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**Draft country programme document for the Federative Republic of
Brazil (2012-2015)**

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I. Situation analysis

1. Brazil is a middle-income country that has experienced impressive economic and social progress in the last decade. In 2010, having expanded its gross domestic product (GDP) by 7.5 per cent, Brazil became the world's seventh largest economy according to the International Monetary Fund (IMF). In 2007, Brazil joined the group of countries with a high level of human development. It has a Human Development Index value of 0.699, the seventy-third highest ranking country according to this index. It is one of the few nations in the world to have improved its scores in all three dimensions underlying the Index – namely, income, education and health. As a result of these trends, Brazil is on track to achieve the Millennium Development Goals (MDGs) by 2015, with outstanding results in regard to the first Goal, having lifted approximately 28 million people out of extreme poverty.

2. The country also significantly reduced the level of inequality by implementing effective social and economic policies. Nevertheless, inequality remains high (Gini index score of 53.8 in 2009), and national averages still mask gender, racial, ethnic, regional and other inequalities. In this regard, the Government has committed itself to the ambitious objective of eradicating by 2015 the extreme poverty which still affects more than 16 million people. Additional strategic investments will be necessary in areas such as capacity strengthening at the local level, in particular to improve local authorities' capabilities to efficiently formulate, manage and implement socio-economic public policies, and to support the most vulnerable segments of the society: indigenous peoples, Afro-descendants and women, among others.

3. Brazil, a country with a clean energy matrix¹ (*matriz energética limpa*), has made excellent progress in shifting its approach to development to promote a greener economy, protecting its rich biodiversity and better integrating the need for conservation with other needs of vulnerable populations. Efforts are also being made to improve prevention capacity and the response to natural disasters by better integrating public policies and strengthening early warning systems. In line with the Montreal Protocol, methods for reducing ozone-depleting emissions have been incorporated into the national policy framework. Adaptation to and mitigation of climate change are also high on the agenda. Finally, in 2012 Brazil will host the Rio+20 Conference, which will provide an opportunity to establish a new national and global vision of inclusive sustainable development.

4. Two decades of political stability following the end of the 1964-1984 military dictatorship and the election of the fourth president during this period underscore the progress that has been made in consolidating the country's democratic institutions. This progress, in turn, promotes and protects social and human rights. On the other hand, the integration of the justice system and of public-security institutions fighting all forms of violence (gender, ethnic, urban and homophobic violence, among others) continues to be a challenge. In order to consolidate democratic governance, the country still needs, inter alia, to enhance its capacity in the areas of public management and civil society participation. The increasing global visibility of Brazil will be further enhanced with the upcoming FIFA World Cup in 2014 and the Olympic Games in 2016. These will also present opportunities for greater social inclusion through sport and development initiatives.

5. The demand for Brazilian technical cooperation has been steadily growing. This is on account of Brazil's many successes and the relevance of its experiences in areas such as social and agricultural policy, as well as of the fact that the cooperation provided by Brazil is based on the principles of solidarity and absence of conditionality.

II. Past cooperation and lessons learned

6. The UNDP country programme for Brazil (2007-2011) emphasized three cross-cutting areas: localizing the MDGs, strengthening governance and South-South cooperation mainstreaming. The programme contained 10 outcomes grouped into the following overarching themes: promoting equal access to public services; ensuring gender and racial equity; reducing

¹ Clean energy matrix (*matriz energética limpa*): i.e., almost half of the sources of power in Brazil originate from renewable sources, with sugarcane and hydroelectric power second and third among all sources, behind petroleum.

vulnerability to violence; promoting transparent policies and human rights; and supporting more sustainable economic development.

7. In preparation for the next programming cycle the UNDP Evaluation Office conducted an Assessment of Development Results (ADR) summarizing lessons learned over the previous eight years and putting forth a number of preliminary conclusions which guide the next programming cycle detailed here. The ADR conducted in the beginning of 2011 points out that UNDP has contributed to the formulation of sectoral public policies, to the structuring of entire new areas and public sector organizations, and to the strengthening of public sector implementation capacities. The report also states that UNDP contributed to the incorporation of various human development dimensions in the national policy agenda, especially in areas such as poverty reduction (support to the conditional cash-transfer programme *Bolsa Familia*), public security policy (the Citizen Security programme), institutionalization of structural environmental policies (the national environmental programme), and Government capacities to provide South-South cooperation. It also indicates that UNDP work on specific projects, as well as on gender and racial mainstreaming, has led to the advancement of human rights and greater gender and racial equality. In sum, ADR concludes that UNDP interventions have been of great strategic relevance to the national partners.

