Provision of demand-led, participatory, market-oriented, production-related and other technical services, and natural resource conservation technologies</p> <p>Crop diversification with emphasis on high value crops</p> <p>Promotion of income-generating, non-agricultural activities and micro and small businesses in rural areas</p> <p>Promotion of productive investment funds and local micro financing services</p>

<b>Priority Area</b>	<b>Affected Group</b>	<b>Major Issues</b>	<b>Actions Needed</b>
<b>Environmentally vulnerable zones/ natural assets and degraded areas</b>	<b>All rural poor</b>	<p>Degradation and overexploitation of natural resources (soil, water, biodiversity)</p> <p>Desertification of large areas in semi-arid region</p> <p>Unsustainable agricultural practices</p> <p>Inadequate land use/allocation in environmentally fragile areas</p> <p>Systematic clandestine deforestation</p> <p>Rural energy constraints</p> <p>Lack of effective climate-change-related plans and risk-management mechanisms overall and in smallholder agriculture</p> <p>Concentration of government efforts in some regions with neglect of others</p> <p>Low levels of participation and investment in micro-watershed-based, municipal and local development programmes</p>	<p>Reinforcement and enhancement of territorially-based, integrated rural development programmes and approaches</p> <p>Participatory environmental planning and implementation, with direct involvement of local communities in decision making</p> <p>Promotion of micro-watershed management plans</p> <p>Promotion of agro-forestry</p> <p>Strengthening of decentralization policies and mechanisms to strengthen environmental governance through local control</p> <p>Training in risk prevention, vulnerability-reduction, micro-watershed-based planning and resource development</p> <p>Increased provision of social and economic rural infrastructure, rehabilitation and conservation of soils, water and vegetation, and demonstration units of innovative-technologies</p> <p>Introduction of environmental service schemes adequate to the needs of arid and other vulnerable agro-ecological zones</p> <p>Promotion of "nature-based tourism" within wider rural development strategies at micro-watershed and municipal levels</p> <p>Participatory inventories of the natural (physical), cultural and historical potential of regions and sites</p>
<b>Rural businesses and micro-enterprises</b>	<b>Micro and small rural entrepreneurs (farm and off-farm)</b>	<p>Limited knowledge of market conditions</p> <p>Limited business-management capacities</p> <p>Low &amp; inappropriate levels of capital, technology and supporting infrastructure to compete in national and external markets</p> <p>Limited local value added in production chains</p> <p>Poor quality of rural products and services</p> <p>Low capacity to articulate consistent business plans</p>	<p>Support to diversification of regional economies, including agricultural and non-agricultural production</p> <p>Provision of market information systems at local, micro-regional and sub-national levels</p> <p>Selection and training of local commercial leaders and entrepreneurs in micro-enterprise development and quality-control management</p> <p>Support to the formulation of relevant rural "business plans"</p> <p>Facilitation of access to dynamic markets and technical and managerial support services with continued "coaching"</p> <p>Facilitation of access to investment resources for micro and small rural enterprise</p> <p>Establishment, expansion and consolidation of rural financial systems</p> <p>Provision of demand-led, participatory, culturally-sensitive, market-oriented rural extension services and natural resource conservation technologies</p>
<b>Gender development issues</b>	<b>Women headed households</b>	<p>High number of rural women-headed households due to temporary and permanent migration of males and to family breakdown</p> <p>High levels of social, nutritional and economic vulnerability of household</p> <p>High demand on women time and capabilities for daily household work, community-based social responsibilities, production, marketing and other survival activities</p> <p>Limited labour-market skills beyond household work in urban areas</p> <p>Low access to social, financial and production support services</p> <p>High dependency on social development programmes</p> <p>Efficacy of numerous public initiatives to deal with gender issues to be confirmed</p>	<p>Provision of adult women literacy programmes</p> <p>Guaranteed access to education at all levels for rural males and females</p> <p>Improved facilities and resources for health and nutrition services particularly oriented to women</p> <p>Strengthening of community approaches to the delivery of social services and the provision of domestic time-saving equipment</p> <p>Innovative participatory approaches to the capitalization of rural women</p> <p>Provision of demand-led, participatory financial and extension services to rural women</p> <p>Training in farm and off-farm rural productive activities and labour skills with equal opportunities for young males and females</p> <p>Gender awareness campaigns within rural communities and local society at large</p>

