

PD-ABM-641
98785

**RESULTS REVIEW
AND RESOURCE
REQUEST
R4**

BRAZIL

MARCH 29, 1996

RESULTS REVIEW AND RESOURCE REQUEST - R4

	Page
I. FACTORS AFFECTING PROGRAM PERFORMANCE.....	02
 II. PROGRESS TOWARD	
1. STRATEGIC OBJECTIVE No 1 - Increase access to contraceptive methods and integrated family planning services to improve women's reproductive health.....	04
2. STRATEGIC OBJECTIVE No 2 - Environmentally and socio-economically sustainable alternatives for sound land use adopted beyond target areas.....	13
3. STRATEGIC OBJECTIVE No 3 - Reduce rates of sexually transmitted HIV infection in target population in two geographic regions.....	30
4. SPECIAL OBJECTIVE No 1 - Improved quality of life for at-risk youth in target areas.....	44
5. SPECIAL OBJECTIVE No 2 - Renewable energy and energy efficiency.....	49
6. SPECIAL OBJECTIVE No 3 - Strengthening Civil Society.....	51
7. SPECIAL OBJECTIVE No 4 - Improve Administration of Justice.....	54
 III. STATUS OF THE MANAGEMENT CONTRACT	
A. STRATEGIC OBJECTIVE CHANGES OR REFINEMENTS	57
 IV. RESOURCE REQUIREMENTS	
A. PROGRAM FUNDING REQUEST BY STRATEGIC OBJECTIVE	58
B. PROGRAM MANAGEMENT REQUIREMENTS: OPERATING EXPENSES (OE) AND STAFFING.....	61
C. FIELD SUPPORT FROM GLOBAL BUREAU.....	63
 V. SPECIAL ISSUES	
A. NEW PARTNERSHIPS INITIATIVE (NPI).....	64
 VI. ANNEX	
A.FUNDINGMEMORANDUM.....	66

I. FACTORS AFFECTING PROGRAM PERFORMANCE

Within the parameters of an ambitious set of strategic objectives, limited staffing, and a diverse and challenging country setting, the USAID/Brazil program is demonstrating tangible and impressive results. Our program, which is implemented almost entirely through U.S. and Brazilian non-governmental organizations, is squarely in the forefront of the new openness of the Cardoso government to civil society and the NGO sector. Likewise as the relationship between the U.S. and Brazilian governments is undergoing major improvements, the USAID and, therefore, the U.S. Mission is better able to ensure that matters of U.S. national interest are addressed in a collaborative manner.

USAID/Brazil's **strategic objectives** focus on issues of global importance: the AIDS/HIV epidemic, global climate change and bio-diversity, and reproductive health/population concerns. Our **special objectives** are either focused in support of our strategic objectives, as in the case of energy which complements our work in the environment; or concentrated in areas which further the democratic process/human rights agenda in Brazil, as exemplified by the at-risk-youth program, civil society development, and administration of justice. USAID's programs benefit from strong and consistent U.S. Mission support, coordination, and synergy and are a central focus of the recently negotiated U.S./Brazil Common Agenda Agreement. During the past year, visits by Mrs. Clinton, Undersecretary Wirth, and the Secretary of State have highlighted the achievements and importance of USAID's family planning, environment, and at-risk-youth programs.

The political and economic stability in effect since the inauguration of the government of Fernando Henrique Cardoso on January 1, 1995, has been very favorable for our environmental program. This stability is creating conditions for the government and the private sector to break with the wasteful subsidized development and predatory mentality that drove much of the environmental damage in the past. The President himself has made frequent statements on the importance of partnerships between the public and private sector and NGOs as part of the solution to democratic participation, health issues, environmental protection, etc., and has met frequently with NGO representatives, both in Brazil and during his April 1995 visit to Washington. Just recently, in February, President Cardoso invited the U.S. and Brazilian Boards of Directors of Conservation International (CI) to dinner at his residence and spent five hours discussing mutual environmental concerns, including the USAID-funded CI project.

The USAID partnership approach with NGOs was formally recognized with the inclusion of coordination with NGOs as an objective of the U.S./Brazil Common Agenda, signed by Undersecretary of State Timothy Wirth October 23, 1995, in Brasília. Though not a part of the original proposal, USAID/Brazil, through direct participation in the negotiations, was able to assure that NGO involvement was explicitly recognized in the document. The visit of Secretary of State Warren Christopher to the Manaus Amazon Research Institute, a USAID rantee, on March 3, 1996, drew attention to the importance that the State Department is placing on environmental cooperation between the U.S. and Brazil. USAID/Brazil was a member of the delegation on consultations on the Common Agenda held March 20, 1996, in Brasília and the discussions incorporated USAID points of view on various issues. The USAID/Brazil Participatory Workshop on the Environment immediately following this event, featured "promising new initiatives" growing out of the GCC Program as the first example for future collaboration under this agenda.

Increasingly, USAID-funded activities are serving as models from which "lessons learned" are being used to leverage much greater resources for environmental protection. The new \$18 million World Bank managed G-7 Pilot Program forest management project that will be appraised in April 1996 has been completely redesigned using the USAID-sponsored AMAZON/World Wildlife Fund sustainable timber management demonstration project as a model. The participatory approach to project design was a direct result of the involvement of USAID-trained professionals belonging to key USAID-supported

Amazon environmental research NGOs. The climate is right in Brazil to continue building on successful leveraging of local-level USAID partnerships on the environment on such issues as the Pilot Program, the new GEF biodiversity fund and proposed major infrastructure projects.

USAID/Brazil has a long history of assistance to family planning programs in Brazil, but given the historical policy environment in Brazil, it is only in recent years that assistance has been concentrated on public sector programs at the state level in Bahia and Ceará. Within a very abbreviated time frame, not only has progress been made on expanding service points and strengthening capacity in these two states, but this approach based on the USAID-developed model is being expanded by UNFPA to two additional states in the Northeast, demonstrating the appropriateness and effectiveness of this approach. Likewise some openings in the national policy environment, resulting from USAID-sponsored initiatives such as the recent inclusion of Depo-Provera and emergency contraception in the Ministry of Health's family planning norms, and their interest in introducing the female condom into family planning programs are encouraging. The past year represents a significant turning point for BEMFAM, which heretofore has not adjusted to the reality of lowered donor assistance. As a result of USAID/Brazil direct involvement, support and assistance was provided to BEMFAM, and its financial sustainability target for locally generated resources was exceeded this year. Likewise, CEPEO exceeded its target for the sale of contraceptives previously donated by USAID. USAID/Brazil will continue to implement its phaseout strategy for the reproductive health program, but will require additional resources for FYs97-99 if the strategic objective of sustainable services in the two states is to be achieved, a reliable contraceptive supply is to be in place, and the financial sustainability of BEMFAM is to be possible.

USAID/Brazil's at-risk-youth program has developed important linkages with state and municipal governments, NGOs, and other donor organizations so that the impact of a modest investment of funds is maximized. A USAID seminar on the sexual exploitation of girls in the Northeast galvanized interest and support for an international symposium on this topic to be held in Brasilia later this year, and the policy and programmatic impact of this effort will be significant. USAID's program is becoming an important source of technical assistance for a growing indigenous NGO community, and a valued partner of other donors and government entities. For example, through USAID's efforts, a dynamic coalition of previously disparate local organizations has been formed in Recife. The European Union will be replicating this approach at the state level in Pernambuco. In other instances, USAID and IDB have cofinanced programs with local NGOs, thereby leveraging other resources in support of our special objective. Finally, USAID has pioneered the concept of "family preservation" in Brazil, a concept which the Secretary of Social Welfare in Ceará has expressed interest in replicating on a wider scale, a new approach that can really make a difference.

USAID/Brazil's AIDS program has concentrated on the geographic regions of Brazil with the highest HIV prevalence, and the most at-risk target groups. MOH data show that the incidence of new AIDS cases in Brazil has decreased for the last two years. In Santos, where USAID has had an active program, the incidence of new AIDS cases has decreased by 16%. The Santos program, where USAID has worked since 1993, is now considered by MOH as a model AIDS prevention program. USAID's AIDS program is also demonstrating progress in the difficult area of behavior change for all target groups, and an increased use of condoms. STD treatment programs have been expanded significantly, with the number of patients treated according to standard exceeding project targets. The access and availability of condoms has been greatly improved due to USAID's initiatives. With the pending completion of the AIDSCAP program, USAID/Brazil believes it is appropriate to develop a new AIDS strategy for Brazil that takes into account the changing epidemiology, and USAID's comparative advantages, while sustaining the gains made in the current program. We look forward to working with the Bureau and Global Bureau AIDS Division in formulating this new approach.