8. The ADR also notes that the nature of the demand for technical cooperation from international organizations has changed. There has been a decrease in demand for financing by the international financial institutions (IFIs) at the federal level, as well as for administrative support to project implementation. At the same time, the demand for specific technical contributions and for support for the delivery of technical cooperation to other developing countries has increased. This shift underscores the importance of continuing UNDP strategic repositioning in Brazil so as to create a mixed portfolio in which knowledge products and substantive support as well as support for South-South cooperation expand relative to the more traditional management-support projects. The report also indicates that UNDP remains an important and trusted partner in helping implement some strategic projects. The ADR recommended greater reliance on UNDP global knowledge networks and focusing the substantive support on the consolidation of selected themes such as public security, South-South cooperation and capacity development for small municipalities.

9. Based on the ADR and through the project monitoring and approval process carried out together with the Brazilian Agency for Cooperation (ABC), UNDP has initiated a portfolio review in order to identify opportunities for more substantive and innovative technical contributions both to existing and new projects. These ongoing changes in the UNDP portfolio will in turn require some adjustments in the structures and operating procedures, including greater reliance on direct implementation modalities when requested by the Government of Brazil. In order to allow greater efficiency in the implementation of programmes within the country and abroad, adjustments may be needed in the Brazilian legal framework that regulates international technical cooperation.

10. Changes in the nature of the demand from the Government of Brazil apply not only to UNDP but apply to the entire United Nations system in the country. These changes are encouraging greater alignment and cooperation among United Nations agencies. Some positive examples include a number of joint programmes developed and implemented by the United Nations country team within the framework of the MDG Fund. Another important achievement has been a conversion of a project-funded UNDP sub-office in Salvador, Bahia, into a United Nations House for Bahia and other states in the north-eastern region. This House brings together five agencies and funds: UNDP, UNFPA, International Fund for Agricultural Development (IFAD), International Labour Organization (ILO) and United Nations Children's Fund (UNICEF).

III. Proposed programme

11. The UNDP Brazil country programme for 2012-2015 builds on the results achieved to date and focuses on providing continued support to the Government of Brazil in areas such as: the achievement of MDGs with a particular focus on reducing inequalities; further strengthening capacities for greater integration of sustainable development and productive inclusion for poverty reduction²; enhanced support to public policies aimed at reducing vulnerability to violence; and South-South cooperation emphasizing capacity development through value added policy advice, advocacy, knowledge management and strategic project management support. In this sense the priorities of the UNDP country programme are fully aligned with the national priorities identified by the Government of Brazil during the United Nations Development Assistance Framework (UNDAF) 2012-2015 consultation process. This document has been shared with the United Nations agencies as part of the drafting process in order to identify complementarities and lay foundations for closer inter-agency cooperation.

12. The proposed country programme will also provide a means of advancing implementation of the 2010 Partnership Framework Agreement between UNDP and the Government of Brazil. Additionally, the programme will take advantage of the presence in Brazil of the UNDP International Policy Centre for Inclusive Growth (IPC-IG), jointly funded by Brazil and UNDP.

13. **MDGS for all.** Building on the significant progress in achieving MDGs, UNDP will continue to support national partners in their ongoing efforts to accelerate MDG achievement, in particular the new extreme-poverty eradication programme, a key Government priority. Monitoring work on the human development agenda and on the MDGs (through reports, Web-based platforms and other means) will also contribute to better evaluation of the progress being made on national development goals. There will be a focus on introducing indicators on racial, ethnic, gender and other forms of exclusion and addressing the need for access to data for decision-making and monitoring at regional and municipal levels. UNDP will also continue to provide support to the national Government as well as to state and local governments so they can develop their capacities for policy formulation, implementation, monitoring and evaluation. This work will focus in particular on reducing inequalities concerning indigenous and traditional communities, women, ethnic and racial minorities, and other vulnerable groups. In parallel, UNDP will continue to strengthen civil-society capacities for increased citizen participation in policy-making, as well as monitoring and rights enforcement. United Nations inter-agency collaboration will be pursued in order to increase the effectiveness of the support offered to the national partners.

14. **Sustainable development and productive inclusion.** Under the UNDAF outcome related to sustainable development, a green economy and decent work, UNDP, within its mandate, will continue to support the Government of Brazil with policy advice, knowledge and technological innovation as well as capacity development services to promote climate-change mitigation and adaptation. In addition, UNDP will make available to its national and subnational partners its knowledge on sustainable development and conservation of biodiversity and will facilitate the articulation of the overarching goals of poverty eradication, productive inclusion and reduction of inequalities. UNDP will also provide technical advice and advocacy support to Rio+20 and to Brazil's participation in other international environmental forums.