<b>Priority Area</b>	<b>Affected Group</b>	<b>Major Issues</b>	<b>Actions Needed</b>
			Nutritional and health awareness campaigns for women and children
<b>Marginal regions and particularly vulnerable households</b>	<p><b>Rural poor living in marginal regions</b></p> <p><b>Small <i>minifundistas</i></b></p> <p><b>Landless rural workers</b></p>	<p>High levels of social exclusion, extreme poverty and food insecurity</p> <p>Depressed local economy with little employment and income generation opportunity for the rural poor, particularly for landless households</p> <p>Poor basic economic infrastructure and services (roads, production support services, access to markets) and low levels of social capital</p> <p>Lack of basic welfare rural infrastructure, including housing, electricity, water and sanitation</p> <p>Low levels of social capital associated with geographical dispersion of rural communities</p> <p>Dominance of paternalistic/clientelistic culture and policy approaches, with paternalistic and insufficiently funded interventions from government, philanthropic institutions and NGO programmes</p> <p>Very limited productive assets, land fragmentation and limited social and economic capitalization</p> <p>Degradation of natural resources</p> <p>Limited access to education &amp; health services</p> <p>Low incomes from subsistence, traditional technology-based rain fed crops and livestock farming</p> <p>Very limited access to culturally-suitable technical assistance, rural finance and other production/marketing support services</p>	<p>Higher priority targeting and more investment resources in marginalized territories</p> <p>Higher priority to primary education and adult illiteracy eradication programmes</p> <p>Innovative, community-centred, self-managed development processes with strong public support</p> <p>Provision of health and nutrition services with quality at all levels (primary care &amp; hospitalization)</p> <p>Investment in basic rural infrastructure and housing</p> <p>Development of local capacities through technical and labour skills training</p> <p>Provision of demand-led, participatory, culturally-sensitive, market-oriented rural extension services and natural resource conservation technologies</p> <p>Support to production diversification with emphasis on high value activities</p> <p>Development of the income-earning potential of poor households through literacy, vocational training and local development actions designed to respond to local conditions</p> <p>Nutritional and health awareness campaigns for women and children</p>
<b>Marginalized indigenous peoples and traditional communities</b>	<b>Indigenous peoples and traditional communities</b>	<p>High levels of social exclusion, extreme poverty &amp; food insecurity</p> <p>Limited productive assets in the case of traditional and indigenous communities</p> <p>Limited capacity to use available resources efficiently</p> <p>Limited social and economic capitalization</p> <p>Degradation of natural resources and tenure threats to indigenous territories</p> <p>Lack of basic rural infrastructure and housing</p> <p>Limited access to good quality education &amp; basic health services</p> <p>Low incomes from subsistence, traditional technology-based rain fed crops and livestock farming, particularly unsuitable in semi-arid areas</p> <p>Limited access to culturally-suitable technical assistance, rural finance and other production/marketing support services</p> <p>Paternalistic and insufficiently funded interventions from government, philanthropic institutions and NGO programmes</p>	<p>Higher priority and more investment resources from federal programmes</p> <p>Policy coordination between municipal, state and federal administrations to deal with all development aspects (social, economic, natural resources, land tenure etc)</p> <p>Enhanced legal framework to recognize and protect special groups</p> <p>Enhanced coordination of policies and actions between FUNAI (indigenous