USAID/Brazil is a program which is achieving impressive results on programs which have global importance and are of strategic interest to the U.S., with limited resources and staff in a country comparable in size with the United States. This can only be done with an in-country presence and the close coordination and knowledge of the local situation which this permits.

II. PROGRESS TOWARD

1. STRATEGIC OBJECTIVE No 1 - Increase access to contraceptive methods and integrated family planning services to improve women's reproductive health

OVERVIEW OF THE STRATEGIC OBJECTIVE AND RESULTS FRAMEWORK

Two intermediate results are sought to achieve Strategic Objective No. 1: improved quality of family planning services and improved sustainability of family planning delivery systems.

Improved quality of family planning services is being achieved by focusing USAID support on enhancing public sector delivery systems to deliver quality services. In this respect, USAID is focusing on the following results: a wider choice of methods by increasing the availability of information on all contraceptive methods in public sector SDPs, broadening the type of information available to clients regarding all contraceptive methods and improving the physical availability of a wide range of methods; increased ability of providers to understand clients' needs; improved interpersonal relations between providers and clients; service provision by trained providers in adequate facilities and with appropriate supplies and equipment, utilizing public sector service delivery guidelines; and implementation of improved management and supervision systems and mechanisms that ensure continuity of care (i.e., appointment, referral, and follow-up systems).

Improved quality will lead to increased service utilization, resulting in increased contraceptive use and an improved method mix, ultimately resulting in less unwanted fertility.

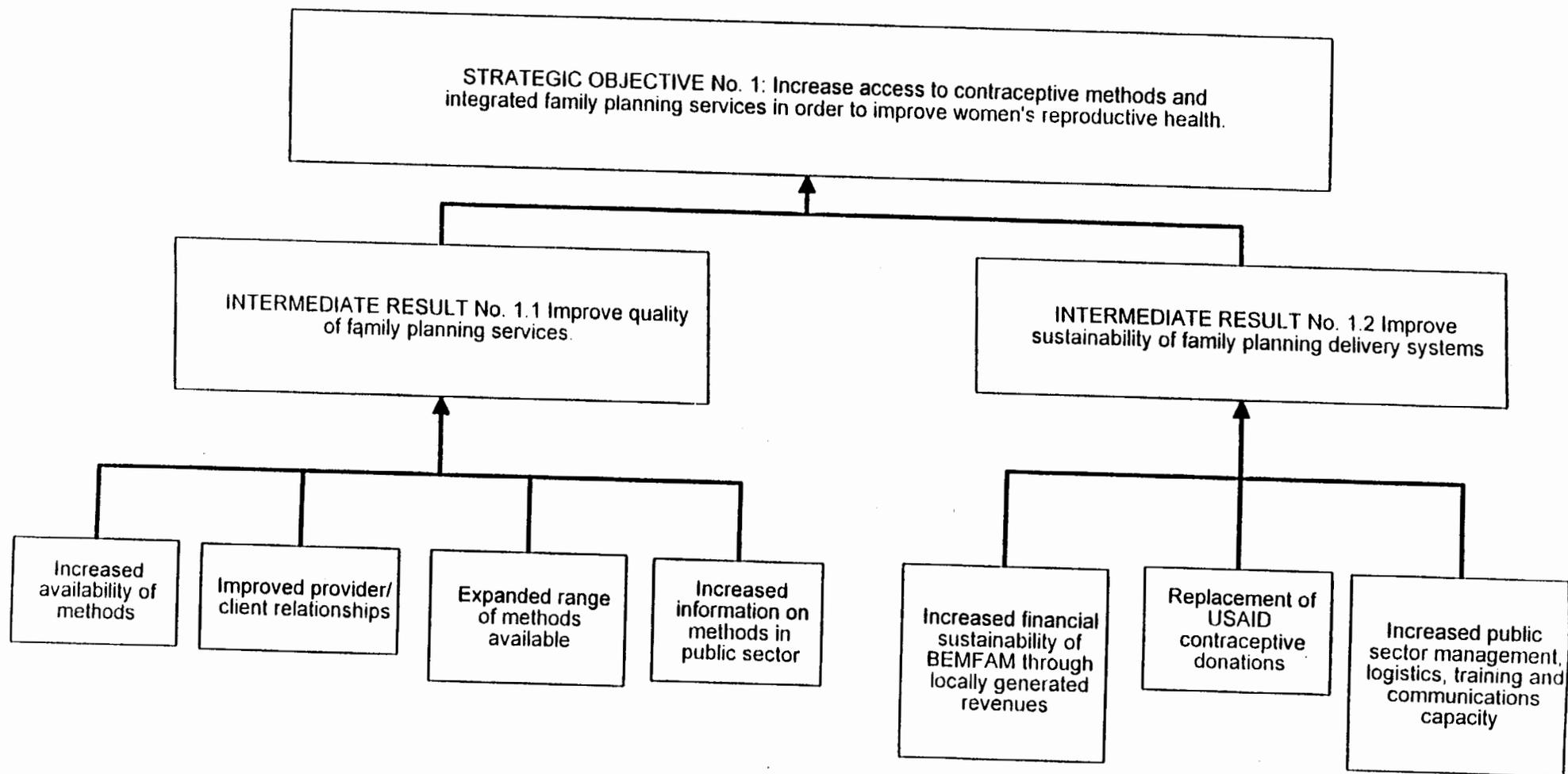
Improved sustainability of family planning delivery systems is being accomplished by seeking the following results: an adequate supply of contraceptives to replace USAID donations as they are phased out by establishing a commercial venture for this purpose; increased public sector capacity in management, contraceptive logistics, training, and IEC via provision of training and technical assistance in these areas; and increased capacity of the major NGO to sustain itself financially once USAID assistance is phased out in 2000.

29103/96

TABLE 1 - STRATEGIC OBJECTIVE No.1

BRAZIL

RESULTS FRAMEWORK



SUMMARY OF THE DATA

Brazil has a population of 150 million persons, the largest in Latin America. Maternal mortality is extremely high for Latin America, at 200 deaths per 100,000 births in the Northeastern region. Family planning use, while estimated at over 70% for the country as a whole, is heavily concentrated in female sterilization and incorrect oral contraceptive use that results in a high rate of illegal abortion. In the Northeast, a heavily populated and extremely poor region of 30 million people where USAID assistance is concentrated, health services for women and children are disorganized, underfunded, and of poor quality. The baseline data for Ceará and Bahia in 1991 revealed: an average of 1.5 unwanted births per reproductive aged woman; that only 10% of women had knowledge of all modern contraceptive methods; that only 37% of reproductive aged women were using contraception; and that the contraceptive method mix was heavily skewed toward sterilization and oral contraceptives. Further, only 20% of the municipalities in Ceará in 1992 and 12% of municipalities in Bahia in 1993 had at least one provider trained in family planning.

Since 1993, USAID's strategy, improving the reproductive health situation for women, has targeted assistance to the public sector by working with NGOs and the state health departments of Ceará and Bahia. Under the reformed national health system, USAID's state level approach has become even more relevant with the decentralization of the public health program to the states and municipalities. As a consequence, USAID's intermediate results for the sector are not only to improve service quality, but also to enhance sustainability by institutionalizing reproductive health services at the state and municipal levels to the degree possible. A limited number of activities are conducted nationally to increase the involvement of the private sector and to address such issues as contraceptive supply. Given the absence of a national family planning policy or national program, USAID's strategy to work at the state level is entirely appropriate.

With national recognition by Congress and the health community, the USAID-supported women's health program in Bahia is being replicated in other states. This model program provides integrated services to a large population of low-income women. This recognition is making services for women a reality in Brazil beyond the States where USAID provides support. UNFPA, for example, which collaborates with USAID in Ceará, will be expanding its program to two new states in the Northeast: Paraíba and Rio Grande do Norte.