15. **Reducing vulnerability to violence (Citizen Security).** In line with the national priorities, UNDP will work at the national and subnational levels on issues such as citizen security, access to justice, consumer rights, the prison system, natural disaster prevention. This work will seek to contribute to the achievement of the larger objectives of strengthening national justice and public security systems; more effective and integrated policies for combating and preventing violence among the most vulnerable and excluded (e.g. women, children, seniors); better protection of the population against emergencies and natural disasters.

16. **South-South cooperation.** Building on its comparative advantage as a global network of information, knowledge and solutions exchange and as coordinator of the United Nations system, UNDP will support the Government of Brazil in its contribution to the global development

² Productive inclusion (*inclusão produtiva*) refers to a range of activities to help the Brazilian poor. These activities focus on such things as enhancing access to formal employment and strengthening family farming.

agenda through the South-South cooperation platform. UNDP will scale-up its work initiated under the previous programming cycle. It will contribute: to the strengthening of the triangular cooperation agenda; to the mapping, codification, validation and transfer of Brazilian knowledge related to policy, programme and project design and implementation; and to strengthening the capacities and inclusion of a larger number of national and international partners in the triangular cooperation processes. UNDP will introduce knowledge feedback mechanisms in its programmes and projects in order to further enrich the national debate on South-South cooperation, thus linking the received and provided technical cooperation through a continuous learning process. In this context, UNDP will deepen its strategic partnership with the ABC.

17. UNDP will continue to support greater private sector participation in development activities related to MDG achievement, and to advocate for more corporate social responsibility within the framework of the United Nations Global Compact (GC) and the Business Call to Action (BcTA) initiatives.

IV. Programme management, monitoring and evaluation

18. The country programme will be mostly nationally executed by the designated UNDP counterpart: the ABC, which coordinates all international technical cooperation in Brazil. National implementation will remain the main project execution modality. Direct implementation will remain as an option when requested by the Government of Brazil and in line with national legal framework. Non-governmental organization (NGO) implementation will be considered when a capacity assessment of NGO implementing partners indicates that this can enhance project efficiency and effectiveness. UNDP will continue to build on its partnership with the Government, international development partners, the United Nations system, international financial institutions, civil society, the private sector and academic groups. In response to the request of the Government of Brazil and in line with the legal framework, UNDP may activate its fast-track procedures in the context of a response to an emergency, due to the complexity of a particular project or initiative, or where UNDP execution would add value.

19. In line with the ADR preliminary recommendations, the country office has begun streamlining operational processes. This will make it easier for professional teams to provide on a timely basis expertise regarding public policies related to the environment and to reducing vulnerability to violence. Fluid communications channels with relevant counterparts at Headquarters and within United Nations system, including the Global Environment Facility (GEF) and the United Nations Office on Sport for Development and Peace, have already been established. When engaging in topics such as South-South cooperation or natural disasters the team will rely on networking with relevant internal and external partners to complement existing capacities.

20. UNDP country office capacities for monitoring and evaluation will be further strengthened in partnership with ABC and the specialized national institutes for statistics, with think tanks as well as evaluation networks. In addition, the quality of monitoring will be enhanced by systematic codification of good practices and lessons learned. This information will be used in the poorest regions of Brazil and in South-South cooperation. Finally, to improve monitoring of country programme implementation, the country office will convene annual meetings with the ABC and the Regional Bureau for Latin America and the Caribbean (RBLAC), as well as with invited partners.

21. To support strategic decision-making, accountability and organizational learning, a strategic evaluation plan will be adopted, including both project and outcome evaluations. UNDP will strive to conduct outcome-oriented evaluations in partnership with sister organizations, aiming to produce evaluations that consolidate the results of a larger number of projects and their key contributions to main development challenges. Whenever possible, data produced will be disaggregated down to the most relevant levels and by themes of interest to UNDP and its partners. UNDP will closely monitor possible critical risks which may affect country programme results. The risk mitigation strategies will focus on strengthening communication with national counterparts.

22. UNDP capacities to implement the country programme for Brazil will be significantly strengthened by the construction of the United Nations complex that will house UNDP as well as other United Nations agencies and will be constructed in partnership with the Government of Brazil. In consultations with local authorities and in coordination with the federal government, UNDP will pursue the consolidation of at least one additional project-funded inter-agency sub-office. This will provide a base for better United Nations joint programming and joint activities at the local level, hence ensuring greater efficacy and efficiency as well as higher impact where the challenges are greater.