issues), Fundação Palmares (traditional communities) and specialized ministries, NGOs and private sector</p> <p>Innovative, community-centred, self-managed development processes and strengthening of ethnic identity and culture</p> <p>Provision of health and nutrition services with quality at all levels (primary care &amp; hospitalization)</p> <p>Access by young indigenous males and females to intercultural primary, middle and higher education</p> <p>Investment in basic rural infrastructure and housing</p> <p>Development of local capacities through technical and labour skills training</p> <p>Provision of demand-led, participatory, culturally-sensitive, market-oriented rural extension services and natural resource conservation technologies</p> <p>Support to production diversification with emphasis on high value activities</p>



## Key file 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT] analysis)

Organization	Strength	Weakness	Opportunities and Threats	Comments
<b>GOVERNMENT IMPLEMENTATION AGENCIES</b>				
Ministério do Desenvolvimento Agrário (MDA)	<ul style="list-style-type: none"> <li>Focus on family farming, rural poverty and agrarian reform</li> <li>Recent progress in marketing support to small farmers</li> <li>Sensitive to gender and environmental issues</li> <li>Enthusiastic and proactive in bio-energy (Pronaf BioDiesel and Selo Combustível Social).</li> <li>Experience with FIDA (Dom Helder Câmara project) and other multilateral agencies</li> <li>Good relation with rural social movements</li> </ul>	<ul style="list-style-type: none"> <li>Shortage of human resources</li> <li>Limited M&amp;E capacity, especially of national programmes</li> <li>Approach to marketing and territorial development suffers from weak conceptual basis, including an insufficient understanding of value chains</li> <li>Limited direct activity in technical assistance and rural extension including supervision and training. TA services are delegated to state governments and civil society</li> <li>Little local presence (only state level offices).</li> </ul>	<ul style="list-style-type: none"> <li>Pronaf M&amp;E could improve substantially with a modicum of investment in human resources</li> <li>Present actions to support marketing are valuable in the transition to full independent integration of beneficiaries in value chains, particularly in view of bio-diesel potential</li> </ul>	<ul style="list-style-type: none"> <li>Is responsible for Pronaf and all main policies oriented to family farmers</li> </ul>
Ministério da Agricultura, Pecuária, e Abastecimento (MAPA)	<ul style="list-style-type: none"> <li>Good understanding of agri-businesses</li> <li>Wide local presence at national level</li> <li>Efficient staff cadre, but rather limited to cope with MAPA mandate.</li> <li>Proactive in international agricultural negotiations</li> </ul>	<ul style="list-style-type: none"> <li>Main focus on large-scale agriculture</li> <li>Low capacity to support small farmers to comply with SPS requirements</li> <li>Low capacity to enforce regulations and implement innovative policies</li> </ul>	<ul style="list-style-type: none"> <li>Know-how in agri-business could serve family farmers and agrarian reform settlements</li> </ul>	<ul style="list-style-type: none"> <li>Responsible for all aspects of agricultural support to the non-family farm sector</li> <li>Has also many functions related to the SPS vigilance system</li> </ul>
Ministério da Integração Nacional	<ul style="list-style-type: none"> <li>Large budget</li> <li>Long experience with international financing agencies</li> <li>Focus on the development of Brazil's poorest macro-regions</li> </ul>	<ul style="list-style-type: none"> <li>Territorial approach incompatible with that of MDA and still to be accepted by Ministry of Planning and to be incorporated at national budget</li> </ul>	<ul style="list-style-type: none"> <li>Suffers strong conflicting pressures at state level regarding main macro-regional projects, such as the transposition of Rio Sao Francisco.</li> </ul>	<ul style="list-style-type: none"> <li>Responsible for macro regional development actions particularly regarding hydraulic infrastructure</li> </ul>

<i>Organization</i>	<i>Strength</i>	<i>Weakness</i>	<i>Opportunities and Threats</i>	<i>Comments</i>
<b>GOVERNMENT IMPLEMENTATION AGENCIES</b>				