At the strategic objective level, USAID, like most other family planning programs, will only have the performance data for the indicators when the next Demographic and Health Survey (DHS) is completed. The preliminary results will be available in the summer of 1996 in time for presentation by UNICEF at the World Summit on Children. Although USAID has supported surveys in Brazil since the early 1980s, for the first time, the survey is being funded jointly by UNICEF, UNFPA, and USAID and has the support of the Ministry of Health and the Brazilian Institute of Geography and Statistics (IBGE). In addition, a technical advisory group (TAG) has been created composed of Brazil's foremost demographers who in the past have not been supportive of USAID's DHS.

USAID anticipates meeting or exceeding its strategic objective targets in lowering the unwanted fertility rate, increasing the contraceptive prevalence rate, and expanding the method mix due to the expansion in the number of service points since the baseline data were collected. The target for method knowledge may not be reached. USAID has been responsible for training in family planning information, education and communication (IEC) which has been effectively carried out. The IEC plan anticipated leveraging resources for IEC materials development and mass media campaigns, from the World Bank Northeast Project and UNFPA. However, delayed start-up of the UNFPA project in the state of Ceará and difficulties accessing Northeast Project funds to date in Ceará and Bahia will have an impact on percentage of women with knowledge of all modern contraceptive methods. The recent strategy assessment stresses the importance of having these IEC materials. This issue will be a point

of discussion at the upcoming Cooperating Agencies (CAs) meeting in April.

One of the two desired results of the USAID's strategy is to improve the quality of family planning services (I.R. 1.1). Progress on the first indicator, access/availability of family planning services, is encouraging with 51% of the municipalities in Ceará, and 33% of municipalities in Bahia having at least one service point staffed by a trained provider. Targets were surpassed in both states.

Due to delay in reporting and under-reporting by municipal to state secretariats of health, USAID did not meet its target for the indicators for a couple years of protection and family planning visits. It should be noted that USAID now has targets for both indicators in Ceará. In Bahia, the targets for family planning visits have been increased because the former targets which are those of the State Secretariat of Health appear to have been under estimated. The former targets were being greatly surpassed because women were making more visits to service delivery points (SDPs) than planned.

The quality of care indicators for the intermediate result, improved quality of family planning services, rely on the information from Situation Analyses. Actual data will be available after USAID repeats the Situation Analyses in Bahia and Ceará states in 1997/1998. In the absence of current data, the assessment of USAID's population assistance strategy, completed in September 1995, noted a number of USAID program achievements in this area. USAID assistance is linked directly to improvements in the availability of methods, a component of the first quality of care indicator. In the service sites where USAID has supported training of providers in both states, the range of methods available has notably increased, particularly the IUD. Technical competence, a component of the quality of care indicator, should have also improved. During FY 95, training centers were established in Bahia and Ceará, and training programs were conducted for service providers in contraceptive methods, and in family planning technical and counselling skills. Reproductive health service guidelines and policy norms have been developed at the state level, further contributing to improved quality of care. Sustainability is the second intermediate result (I.R. 2). This I.R. focuses on strengthening of service delivery systems in the public, private and NGO sectors and not necessarily on specific institutions.

A critical component of sustainability is the development of a reliable source of contraceptive supply. Since 1993, the supply of AID donated commodities has decreased, but this is only an indicator of success if other non-USAID sources of contraceptives are developed. The indicator measuring public sector acquisition of contraceptives shows some progress in 1995. For the first time, the Bahia State Secretariat of Health purchased contraceptives. Because of UNFPA funding for its contraceptive requirements, it is not realistic to expect Ceará to provide funds for contraceptives at this time. For the indicator measuring contraceptives sold by the USAID-funded organization, CEPEO, the target for the sale of IUDs in 1995 was exceeded. Also in FY 1995, CEPEO reached its target of presenting a positive cash flow a year before expected. It is clear that this is an area that requires careful attention by USAID to ensure sustainability as was highlighted in the recent assessment of the program.

Significant progress was made in 1995 on BEMFAM's financial sustainability indicator. BEMFAM, the IPPF affiliate and Brazil's leading family planning NGO, after long and consistent pressure by USAID, produced a viable plan for adjusting the organization to the pending phaseout of USAID assistance in 1998. Due to development of a forward looking and innovative business plan, BEMFAM exceeded its target for percentage of locally generated resources. At the currently project funding cut-off of FY97, however, it will still require outside resources.

The technical capacity indicator targets were met in all three functional areas with the exception of family planning logistics management in Ceará. The Ceará State Secretariat of Health placed more emphasis on strengthening the technical capacity in the training and IEC areas than in family planning logistics management. However, for FY 1996, the State has included it in their operational plan.

CONTRIBUTION OF USAID ACTIVITIES

The state-level programs supported by USAID have made substantial progress over the three years in setting up institutional mechanisms at the state level and mobilizing high-level political support for family planning/reproductive health.

USAID can claim credit for the increase of political support and commitment to family planning at the top levels of both the federal and, particularly, state governments. In the private sector, USAID has funded CEPEO, a commercial venture set up to establish a distribution mechanism for reasonably priced contraceptive methods, which is already purchasing IUDs with its own capital. By mid-1996, CEPEO is expected to be fully sustainable with no USAID funding.

USAID technical assistance in Bahia has successfully convinced senior health services management to strengthen its reproductive health information program. Both states developed strategic and operational plans which have served to strengthen their reproductive health programs. The Government of Bahia has demonstrated strong support and is assuming most of the local costs of the family planning services, including some commodity purchase. USAID is working closely with UNFPA in strengthening of the state level program in Ceará.

EXPECTED PROGRESS IN FY1997 AND FY1998

The assessment of USAID's family planning strategy which was completed in September 1995, concluded that the basic underpinnings of USAID's population strategy remain valid, but that some rethinking of the strategy is called for in reference to the time frame of phase-out activities, priorities among the different elements of the strategy and opportunities to take advantage of changes in the policy and program environment.

However, USAID Brazil's ability to implement the recommendations of the assessment is constrained by a lack of resources: 1) an anticipated funding cut in FY96; 2) inadequate resources allocated by the Bureau in FY97; and 3) no resources budgeted for the program at all in FY98-99. To this end, USAID has requested the allocation of additional resources in FY97-99 in order to achieve the strategic objective, with particular attention to the sustainability of the state level programs, and the contraceptive supply issue. In addition, we are requesting the allocation of SUMMA/Brazil resources to continue to benefit the Brazil program (by expanding the capacity of CEPEO or endowing a Brazilian family planning NGO) once the PROFIT funds have been released for further programming.

USAID/Brazil and the CAs working here have a tremendous challenge--to implement the recommendations of the USAID-funded assessment with insufficient resources and an artificial time parameter that eliminates funding three years before the accepted phaseout date. To this end, during the remainder of FY96, the program will be focused on the most critical elements which were identified in the assessment of USAID's family planning strategy: 1) improving the management and sustainability of the program at the state level; 2) developing and institutionalizing systems for contraceptive procurement, logistics, and budgeting; 3) developing broader and more concerted IEC efforts; and 4) ensuring that adequate monitoring and evaluation information are available to USAID and others implementing the program. USAID will utilize its annual Cooperating Agencies meeting in April, to focus the CAs, and USAID's partners (the State health officials, other donors) to develop a workplan to operationalize the assessment's recommendations. It is extremely important that USAID have assurance as to the adequacy of population resources to carry out this mandate, and a favorable response to our request for additional resources are anticipated. USAID recognizes that its resource limitations make it even more imperative that we coordinate with and leverage support from other donors, as we have done with the DHS and steps have are and will continue to be taken in this direction.