23. To achieve the planned results, the country programme will rely on funding from a mix of sources: \$2,979 million from UNDP regular resources and \$400 million from other sources, including government cost-sharing, GEF and the private sector. UNDP will make every effort to mobilize additional and diversified funding in all four thematic areas of the country programme.

Annex. UNDP results and resources framework for the Federative Republic of Brazil, 2012-2015

Resources for 2012-2015: Regular: \$2,979,000; Other: \$400,000,000; Total: \$402,979,000

NATIONAL PRIORITY OR GOAL: Millennium Development Goals for all					
COUNTRY PROGRAMME / UNDAF OUTCOME: Public sector and civil society institutions capacities' for policy formulation, implementation, monitoring and evaluation, focusing in particular on the most vulnerable groups, strengthened. Related strategic plan focus areas: Poverty and MDGs. Outcome Indicator: Progress on all MDG indicators.					
GOVERNMENT PARTNER CONTRIBUTION	OTHER PARTNER CONTRIBUTIONS	UNDP CONTRIBUTION	INDICATOR(S), BASELINES AND TARGET(S) FOR UNDP CONTRIBUTIONS	INDICATIVE COUNTRY PROGRAMME OUTPUTS	INDICATIVE RESOURCES BY OUTCOME (\$)
Government: (a) promotes MDG agenda at a federal level, adopts it as a framework for its programmes and their monitoring; (b) strengthens own capacities for more effective and focused public policies.	Civil society and private sector exercise social control of MDG and human development via GC, BcTA, and other platforms. Academia and think tanks produce indicators and statistics for monitoring. State and local government focus policies on MDGs and human development. UN agencies, IFIs and others provide technical support and funding.	Advocacy to enhance sectoral policy agendas; support the improvement of public services by means of capacity development, technical advice, knowledge management, advocacy, promotion of MDGs, human development and civic and private sector participation. Focus on vulnerable populations.	<p>Baseline: (a) 12 million families benefit from cash transfer programmes (CTPs); (b) 1 Human Development Report produced with civil society participation in previous programme cycle; (c) at least 3 subnational MDG reports produced with civil society participation.</p> <p>Targets: (a) 800,000 additional families benefit from CTPs as per Government target; (b) at least 1 Human Development Report produced with civil society participation in current programme cycle; (c) At least 5 new subnational MDG reports produced with civil society participation.</p> <p>Indicators: (a) number of families benefitting from CTPs; (b) number of Human Development Reports produced with civil society participation; (c) number of subnational MDG reports produced with civil society participation</p>	(a) Human development reports produced and disseminated; (b) acceleration of the MDGs at the subnational level promoted through the production and diffusion of disaggregated development indicators on exclusion (racial, ethnic, gender, other) and inter-sectoral dialogue processes; (c) support to subnational governments and civil society to improve capacities for policy-making, implementation, and monitoring and evaluation, with focus on policies for vulnerable groups.	Regular 1,149,000
					Other 120,000,000
NATIONAL PRIORITY OR GOAL: Green economy and decent labour in poverty eradication and sustainable development context					
COUNTRY PROGRAMME / UNDAF OUTCOME: Capacities for integrating sustainable development and productive inclusion for poverty reduction. Related strategic plan focus areas: Environment and sustainable development. Outcome Indicator: number of national policies including the concept of sustainable development.					
Implement international commitments (e.g. biodiversity, climate and desertification). Promote territorial and environmental development via programmes for social inclusion,	State and municipal governments, NGOs, academia, research institutes, traditional communities, private sector and UN agencies promote sustainable development and mapping replicable solutions.	Project management support, capacity development, technical advice, knowledge management, advocacy support for: (a) programmes and projects for vulnerable populations with focus on adaptation and resilience; (b) greater integration of national policies for	<p>Baseline: (a) no national integrated low-carbon strategy with low-emission climate-resilient development (LECRD) concept; (b) at least 2 initiatives using low carbon and social technologies available; (c) at least 5 studies on biodiversity and agro-biodiversity not yet widely disseminated.</p> <p>Targets: (a) support Government in process of drafting national integrated low-carbon strategy with LECRD concept; (b) at least 4 initiatives that use low carbon and social technologies developed;</p>	(a) Policy advice, knowledge and technological innovation provided for the strengthening of capacities for conservation and sustainable use of biodiversity and for social and low carbon technologies; (b) methodologies for clean development mechanisms, adaptation and mitigating climate-change effects revised and disseminated; (c) technical advice,	Regular 330,000
					Other 120,000,000