Companhia de Desenvolvimento dos Vales do S. Francisco e do Parnaíba (CODEVASF)	<ul style="list-style-type: none"> <li>• Long experience with irrigation projects</li> <li>• Experience with international financing</li> </ul>	<ul style="list-style-type: none"> <li>• Emphasis on enclave-type projects rather than regional projects with a multiplier effects</li> <li>• Carries the burden of inefficient projects implemented in the past</li> <li>• Limited investment capacity in new irrigation projects</li> </ul>	<ul style="list-style-type: none"> <li>• Focus on productive articulation and multiplier effects of projects outside their own areas is starting to develop</li> </ul>	<ul style="list-style-type: none"> <li>• Regional development company specialized in financing and implementation of irrigation projects</li> </ul>
Ministério do Desenvolvimento Social	<ul style="list-style-type: none"> <li>• Large budget</li> <li>• Strong partnership with civil society, state and municipal administration</li> <li>• Programmes focused on poor households and population with special needs</li> </ul>	<ul style="list-style-type: none"> <li>• Limited capacity of M&amp;E of main programmes</li> <li>• Very limited capacity to monitor implementation of decentralized programs</li> </ul>	<ul style="list-style-type: none"> <li>• If subsistence support (through minimum income programmes) is associated with other policies, it may favour the transition to a rural business approach</li> </ul>	<ul style="list-style-type: none"> <li>• Main implementation and supervisory agent of national social policy</li> </ul>
Secretarias Estaduais de Agricultura (SEAGRIs)	<ul style="list-style-type: none"> <li>• Closeness to served population</li> <li>• Most of SEAGRIs operate in close partnership with federal institutions, particularly MAPA, MDA, and MMA.</li> </ul>	<ul style="list-style-type: none"> <li>• Low paid and often little qualified staff</li> <li>• Low budget to deal with state responsibilities in the area</li> <li>• Low capacity to implement autonomous agro-development programmes at state level.</li> </ul>	<ul style="list-style-type: none"> <li>• Risk of appropriation with electoral purposes of projects co-financed by multilateral agencies</li> </ul>	<ul style="list-style-type: none"> <li>• Manage state agriculture and rural development policies; are partners of ministries of agriculture, rural development and regional integration with respect to irrigation</li> </ul>
Secretarias Estaduais de Desenvolvimento Regional (SDRs)	<ul style="list-style-type: none"> <li>• Closeness to served population</li> <li>• Experience with multilateral financing</li> <li>• Most programmes funded by international agencies, subject to appropriate rules</li> </ul>	<ul style="list-style-type: none"> <li>• Low paid and often Little qualified staff</li> </ul>	<ul style="list-style-type: none"> <li>• Risks associated with low capacity to implement development projects</li> <li>• Enhancement of policy design and efficiency through M&amp;E</li> </ul>	<ul style="list-style-type: none"> <li>• Responsible of assisting municipalities and help drafting regional development plans</li> </ul>
Secretarias Estaduais de Combate à Pobreza e Assistência Social	<ul style="list-style-type: none"> <li>• Closeness to served population</li> </ul>	<ul style="list-style-type: none"> <li>• Low paid and often little qualified staff</li> <li>• Subject to strong local pressures regarding resources allocation</li> <li>• Focus on disaster situations and short run measure</li> </ul>	<ul style="list-style-type: none"> <li>• Risks associated with low capacity to implement development projects</li> <li>• Enhancement of policy design and efficiency through M&amp;E</li> </ul>	<ul style="list-style-type: none"> <li>• Responsible for state level social policies</li> </ul>
Secretarias Municipais de Agricultura (SEMAGRIs)	<ul style="list-style-type: none"> <li>• Closeness to served population</li> </ul>	<ul style="list-style-type: none"> <li>• Very scarce or inexistent human and material resources</li> <li>• Mostly an instance of political representation, without action capacity</li> <li>• Lack of operational and policy instruments to promote agricultural and rural development</li> </ul>	<ul style="list-style-type: none"> <li>• Can be used as a local coordination unit</li> </ul>	<ul style="list-style-type: none"> <li>• Act in practice as rural development advisors to mayors</li> </ul>

<b>Organization</b>	<b>Strength</b>	<b>Weakness</b>	<b>Opportunities and Threats</b>	<b>Comments</b>
<b>GOVERNMENT IMPLEMENTATION AGENCIES</b>				
<b>SERVICE PROVIDERS</b>				