29/03/96

BRAZIL

Table 1: Strategic Objective Performance

STRATEGIC OBJECTIVE NO. 1 Increase access to contraceptive methods and integrated family planning services in order to improve women's reproductive health.																						
Indicator: Unwanted fertility Unit: Births in excess of total desired fertility Source: Demographic & Health Survey Comments: Data for this indicator are collected every 5 years through the DHS. The next DHS will be conducted in 1996.	Baseline	Year	Ceará				Bahia															
			Planned		Actual		Planned		Actual													
			1991			1.6			1.5													
			1992	1.5	*	*	1.4	*														
			1993	1.4	*	*	1.3	*														
			1994	1.3	*	*	1.2	*														
			1995	1.2	*	*	1.1	*														
			1996	1.1			1.0															
			1997	1.0			1.0															
Indicator: Method knowledge Unit: % of women with knowledge of all modern methods Source: Demographic & Health Survey Comments: Monitoring data will be obtained from the DHS to be conducted in 1996.	Baseline	Year	Ceará				Bahia															
			Planned		Actual		Planned		Actual													
			1991			7			13													
			1992	10	*	*	17	*														
			1993	14	*	*	21	*														
			1994	20	*	*	27	*														
			1995	28	*	*	34	*														
			1996	39			43															
			1997	55			55															
Indicator: Contraceptive prevalence rate Unit: % of women of reproductive age using contraception Source: Demographic & Health Survey Comments: Monitoring data will be obtained from the 1996 DHS. The rate refers to all women as opposed to women in union.	Baseline	Year	Ceará				Bahia															
			Planned		Actual		Planned		Actual													
			1991			34			41													
			1992	36	*	*	43	*														
			1993	37	*	*	45	*														
			1994	39	*	*	47	*														
			1995	41	*	*	49	*														
			1996	43			52															
			1997	45			54															
Indicator: Method mix Unit: % of users who use each method Source: Demographic & Health Survey Comments: Monitoring data will be obtained from the 1996 DHS. A significant change in the method mix is limited by the number of women who have already been sterilized. "Other" methods refer to other modern methods.	Baseline	Year	Ceará								Bahia											
			Orals				Fem. Ster.		IUD		Others		Orals				Fem. Ster.		IUD		Others	
			P	A	P	A	P	A	P	A	P	A	P	A	P	A	P	A	P	A		
				30		56		<1		5		30		54		2		5				
			1992	30.3	*	54	*	1.4	*	5.5	*	30.3	*	53	*	2.4	*	5.5	*			
			1993	30.7	*	53	*	1.8	*	6.1	*	30.7	*	52	*	2.9	*	6.1	*			
			1994	31.0	*	51	*	2.4	*	6.8	*	31.0	*	50	*	3.5	*	6.7	*			
			1995	31.3	*	50	*	3.3	*	7.4	*	31.3	*	49	*	4.2	*	7.4	*			
			1996	31.7		48		4.5		8.2		31.7		48		5.0		8.2				
			1997	32		47		6.0		9.0		32.0		47		6.0		9.0				

P = Planned A = Actual

* To be verified when DHS data are available in late 1996.

STRATEGIC OBJECTIVE NO 1		Increase access to contraceptive methods and integrated family planning services in order to improve women's reproductive health.									
INTERMEDIATE RESULT NO 11		Improved quality of family planning services									
Indicator	Access/availability of FP services % of municipalities with access to FP		Year	Ceará		Bahia					
Unit				Planned	Actual	Planned	Actual				
Source	JHPIEGO, Bahia & Ceara State Secretariat of Health, MEAC	Baseline (CE)	1992		20						
		Baseline (BA)	1993	28	29				12		
Comments	"Access" At least one provider was trained in FP (including IUD insertion) from the municipality.		1994	38	50	18			25		
			1995	53	55	28			32		
			1996	73		42					
			1997	100		64					
Indicator	Couple-years-of-protection & FP visits provided by the public sector		Year	Ceará				Bahia			
Unit	Couple years of protection (CYP) & no. of FP visits			CYP		FP Visits		CYP		FP Visits	
Source	Ceara and Bahia State Secretariats of Health; BEMFAM	Baseline	1993	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
			1994		54,776		354,040		18,188		
Comments	Target is that of the State Secretariat of Health; CYP based on temporary methods provided by BEMFAM & State Secretariats of Health		1995**	79,000	45,497	490,000	429,334	130,000	36,154	550,000	408,448
			1996	97,000		670,000		170,000		820,000	
			1997	118,000		920,000		220,000		1,260,000	
Indicator	Quality of care: Preparedness of PH del. systems to provide FP services score		Year	Ceará				Bahia			
Unit	This composite score is the unweighted average of scores for the following: a) method availability b) facility equipment index; c) mgmt. & supervision index, d) continuity index; e) information index			Composite Score				Composite Score			
Source	Situation Analysis (facility inventories & provider interviews)	Baseline (CE)	1993	Planned	Actual			Planned	Actual		
		Baseline (BA)	1994	54	•				53		
Comments	The next Situation Analyses in Ceará and Bahia are scheduled for 1997.		1995	60	•			62	•		
			1996	67				71			
			1997	75				83			
Indicator	Quality of care: Client interface score		Year	Ceará				Bahia			
Unit	This composite score is the unweighted average of scores for the following: a) interpersonal rela- tions, b) choice of method; c) understanding client needs, d) info. given to clients; e) tech. competence; f) mechanisms to ensure continuity.			Composite Score				Composite Score			
Source	Situation Analysis (observation of client/provider interaction & client & staff interviews)	Baseline (CE)		Planned	Actual			Planned	Actual		
		Baseline (BA)	1993		44						
Comments	The next Situation Analyses in Ceará and Bahia are scheduled for 1997.		1994	48	48*				46		
			1995	51	51*			51	51*		
			1996	56				57			
			1997	60				63			

* To be verified when Situation Analysis data are available in late 1997.

** Reporting for 1995 is still incomplete

P = Planned

A = Actual

STRATEGIC OBJECTIVE NO. 1 Increase access to contraceptive methods and integrated FP services in order to improve women's reproductive health.

INTERMEDIATE RESULT NO. 1.2 Improve sustainability of family planning delivery systems.

Indicator: Public sector contraceptives by source of acquisition

Unit: 1,000s of units of orals, IUDs and condoms.

Source: State Secretariats of Health of Ceará (SESA/CE) and Bahia (SESAB), BEMFAM.

	Year	Ceará				Bahia			
		Purchased by SESA/		AID Donations	Other Donor Donatio	Purchased by SESA		AID Donations	Other Donor Donations
		Planned	Actual	Actual	Actual	Planned	Actual	Actual	Actual
Baseline	1993	NA	0	2,304	0	No target	0	2,459	0
	1994	NA	0	2,652	1,945	0	0	3,042	535
	1995	NA	0	1,497	604	0	20	2,010	0.8
	1996	NA				0			
	1997	*				3,107			

Indicator: Contraceptives sold by the CEPEO, by sector

Unit: No. of IUDs (units) and no. of condoms (units)

Source: CEPEO & PROFIT

Comment: Other contraceptives will be included in the indicator as the CEPEO product line expands.

	Year	IUDs					Condoms				
		Planned	ctual/Tota	Public	Private	NGO	Planned	ctual/Tota	Public	Private	NGO
Baseline	1993	0	0	0	0	0	0	0	0	0	0
	1994	0	0	0	0	0	0	0	0	0	0
	1995	50,000	55,832	40,142	6,780	8,410	No target	142,317	4,016	134,701	3,600
	1996	80,000					1,000,000				
	1997	100,000					1,350,000				

* Target will be set in 1997 based-on phase-out of UNFPA donation schedule for 1998.

STRATEGIC OBJECTIVE NO. 1 Increase access to contraceptive methods and integrated family planning services in order to improve women's reproductive health

INTERMEDIATE RESULT No. 1.2 Improve sustainability of family planning delivery systems.

Indicator: CEPEO has positive cash flow.

Unit: Yes/No

Source: CEPEO & PROFIT

Comment: CEPEO established in 1994.

	Year	Planned	Actual
Baseline	1993	No	CEPEO not established
	1994	No	
	1995	No	No
	1996	Yes (in mid-1996)	Yes
	1997	Yes	
	1996	Yes	

Indicator: Financial sustainability level of BEMFAM national program.

Unit: % of BEMFAM expenses covered by locally generated resources

Source: BEMFAM

Comment: Excludes the costs of commodities.

	Year	Planned	Actual
Baseline	1991		24
	1992		29
	1993		37
	1994		43
	1995	49	53
	1996	63	
	1997	84	

Indicator: Technical capacity to effectively perform key program functions.