family agriculture, and traditional populations and indigenous peoples.		environmental sustainability with work, income-generation and productive-inclusion policies; (c) participation in Rio+20 and other international events	(c) at least 10 new studies on biodiversity and agro-biodiversity produced and widely disseminated. Indicators: (a) status of the formulation of a national integrated low carbon strategy with LECDR concept; (b) number of new initiatives developed using low carbon and social technologies; (c) number of studies on biodiversity and agro-biodiversity disseminated.	advocacy, dialogue, and dissemination of good practices delivered for the institutionalization of participatory mechanisms for indigenous peoples and traditional populations in programmes oriented to achieve environmental sustainability and poverty reduction.	
NATIONAL PRIORITY OR GOAL: Reducing vulnerability to violence (Citizen Security)					
COUNTRY PROGRAMME / UNDAF OUTCOME: 3.1 Strengthening justice and public security systems; 3.2 Brazilians population better protected from emergencies and natural disasters. Related strategic plan focus areas: Democratic governance and crisis prevention and recovery. Outcome indicators: status of national policies including citizen security principles; status of a national prevention and early-warning plan.					
Implement national citizen security plan; institutionalize initiatives aimed at increasing access to judicial system and to alternative justice.	Civil society engages in violence prevention with multisectoral approach and via Citizen Security strategies. Academia and think tanks construct indicators and statistics for monitoring and evaluation. State and local governments adopt citizen-security approach. UN agencies and other actors provide technical support.	Capacity development, knowledge management, technical advice, exchange programmes with other countries, and project management support for: (a) government and civil-society strategy for violence prevention and access to judicial system; (b) design of a legal framework for public security systems and introduction of sports as a development concept.	Baseline: (a) Citizen Security methodology not implemented at the municipal level; (b) at least 30 sports for development initiatives implemented; Targets: (a) Citizen Security methodology implemented in at least 5 municipalities; (b) 40 new sports for development initiatives implemented; Indicators: (a) number of municipalities adopting Citizen Security methodology; (b) number of sports for development initiatives implemented.	(a) Citizen Security methodology disseminated and promoted through pilot projects, for adoption at different levels of government; (b) national debate on sports for development policies promoted, inter alia, via the implementation of pilot programmes, advocacy, dialogue processes and workshops; (c) human rights – with emphasis on access to judicial systems – promoted through capacity development, pilot innovative experiences and knowledge management.	Regular 880,000 Other 40,000,000
NATIONAL PRIORITY OR GOAL: South-South cooperation (SSC)					
COUNTRY PROGRAMME / UNDAF OUTCOME: 4.1. Knowledge management mechanisms strengthened; 4.2 Expanding South-South cooperation agenda by including broad, planned and complementary themes. Related strategic plan focus areas: Poverty reduction and democratic governance. Outcome indicator: national policy framework includes lessons learned from Brazilian SSC.					
ABC implements programmes and Brazilian SSC projects; mapping, validation and codification of national experiences, policies.	UN agencies support triangular SSC, including on planned and complementary themes. Brazilian institutions with expertise and national counterparts in beneficiary countries involved in design and implementation of Brazilian SSC. Academia and think tanks promote debate on SSC.	Provide technical contribution to SSC projects. Set up efficient internal and external operational arrangements. Provide technical advice for the formulation of a legal framework for Brazilian BSSC. In partnership with the Government leverage successful Brazilian development programmes in Africa, Latin America and the Caribbean, and the Arab States and so forth.	Baseline: (a) 200 Brazilian SSC initiatives under implementation in 2010 with UNDP support ; (b) no legal framework for SSC formulated; (c) 200 triangular partnerships established; Targets: (a) At least 200 BSSC initiatives completed with UNDP support; (b) support Government drafting of legal framework for SSC; (c) 100 new triangular partnerships established; Indicators: (a) number of Brazilian SSC initiatives implemented with UNDP support; (b) status of draft legal framework for SSC formulation; (c) number of triangular partnerships established.	(a) Brazilian contribution to triangular and South-South cooperation supported through increased institutional capacity for more efficient and effective delivery of SSC programmes, and through the establishment of mechanisms for SSC best-practice dissemination; (b) Brazilian SSC programmes and projects supported technically and operationally by UNDP globally.	Regular 620,000 Other 120,000,000