Instituto Nacional de Colonização e Reforma Agrária (INCRA)	<ul style="list-style-type: none"> <li>• Large presence throughout the national territory</li> <li>• Exclusive focus on agrarian reform</li> </ul>	<ul style="list-style-type: none"> <li>• Shortage of human and material resources</li> <li>• Unable to address marketing issues</li> <li>• Excessively responsive to social movement pressure</li> </ul>	<ul style="list-style-type: none"> <li>• Recent staff increase of 40% may serve to advance in the autonomy of agrarian reform settlements</li> </ul>	<ul style="list-style-type: none"> <li>• In charge of providing support to the agrarian reform settlements.</li> <li>• Operates under MDA.</li> </ul>
Companhia Nacional de Abastecimento (CONAB)	<ul style="list-style-type: none"> <li>• Very much involved with poverty reduction policies</li> <li>• Large presence throughout the national territory</li> <li>• Important for the marketing of family farm produce</li> <li>• Experience with IFAD project Progavião</li> </ul>	<ul style="list-style-type: none"> <li>• Responsive to political pressure</li> </ul>	<ul style="list-style-type: none"> <li>• Present actions to support marketing are valuable in the transition to full independent integration of beneficiaries in value chains</li> <li>• Risk of overstocking because of political pressure to buy surpluses</li> </ul>	<ul style="list-style-type: none"> <li>• In charge of federal government regulatory food stocks and of procurement and sale of food linked to social policies</li> </ul>
Empresa Nacional de Pesquisa Agropecuária (EMBRAPA)	<ul style="list-style-type: none"> <li>• Large and efficient technical staff</li> <li>• Good research infrastructure</li> <li>• Focus on value chains many of which relevant for small farmers</li> <li>• Many centres distributed in the national territory focussed on local technological needs</li> <li>• Experience with IFAD</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of focus on the most strategic issues for sustainable agricultural development</li> <li>• Scattering of scarce resources</li> <li>• Weak linkages with extension services that should be provided by state and local institutions</li> </ul>	<ul style="list-style-type: none"> <li>• Increased competitiveness of small farmers in the bio-diesel chain</li> <li>• Possibility of fostering value chains by linking irrigation projects to their rain-fed environments</li> <li>• Stronger support to innovation by small farmers</li> </ul>	<ul style="list-style-type: none"> <li>• Main agricultural research and technology agency of Brazil</li> </ul>

## Key file 3: Complementary donor initiative/partnership potential

<i>Agency</i>	<i>Priority sectors and areas of focus</i>	<i>Period of current country strategy</i>	<i>Complementarity/Synergy Potential</i>
<b>World Bank</b>	<ul style="list-style-type: none"> <li>• Human development (education, health, nutrition, poverty reduction)</li> <li>• Rural development (rural poverty reduction, rural infrastructure, land redistribution)</li> <li>• Private sector development</li> </ul>	2004-2007	<ul style="list-style-type: none"> <li>• Rural poverty reduction: The WB is financing poverty reduction projects in nine states of the Northeast region. Projects are implemented by state government agencies, providing grants to rural community associations to cofinance the implementation of small infrastructure and income generation projects. These initiatives are evaluated, prioritized, and approved by Municipal Councils with broad participation of beneficiaries, local governments, and government agencies working in the respective municipalities. IFAD and World Bank projects occasionally benefit the same rural communities, and there have been some partnerships in the context of the IFAD-funded Dom Helder Câmara Project, especially in the state of Rio Grande do Norte. There is good potential to coordinate activities at field level that imply avoiding duplication, mobilizing additional funds, and making complementary investments in poor communities.</li> <li>• Land policies: The World Bank has been financing the Land Credit Program implemented by the Federal Government through the Ministry of Agrarian Development. The program provides long-term credit to groups of landless rural dwellers in order to purchase land and make complementary investments. The World Bank and the Federal Government are negotiating a new loan of about US\$400 million that would extend the program to all states of Brazil, benefiting about 60.000 families. All IFAD projects have supported land settlements created with the support of loans from the Land Credit Program, providing technical assistance, training, and small infrastructure investments.</li> </ul>