Unit: Categories are: 1) Limited; 2) Capable with assistance; 3) Capable w/o assistance

Source: Pathfinder/Brazil, PCS, JHPIEGO

Comment: CAs operating in Brazil maintain monitoring systems to categorize technical capacity.

	Year	Ceará						Bahia					
		FP Logis.		Training		IEC		FP Logis.		Training		IEC	
		P	A	P	A	P	A	P	A	P	A	P	A
Baseline	1993	1	1	1	1	1	1	1	1	1	1	1	1
	1994	1	1	1	1	1	1	1	1	2	1	1	1
	1995	2	1	1	1	2	2	2	2	2	2	2	2
	1996	2		2		2		2		2		2	
	1997	3		3		3		3		3		3	

P = Planned

A = Actual

2. STRATEGIC OBJECTIVE No 2 - Environmentally and socio-economically sustainable alternatives for sound land use adopted beyond target areas.

OVERVIEW OF STRATEGIC OBJECTIVE AND RESULT FRAMEWORK

USAID/Brazil's environmental strategic objective is among the Agency's most important in addressing our two global environmental priorities: global climate change and biodiversity loss. Brazil has been identified in both USAID's Global Climate Change and Biodiversity strategies as a globally "key" country because it: (1) produces approximately 10% of the world's carbon dioxide emissions, primarily from deforestation and habitat conversion in the Amazon and Cerrado ecosystems; and (2) it contains as many species as any country in the world, including those found in some of the most biologically important ecosystems in the LAC Region (i.e., the western Amazon, the Atlantic Coastal Rain Forest, and the Cerrado woodlands and grasslands).

Given Brazil's size, and the magnitude of the threats to its natural ecosystems, USAID does not have the resources by itself to significantly alter the loss of natural areas in Brazil. For example, USAID's program cannot reduce appreciably deforestation rates in the Brazilian Amazon given that the Amazon is approximately the size of the continental United States, and our investments are modest. Nonetheless, USAID/Brazil's "green" environmental program has had, and can continue to have, a significant and catalytic role in protecting Brazil's ecosystems.

Our approach is to provide successful models for sustainable land use in highly targeted areas which can substitute for practices which rapidly degrade natural areas important for biodiversity and sequestering greenhouse gases. These practices can then be disseminated to critical NGOs, industries, cooperatives, universities, Brazilian government agencies, and multilateral programs (e.g., the G7 Pilot Program to Conserve the Brazilian Rain Forest) for their replication. Long-term program success will be judged by how effectively the successful models designed and tested by USAID/Brazil's environment program are incorporated throughout critical Brazilian ecosystems. Merely producing highly dispersed "patches of green" will not constitute long-term success. Therefore, our strategic objective is: "Environmentally and socioeconomically sustainable alternatives for sound land use systems adopted beyond target areas."

More specifically, the foundation for accomplishing this strategic objective is a synthesis of four program approaches (i.e., our intermediate results). Initially, systems for sustainable management, especially those that provide economic alternatives to deforestation, are identified and promoted in target areas. If these systems are, in fact, viable, they will be adopted locally. Concurrently, key institutions are strengthened, especially Brazilian environmental and research NGOs which can manage and implement sustainable management systems, and which can serve as a local constituency for improved environmental management. Two basic intermediate results are: (1) "Systems for sustainable management identified, promoted, and adopted in target areas"; and (2) "Target institutions strengthened."

Once successful models for alternative practices to deforestation are viable, the program targets policies, at the local, state, or national levels, which hinder widespread adoption of these models. Simultaneously, where policy hindrances do not exist (or at least are not preemptive), the program emphasizes disseminating these models beyond their target areas for wider incorporation into the greater Amazon, and increasingly, into the Atlantic Coastal Rain Forest and the Cerrado. Much of the work in policy modification and dissemination is done in partnership with the multilateral G-7 Pilot Program to Conserve the Brazilian Rain Forests, managed by the World Bank. The G-7 Pilot Program is a \$290 million effort to protect the Brazilian Amazon, and, to a lesser extent, the Atlantic Coastal Rain Forest. Thus two higher level intermediate results are: (1) "Target policies to support environmentally sound land use adopted and/or implemented"; and (2) "Systems disseminated beyond

target areas."

The program's success is dependent on several critical assumptions. These include:

(1) NGO emphasis: The program continues to work almost exclusively through U.S. and Brazilian environmental NGOs (although some activities are implemented by the U.S. Forest Service and the U.S. Environmental Protection Agency), rather than through Brazilian governmental institutions, such as IBAMA. USAID/Brazil's experience has been that NGOs are more successful and cost-effective than Brazilian government institutions in identifying and promoting successful model land use practices. Thus far, these NGOs, with USAID/Brazil's assistance, have been able to influence the G-7 Pilot Program and IBAMA. With the improved relationship between the Cardoso government and the NGO sector, this influence is expected to grow.

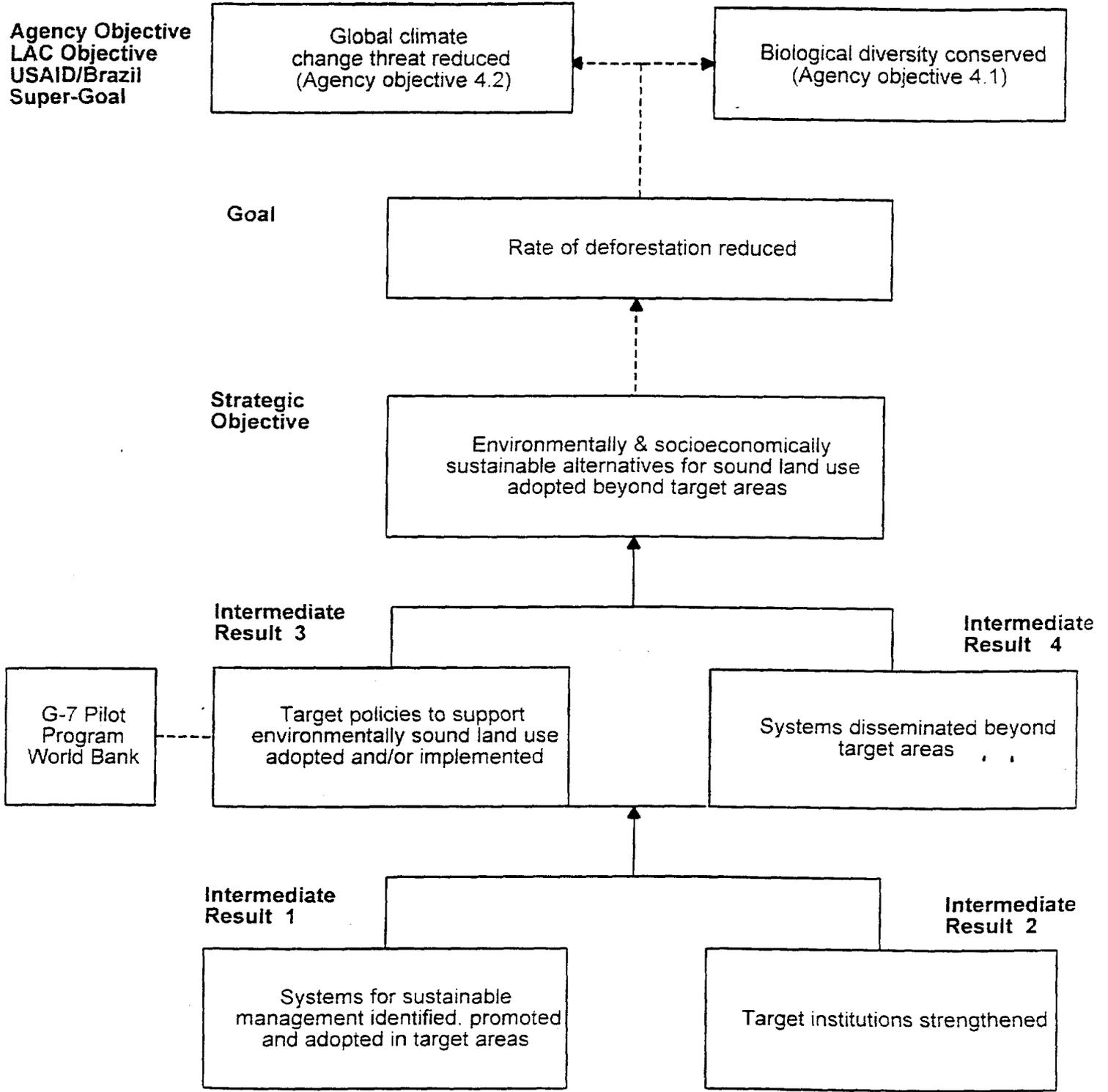
(2) G-7 Pilot Program: The G-7 Pilot Program has been in the design stage for nearly five years - it is only now beginning to implement its activities. Attaining the strategic objective is dependent, in large part, on the G-7 Pilot Program's successful incorporation within a reasonable time frame, of our model programs.