<b>Interamerican Development Bank</b>	<ul style="list-style-type: none"> <li>• Promoting sustainable economic growth</li> <li>• Reducing poverty and social and regional inequities</li> <li>• Urban development</li> <li>• Institutional modernization</li> </ul>	2004-2007	<ul style="list-style-type: none"> <li>• IADB has been implementing five projects in the area of agriculture and rural development, three technical assistance grants, and two projects financed by the Multilateral Investments Fund. Main operations focus on the Northeast region, including the states of Pernambuco and Bahia, but in zones not covered by IFAD projects. A Consolidation and Self-sufficiency of Agrarian Reform Settlements project executed by INCRA is implemented in states outside the Northeast region (with the exception of Rio Grande do Norte), reason why there was no interaction with IFAD projects. As long as there is no overlapping in the areas covered by IADB and IFAD projects, possibilities of collaboration could focus on knowledge management and policy dialogue on rural development issues like support to land reform settlements, microfinance and the promotion of rural businesses.</li> </ul>
<b>Food and Agriculture Organization</b>	<ul style="list-style-type: none"> <li>• Technical assistance in agriculture, aquaculture, environment, and land reform</li> <li>• Technical assistance to policy development in the area of food security</li> </ul>	No published formal strategy	<ul style="list-style-type: none"> <li>• FAO has been active in the first stages of development of the Fome Zero Programa broad set of government interventions to reduce poverty and improve food security. In addition, it has national and regional technical assistance projects that cover topics like animal health, training in land policies, environmental training in schools, and planning and training on land reform. FAO has collaborated with the World Bank through a World Bank/FAO Cooperative Programme in which FAO provided staff and consultants for the formulation and supervision of World Bank rural development and poverty reduction projects. Possibilities of partnerships could include lessons sharing in rural development, participation in targeted analytical work and pipeline development.</li> </ul>

<b>Agency</b>	<b>Priority sectors and areas of focus</b>	<b>Period of current country strategy</b>	<b>Complementarity/Synergy Potential</b>
<b>Interamerican Institute for Cooperation on Agriculture</b>	<ul style="list-style-type: none"> <li>• Technical cooperation on Trade and Agribusiness Development, Technology and Innovation, Animal and Food Health, Sustainable Rural Development, Participatory Rural Development, and Knowledge and Information Management.</li> </ul>	2002-2006	<ul style="list-style-type: none"> <li>• IICA has developed partnerships with many government agencies and state governments, providing technical assistance to projects and interventions of great interest to IFAD. Some of the most important ones for IFAD include: a) support to the implementation of the World Bank funded Poverty Reduction Program in states of the Northeast Region; b) support to the Ministry of Agrarian Development on the management of the Land Credit Program and to state governments in the Northeast, Southeast, and South regions on its implementation; c) support to the management of the National Family Agriculture Strengthening Programme; d) support to rural territorial development through the Territorial Development Secretariat of the Ministry of Agrarian Development; e) support to territorial planning and sustainable rural development planning in the states of Pernambuco, Piaui, and Maranhão; and f) support to the Ministry of National Integration on the development of activities oriented to mitigate the negative impacts of natural and human disasters. Possibilities of collaboration with IICA include implementation support, policy dialogue and knowledge management.</li> </ul>
<b>United Nations Development Programme</b>	<ul style="list-style-type: none"> <li>• Human Development (poverty reduction, social inclusion)</li> <li>• Capacity Development for sustainable governance</li> <li>• Sustainable Development and Energy Development</li> </ul>	2002-2006	<ul style="list-style-type: none"> <li>• Coordination in follow-up of social agenda and progress in meeting of MDG</li> </ul>

## Key file 4: Target group identification, priority issues and potential response

<i>Typology</i>	<i>Poverty Level and Causes</i>	<i>Coping Actions</i>	<i>Priority Needs</i>	<i>Support from Other Initiatives</i>	<i>COSOP Response</i>