Other donors involved in this Strategic Objective are: G-7 Pilot Program; IBAMA/Brazilian Ministry of Environment; GEF biodiversity project.

An assessment of the effect of urban/industrial expansion on climate change and biodiversity will be carried out in the near future. It is anticipated that this exercise will consist mainly of a tracking or "early alert" function for USAID/Brazil, and will seek to expand capacity of local NGOs to monitor these changes themselves. It should be pointed out that the local NGOs IMAZON (associated with World Wildlife Fund), IPAM (associated with Woods Hole Research Center), IESB (associated with Conservation International), and SOS Amazonica (associated with The Nature Conservancy) are developing data bases on major infrastructure projects in their geographic areas of interest, to serve as an alert of possible additional deforestation pressure. Remote sensing and GIS technologies have been important cross-cutting tools adopted by most local USAID collaborators to visualize land transformation patterns. The Inter-American Geospatial Data Network being developed between USGS and USAID/LAC may expand on individual NGO capabilities through sharing of digitized data and updates on major infrastructure projects.

Since August 1995, USAID/Brazil is closely tracking developments in the controversial "Hidrovia" project, which proposes to expand barge traffic on the Paraguay/Paraná river system, threatening natural water cycles in the Pantanal, the world's greatest wetland. Under Secretary Wirth's visit to the Pantanal in October, 1995 (where he met with Paraguayan President Wasmosy) raised the political visibility of this issue as one of concern under the U.S./Brazil Common Agenda for the Environment. Although USAID/Brazil interest in the Hidrovia has not yet developed into a field-based activity, we are fully connected with the network of local NGOs that has kept information flowing on this complex infrastructure development issue and prepare regular reports for AID, State and Treasury. Several of these Pantanal-based NGO leaders were selected for USAID-funded training in environmental public policy.

DRAFT RESULTS FRAMEWORK: ENVIRONMENT



SUMMARY OF DATA

The USAID/Brazil Global Climate Change Program is entering its sixth year with activities continuing to focus on deforestation issues in the Brazilian Amazon, although new activities were added this year with support from the Environmental Initiative for the Americas in the Atlantic Coastal Forest of Southern Bahia and in the area of Renewable Energy and Energy Efficiency (described separately as a special objective). The emphasis on partnerships between U.S.-based PVOs and Brazilian NGOs has shown to be an effective means of influencing change in the environmental sector in Brazil, where the current government is quite open to NGO participation and while recognizing limitations of federal state and local environmental agencies.

The official Brazilian position in international environmental negotiations occasionally now conflicts less often with the U.S. position on climate change and biodiversity issues and, at the working level, the GCC Program has been able to break through these barriers to establish workable solutions to difficult environmental issues (like park management, fire control, and timber harvest). In this respect, the USAID/Brazil participatory development model is helping to set the course for the new U.S./Brazil Common Agenda, signed by Undersecretary of State for Global Affairs Timothy Wirth on October 23, 1995, in Brasília. Further consultations on the Common Agenda, with U/S Wirth and A/S Eileen Claussen leading the delegation, were held with Brazilian officials March 20, 1996, immediately preceding the USAID/Brazil Participatory Planning Workshop on the Environment.

Brazil is considered a major contributor to greenhouse gas emissions because of deforestation and burning that take place extensively in the Amazon as well as the savanna zone just south of the Amazon. By disseminating sustainable development alternatives throughout the Amazon region and reducing the frequency of burning in the savannas, CO₂ emissions are reduced and biodiversity is conserved, while encouraging stable economic growth through a participative approach with local civil society. In the Atlantic Forest region of Brazil and to a lesser extent in parts of the Amazon, severe forest fragmentation threatens the viability of tropical forest biodiversity. Although fiscal incentives no longer drive deforestation in Brazil, poverty and the lack of proven examples of sustainable forest management continue to feed wasteful resource use patterns in frontier areas.

USAID has taken the lead in Brazil in attacking these problems through innovative partnerships between U.S. environmental private voluntary organizations and Brazilian non-governmental organizations. A rash of national and international press coverage in late 1995 over possible renewed burning in the Amazon ignited Brazilian sensitivities over this issue. However, USAID support of "promising new initiatives" to deal with fire and burning have been well accepted at the federal level as a sensible approach to the issue. The U.S./Brazil Common Agenda represents a **formal recognition of NGO partnerships as part of this solution**. USAID efforts are seen as positive contributions that deal with local problems realistically without highlighting controversial environmental enforcement capabilities. By favoring "win-win" options (both society and private land owners gain), the USAID environmental program has charted a particularly positive course for development.

USAID/Brazil, through support to local NGO efforts and training of key individuals, has made a major difference on the course of Amazonian development in the first five years of the program. The grantee "Woods Hole Research Center" and its local NGO affiliate were responsible for the first series of public hearings on a major new mining project in the Amazon (with associated road, pipeline, and port infrastructure) and succeeded in having mine installation permits tied to environmental safeguards.

The first full demonstration of low-impact timber harvest in the Amazon was sponsored by USAID and has already served as a **model for adoption by private timber association members and was key to the redesign of a new \$18.1 million World Bank activity in forest resource management (through the G-7**

Pilot Program to Conserve the Brazilian Rain Forest). The IMAZON sustainable timber model will be replicated in as many as eight areas of the Brazilian Amazon over the next three years (the first replication is already in place) by the Tropical Forest Foundation (with a \$100,000 grant from Global/ENV). The first and only training to date for staff of state environmental protection agencies in environmental impact assessment was delivered by individuals trained through a USAID initiative.

As a result of GCC Program interventions, partnerships between NGOs and IBAMA (Brazilian Institute for the Environment and Renewable Natural Resources) are now part of the reality of protected area management in the Amazon as well as the Atlantic Forest region. This important policy shift is a marked change from the former attitude of centralized control at IBAMA and was earned by steady, competent technical work and sensitivity to community needs by the USAID GCC Program partner institutions. The partnership between Fundação Vitória Amazônica (FVA) and IBAMA with support from WWF is the **first and still the only case of IBAMA acceptance of outside help in developing a management plan for a National Park** (in this case, Massachusetts-size Jaú National Park near Manaus). SOS Amazônia, an NGO based in Rio Branco, Acre, associated with The Nature Conservancy, is developing this same partnership relationship with IBAMA in the Serra do Divisor National Park in Western Acre.

Likewise, the Instituto de Estudos Socio-Ambientais do Sul da Bahia (IESB) based in Ilheus, Bahia, in association with Conservation International, is working with IBAMA in buffer zone forests surrounding the Una Biological Reserve in Southern Bahia State in the Atlantic Forest Region within the context of rural poverty aggravated by decline of the cocoa industry. Since September 1995, important policy changes have already been formulated, such as **dedication of a portion of the state value-added tax for municipal governments adopting conservation measures.**

Concern over increased burning in the Amazon captured the attention of the public during the August-October 1995 dry season. Amidst doubts over the extent to which satellite-detection of increased fire "hot spots" represent actual forest clearing, the GCC-funded collaborative work of the Forest Service and PREVFOGO/IBAMA provided some answers. First, smoke did increase this year from pasture-clearing fires and the coincidence of extreme dry conditions. Second, the Forest Service/PREVFOGO work tracked smoke plumes from Central Brazil into Bolivia, where concerns over smoke hazards lead to the formation of a Presidential Commission to investigate the problem. The principal Brazilian fire collaborator, João Pereira, has been asked to serve on this Bolivian Commission, highlighting **the political visibility of this problem as a cross-border land management and policy issue and USAID-funded efforts to contribute to solutions that reduce burning.** Fire and smoke are the most visible manifestation of the threat of climate change and biodiversity loss and USAID actions attack these problems head-on.