<b>Poor family farmers (including indigenous population)</b>	<ul style="list-style-type: none"> <li>Approximately 40% of rural poor households are small farmers. Except for unoccupied workers, rural households relying mostly on farming registered in 2006 the highest rate of poverty;</li> <li>Geographic isolation and dispersion (in the Northeast Region 87,7% of poor rural households were located in rural areas outside rural agglomerations)</li> <li>Limited land, water and other productive assets</li> <li>Degraded natural-resource base</li> <li>Inadequate housing conditions. Lack of water supply</li> <li>Limited access to good quality education and to basic and more advanced health services</li> <li>Limited access to production, financial and marketing support services</li> <li>High Adult illiteracy</li> <li>Low total factor productivity</li> </ul>	<ul style="list-style-type: none"> <li>Government transfers e.g. <i>Bolsa Familia</i> and Pension Fund (INSS)</li> <li>Low input/output farming for family subsistence and markets</li> <li>Overexploitation of natural resources base</li> <li>Seasonal off-farm employment in the region and in other regions</li> <li>Daily off farm work</li> <li>Seasonal/permanent migration to urban areas, particularly young men and women</li> <li>Direct benefits from poverty combat programs, particularly housing, electricity and water supply (Rural Poverty Combat Projects, many co-financed by the World Bank)</li> <li>Low productivity informal non agricultural activities</li> </ul>	<ul style="list-style-type: none"> <li>Technical training and vocational education</li> <li>Demand-led agricultural and non-agricultural support services</li> <li>Financial services and resources for agricultural and non-agricultural production</li> <li>Comprehensive technical assistance on production, marketing and management of production unit and natural resources</li> <li>Social investment in education, health and nutrition</li> <li>Investment in rural infrastructure, housing (particularly water supply and electricity)</li> <li>Rehabilitation and rational development of natural-resource base</li> <li>Access to investment funds</li> </ul>	<ul style="list-style-type: none"> <li>Pronaf – National Programme</li> <li>Land Reform Programs (Incra and Crédito Fundiário)</li> <li>Rural Development and Poverty Combat Programmes at State Level (mostly co-financed by World Bank)</li> <li>Crediamigo and Agrocredit (Banco do Nordeste)</li> <li>Pluristate IFAD project (Dom Helder) and IFAD projects in Bahia</li> <li>Irrigation Program</li> <li>Various state level programs and projects, such as Flores da Bahia, in Bahia and Agropolis, in Ceará</li> <li>PAA (Food Acquisition Program) – Conab</li> <li>ONGs local initiatives, from facilitating market access to water management and supply.</li> </ul>	<ul style="list-style-type: none"> <li>Employment and income opportunities</li> <li>New or more productive sustainable agricultural production (crop conversion/diversification)</li> <li>New non-agricultural activities</li> <li>Market-oriented micro and small agricultural and non-agricultural rural businesses</li> <li>Technical support services</li> <li>Social and economic organization</li> <li>Enhanced policy response through policy coordination mechanisms at project level and policy dialogue at regional and federal levels</li> </ul>
<b>Landless households, rural workers and seasonal migrant labour</b>	<ul style="list-style-type: none"> <li>Range: from poverty to extreme poverty; and from high to very high social and economic exclusion</li> <li>High illiteracy and very low professional qualification</li> <li>Inadequate housing conditions. Lack of water supply</li> <li>Limited access to good quality education and to basic and more advanced health services</li> <li>Very precarious working conditions</li> <li>Low wages</li> <li>Lack of productive assets</li> <li>Lack of social and start-up production, financial and marketing support services</li> </ul>	<ul style="list-style-type: none"> <li>Low input/output farming for family subsistence in rented land</li> <li>Seasonal employment as workers in commercial agricultural holdings</li> <li>Daily local work</li> <li>Permanent migration to urban areas (i.e. Construction work)</li> <li>Diversified household income i.e. Domestic work in urban areas</li> </ul>	<ul style="list-style-type: none"> <li>Social investment in education, health and nutrition</li> <li>Investment in rural infrastructure and housing</li> <li>Technical training and vocational education</li> <li>Better labour conditions and opportunities</li> <li>Access to land and /or to land rental markets</li> <li>Financial resources for agricultural and non-agricultural production</li> </ul>	<ul style="list-style-type: none"> <li>Agrarian Reform – Incra and Credito Fundiário</li> <li>Credi Amigo (Banco do Nordeste)</li> <li>Rural Development and Poverty Combat Programmes at State Level (mostly co-financed by World Bank)</li> <li>Food Distribution Program – MDS (Programa de Distribuição de Cestas de Alimentos -PDCA)</li> <li>Training Programs (federal, state and NGOs initiatives)</li> <li>Adult education (Ministry of Education and Agrarian Development)</li> </ul>	<ul style="list-style-type: none"> <li>Employment and income opportunities</li> <li>New non-agricultural activities</li> <li>Market-oriented micro and small rural businesses</li> <li>Technical and financial support services</li> <li>Social and economic organization</li> </ul>

<b>Typology</b>	<b>Poverty Level and Causes</b>	<b>Coping Actions</b>	<b>Priority Needs</b>	<b>Support from Other Initiatives</b>	<b>COSOP Response</b>
<b>Micro and Small rural entrepreneurs (farm and off-farm)</b>	<ul style="list-style-type: none"> <li>Moderate to extreme poverty</li> <li>Limited capitalization of non-agricultural production activities</li> <li>Low technological level and limited infrastructure</li> <li>Lack of access to production and marketing support services</li> <li>Low education level</li> <li>Limited management skills</li> </ul>	<ul style="list-style-type: none"> <li>Production and marketing micro-enterprise</li> <li>Partial involvement in small agriculture-related activities</li> <li>Seasonal labour work by some member of the household</li> <li>Permanent wage labour by some member of the household</li> </ul>	<ul style="list-style-type: none"> <li>Support services for micro-entrepreneurial activities</li> <li>Marketing analysis of small rural enterprise opportunities and limitation in the context of local and regional markets</li> <li>Assistance to prepare effective business plans, and inproject financing and implementation</li> <li>Demand-led agricultural and non-agricultural support services</li> <li>Access to financial resources and services</li> </ul>	<ul style="list-style-type: none"> <li>Pronaf (special credit line for non agricultural activities)</li> <li>Several Programmes of Banco do Nordeste</li> <li>Sebrae – Serviço de Apoio às Micro e Pequenas Empresas various programmes (Brazilian Micro and Small Business Support Service)</li> <li>State and local level initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Employment and income opportunities</li> <li>New sustainable agricultural production (crop conversion/diversification)</li> <li>New non-agricultural activities</li> <li>Market-oriented micro and small agricultural and non-agricultural rural businesses</li> <li>Technical support services</li> <li>Social and economic organization</li> </ul>
<b>Rural youth and women</b>	<ul style="list-style-type: none"> <li>Range: from poverty to extreme poverty; and from high to very high social and economic exclusion</li> <li>Limited access to good education and health services</li> <li>Lack of access to production, financial and marketing support services</li> <li>Insufficient access to professional training</li> </ul>	<ul style="list-style-type: none"> <li>Contribution to household economy through low input/output farming for family subsistence and markets</li> <li>Seasonal off-farm employment</li> <li>Seasonal/permanent migration to urban areas</li> </ul>	<ul style="list-style-type: none"> <li>Social investment in education, health and nutrition</li> <li>Wider access to education at all levels: primary, middle and higher</li> <li>Investment in rural infrastructure and housing</li> <li>Technical training and vocational education</li> <li>Demand-led, agricultural and non-agricultural support services</li> <li>Financial services and resources for agricultural and non-agricultural production</li> </ul>	<ul style="list-style-type: none"> <li>Pronaf has special credit lines for rural youth and women</li> <li>Incra pays special attention to women as preferential beneficiaries of land settlements</li> <li>Sebrae has special activities for young entrepreneurs (limited in rural areas)</li> <li>Contag gives special attention to rural youth and women</li> </ul>	<ul style="list-style-type: none"> <li>Employment and income opportunities</li> <li>New sustainable agricultural production (crop conversion/diversification)</li> <li>New non-agricultural activities</li> <li>Market-oriented micro and small agricultural and non-agricultural rural businesses</li> <li>Technical support services</li> <li>Social and economic organization</li> </ul>