The USAID/Brazil Global Climate Change Program continues to lead U.S. government efforts in Brazil in support of the Rio Summit's Framework Convention on Climate Change. In May 1995, the Brazilian Ministry of Science and Technology signed an agreement with the U.S. Country Studies Program (USCSP) that will dedicate \$400,000 (\$350,000 from USAID core funds) for sector studies (agriculture, forestry, energy, and urban sanitation sectors) of greenhouse gas emissions in Brazil. The outcome will be scientific estimates of Brazil's contribution to global warming, as called for in late 1996 by the Framework Convention. To blunt official Brazilian opposition in this area, USAID/Brazil has also collaborated with USCSP and the U.S. Initiative on Joint Implementation (USIJI) indicating names of Brazilians engaged technically on the issue of joint implementation for training courses and workshops. (Brazilian Foreign Ministry reticence is softening, reflecting Brazilian technical and investor interest in joint implementation.)

In addition, individual USAID GCC grantees (Woods Hole Research Center and the U.S. Forest Service) are participating with Brazilian collaborators in calls for proposals for basic scientific investigation of

global change phenomena in Brazil: the NASA-funded Interagency Terrestrial Ecology and Global Change Initiative, the Large-Scale Biospheric and Atmospheric (Amazon) Initiative (LBA), and start-up activities of the Inter-American Institute for Global Change Research (whose headquarters were inaugurated on March 1, 1996, at Brazil's National Space Research Institute, INPE). Also, USAID core funding is supporting START (The Global Change System for Analysis, Research and Training) which intends to promote the exchange of young scientists in the field of global climate change between developing countries and the U.S. Two Brazilian GCC collaborators with PREVFOGO/IBAMA have been chosen for this exchange.

Intermediate Result

1) Targeted policies to support environmentally sound land use adopted and/or implemented.

During this period, GCC collaborators at WWF discussed forest policy issues with Brazilian President Fernando Henrique Cardoso and heads of the Brazilian House and Senate Committees for Foreign Affairs during the April, 1995 visit to Washington, D.C. This led to a follow-up contact with the Brazilian Minister of Justice on forest policy change and enforcement issues. WWF and their Brazilian collaborators were also active participants on the Brazilian government's Special Commission on Mahogany.

The Environmental Law Institute (ELI) used its recently published report, "Brazil's Extractive Reserves: Fundamental Aspects of their Implementation" as a basis for a workshop held jointly with the state government of Mato Grosso in June, 1995, on the implementation of a new extractive reserve in the Roosevelt-Guariba River region of northwest Mato Grosso. ELI continues to revise a draft intellectual property rights report on legal mechanisms to secure economic benefits from local plant and animal resources.

2) Systems for sustainable management identified, promoted and adopted in target areas.

Agroforestry/Sustainable Agriculture - At an October 22, 1995, field day, twenty-five farm families decided to adopt the agricultural techniques of nutrient enrichment from secondary fallow that were tested on a farm supported by IPAM (the Woods Hole Research Center affiliate NGO). These results will reduce the pressure to clear primary forest for subsistence cultivation. Three communities, the Rural Workers Union, and the president of the Agricultural Cooperative of Paragominas participated in this field day. Farmer testimony of the success of the USAID-funded Rio Capim agroforestry work¹ was viewed nationwide in a special half-hour segment of the popular Globo Rural television program, viewed by millions of Brazilians.

The second non-timber forest products fair (FLORA II) was held in Rio Branco, Acre, in June, 1995 to promote local fruits, nuts, medicines, arts and crafts, and other forms of extractive products that can be harvested with minimal damage to the local environment. The fair attracted sponsors from throughout the Amazon, including Manaus, Belém, and Maranhão. Residents of the three PESACRE-supported communities (University of Florida grant) took advantage of the fair to sell goods and exchange ideas on long-term marketing prospects.

Forest Management - The Tropical Forest Foundation (TFF), with a \$100,000 seed grant from Global/ENV, has installed one replicate and is in the process of selecting additional sites to validate the IMAZON low-impact timber harvest model in additional threatened forest sites in the Amazon. Several IMAZON staff have been invited to serve on the Brazilian Technical Advisory Committee of TFF, and have also been invited to help define sustainable logging guidelines for an extractive reserve in Rondônia and in the state of Acre. Mil Madeireiro, a progressive timber company near Itacoatiara in the state of Amazonas is using the IMAZON field project as a model for management of a 80,000 hectare forest tract. This is a strategically important region because many Paragominas loggers are making plans to relocate to the central Amazon at the invitation of the Governor of Amazonas State. Since the IMAZON

field day demonstrated their efficiency for reduced-damage timber harvest, twenty-five to thirty U.S.-built Caterpillar skidders have been sold in Paragominas, demonstrating links between USAID-sponsored technology and U.S. trade opportunities.

Using the results of its research on vulnerability of altered ecosystems to fire, IPAM (the Woods Hole Research Center affiliate NGO) presented a course and held a community meeting in the Del Rei agrarian reform community in October, 1995, to demonstrate the power of communication and burn planning in reducing accidental loss of property (and life) to uncontrolled fire. The course was attended by 20 farmers, including six women, and included a 40-minute video made on-site. Following the course a meeting was called by the community itself to discuss a fire that escaped control, damaging forests and property (killing some cattle) on five adjoining lots. At this historic meeting, attended by 50 farmers (one-third women) the community adopted its own guidelines designed to prevent fires from escaping into neighboring lots, and established a system of fines for those who allow this to happen. IPAM plans to use this experience in similar poor rural communities in Pará State (note: this activity was developed with USAID support by two Brazilian women agronomists and the initiative to organize community efforts to combat fire is being lead by women farmers).

The U.S. Forest Service/PREVFOGO collaboration continues to characterize smoke emissions from tropical fires and to determine air quality impacts of widespread burning. During the August, 1995 aircraft mission, the smoke pall encountered over Rondônia was exceptionally heavy - the thickest yet measured by the NASA network of sun photometers. Most of the burning detected was from hundreds of small, smoldering fires typical of small-scale slash and burn clearing, although pasture burning was also evident. Although there is a tendency on the part of the Brazilian government to discount burning as a serious problem, USAID collaborators recognize that smoke represents a health hazard locally and are working with federal and state officials and local land managers to cut back on ill-timed burning.

Management of Protected Areas - The third annual assembly of residents of Jaú National Park was attended by 150, a large turnout that is attributed in large part to the fact that Fundação Vitória Amazônica (FVA) now has a team working and living full time in the Park. At least two recent television documentaries on Jaú Park shown nationwide featured the GCC-supported collaborative work of FVA/WWF. SOS Amazônia, the local partner of The Nature Conservancy working on developing a management plan for Serra do Divisor National Park, is completing preliminary mapping and has compiled a ranking of threats to Park sustainability, including continued encroachment by large ranchers, game poaching for meat, way stations for drug traffickers, and fossil hunting. Arrangements have been made with the U.S. Forest Service for a June 1996, low-altitude overflight with videography sensors to better delineate different vegetation communities in the Park. An umbrella agreement with IBAMA has been finalized.

3) Systems disseminated beyond target areas.

Woods Hole Research Center/IPAM scientists were invited by members of the community association of the Rio Gelado resettlement project to develop a forest management plan for a large community-held mahogany-rich forest. This is the first time in the Brazilian Amazon that an NGO has been invited to design a non-traditional settlement plan that features small clustered farmsteads with the bulk of the land area held in reserve for community forest management. This contrasts with the classic INCRA (Agrarian Reform Agency) approach of uniform 100 hectare lots laid out along feeder roads, which by their nature encourage forest fragmentation and clearing of up to 50% of the total area for traditional crops.

4) Target institutions strengthened.

Due to time constraints, the activity "The next generation of professionals as leaders of sustainable development in the Brazilian Amazon" was not initiated as a new contract/grant for FY96 but funding for this activity was parcelled out amongst GCC grantees that have major training actions underway

(Woods Hole Research Center, University of Florida, WWF, and Smithsonian). This continues to be a critical need because the major research centers in the Amazon (in spite of insistence and financial support from the G-7 Pilot Program) are now entering their sixth year of a total hiring freeze, excluding new talent.

The outcome of the recent evaluation ranking the 116 proposals submitted to the Directed Research component of the G-7 Pilot Program highlights the success of GCC Program investment in excellence in local research initiatives. Five of 16 research proposals approved for funding included individual researchers that received training support from the USAID GCC Program. In general, the bulk of the proposals from the two G-7 designated "Centers of Excellence" (27 from INPA alone) were a severe disappointment. The result reinforces the concept of results-oriented multi-institutional, multi-disciplinary "teams of excellence" or "nuclei of excellence" in attacking local development issues, independent of affiliation with traditional federal government-funded research centers.

ANALYSIS OF THE DATA

Table 2 documents strategic objective and intermediate results performance. Indicators stand as they were presented in last year's Action Plan. Significant reworking of these indicators will be necessary as soon as the Strategic Objective Team can be convened, because it has become obvious that they do not fully reflect significant advances in policy change at the local level and important attitude shifts on the part of forest managers that will lead to major results after project completion. For example, for S.O. indicator 1, only one timber company is shown as having adopted the IMAZON model of sustainable timber management, however this property alone covers 80,000 hectares in a critically important Amazon region and has gained wide publicity in Brazil by making the move to sustainable management. A recent background survey for the new G-7 Pilot Program forest management project completed on March 27, 1996, shows that at least five major timber firms in the Brazilian Amazon have indeed adopted major components of the IMAZON model, and can be considered as "promising new initiatives" that represent a total break from wasteful timber extraction traditions.

For S.O. indicator 2, no protected areas are shown as fully adopting sustainable management systems, because even though the principle of shared management has been accepted by IBAMA (the all-important first step), the management plan for the Massachusetts-size Jaú National Park is still under development. Overshadowing the lack of a finalized management plan in Jaú is the announcement made by Environment Minister Gustavo Krause on March 25, 1996, indicating that the Ministry is now willing to consider such shared management planning and operation for all 52 its parks throughout Brazil. This is an attitude shift that exceeds by far our earlier expectations of having at most two protected areas under shared sustainable management plans by the end of 1996.

For S.O. Indicator 3, the data represents summations for only WWF-related activities. It does not take into account (because the community is only now being relocated and the total number of persons is not yet known) the new activity of Woods Hole Research Center to develop a management plan for the Rio Gelado settlement project. This is the first time that INCRA, Brazil's agrarian reform agency, has accepted a community agroforestry and forestry management plan to guide actual placement of families on individual plots of land. The number of families that could be affected in the short term in the Amazon by this model arrangement could be in the tens of thousands.

Intermediate results indicator 1.1 on forest code revision and indicator 1.2 on labeling criteria are ongoing processes that have not reached conclusion. However both areas are subjects of increasing scrutiny by the public and private sectors, and the Brazilian government, through the Secretary for Integrated Development in the Ministry of Environment (the former head of WWF/Brazil) has called for a general revision of pertinent environmental codes in 1996.

Intermediate results indicators 2.1, 2.2, 2.3, 2.4, and 2.5 pertain to the number of families and areas of adoption of improved management systems. Increases continue to be shown in these areas. Intermediate results indicators 3.1, 4.1, and 4.2 show increases over the previous year.

There has been difficulty reconciling indicators found useful for local project management with the need to aggregate findings from these indicators at a level useful for higher level USAID management. Following discussion of these difficulties at the Annual GCC Meeting in Belém on March 7, 1995, similar concerns were raised at the USAID Environmental Workshop on Performance Measurement held March 30 and 31, 1995, in Washington, D.C.

Data on CO₂ emissions (or the converse, emissions avoided by project interventions) and adoption of forest management plans are excellent core indicators of overall program performance, but are not the indicators of immediate concern facing land managers in difficult frontier settings. The adoption of even part of the mix of forest management techniques by sawmill owners in Paragominas is already saving forests and lives, and represents an important paradigm shift from normal wasteful logging practices. Quantifiable reduction in CO₂ emissions in this setting may be secondary to the adoption by sawmill owners of sustainable forest management techniques as accepted business practices, and not just a legal obligation. For 1996, we hope to develop an innovative survey that documents adoption of management changes (and estimation of effects on emissions and biodiversity), practice by practice, to more fully reflect the gradual manner in which land managers adopt changes.

Preliminary analysis of the change in CO₂ emissions (as stipulated in last year's Action Plan review) with forest management following the IMAZON model (also being replicated by the Tropical Forestry Foundation) was carried out recently by Winrock International. Although tabular data on CO₂ emissions is not being presented in the R4, results will be discussed at the time of the Washington review. Researchers with the Woods Hole Research Institute have documented the importance of deep roots for carbon storage and water cycling in upland forests, where most of the deforestation in Brazil occurs in logging and pasture projects. The upland forest below 1 meter depth contains more carbon than does the above-ground biomass itself and as much as 15% of this deep-soil carbon is cycled on annual timescales (through live, active roots), meaning that carbon sequestration depends on the health of deep-rooted evergreen forests. Forests transformed to pastures lose more carbon than that in the above-ground biomass alone (the visible part that goes up in smoke), further aggravating the seriousness of tropical forest destruction for global change.

CONTRIBUTION OF USAID ACTIVITIES

USAID/Brazil has actively participated in the G-7 Pilot Program to Conserve the Brazilian Rain Forest, managed by the World Bank. All of the Pilot Program components designed in the past year have had critical input from GCC Program participants, and one of these, the Forest Resource Management project was completely redesigned around the participatory approach recommended by USAID. The leveraging effect of the "lessons learned" from USAID-funded activities has been crucial to redesign of activities to allow increased flexibility of the \$290 million Pilot Program to deal more effectively with local issues.

EXPECTED PROGRESS IN FY1997 AND FY1998

As USAID/Brazil environmental activities shift from GCC Program activities to broader land-use interventions designed to conserve forests while promoting sustainable land use, outreach activities will receive increasing emphasis. It is hoped that the activity, "Next generation of professionals as leaders of sustainable development in the Brazilian Amazon", will develop into a full grant/scholarship program to continue to reward excellence in "promising new initiatives" in sustainable development.

It is expected that next year's survey of adoption of sustainable forest management practices will show a dramatic increase in results. Part of this represents our inability to conduct a thorough survey on a continental-size region. Fortunately the World Bank will be doing this as part of their baseline survey for the G-7 Pilot Program forest management activity. Preliminary indications are that the AMAZON forest management video alone has had a much greater impact than anticipated and multiplication has gone well beyond timber firms that had direct contact with the Paragominas field trial.

We will continue to leverage support from other sources such as the World Bank and Brazilian Ministry of Environment in collection of data on adoption of management practices. It is expected that the yet to be appraised Pilot Program components of management of degraded lands and environmental education will provide additional opportunities to collect data on exposure to GCC Program management models and adoption of new approaches to land management in forested regions.

TABLE 2: STRATEGIC OBJECTIVE PERFORMANCE

BRAZIL				
STRATEGIC OBJECTIVE No. 2 Environmentally and socio-economically sustainable alternatives for sound land use adopted beyond target areas.				
Indicator: 1. Number of logging companies that adopt sustainable logging plan in addition to target company.				
Unit: Number of logging companies		Year	Planned	Actual
Source: Project surveys	Baseline	1991	N/A	0
Comments:		1994	0	0
		1995	0	1
	Target	1996	4	
Indicator: 2. Number of protected areas where government adopts sustainable management system in addition to target areas.				
Unit: Number of protected areas		Year	Planned	Actual
Source: Project surveys	Baseline	1991	N/A	0
Comments:		1994	0	0
		1995	0	0
	Target	1996	2	

Table 2: Strategic Objective Performance (cont.)

BRAZIL				
STRATEGIC OBJECTIVE No. 2 Environmentally and socio-economically sustainable alternatives for sound land use adopted beyond target areas.				
Indicator: 3. Number of communities/persons outside target area who have adopted improved agroforestry systems.				
Unit: Number of communities/persons		Year	Planned	Actual
Source: Project surveys	Baseline	1991	N/A	N/A
Comments: Number of persons estimated: 1,000 (400F, 600M)		1994	0	0
		1995	0	6/600
	Target	1996	10/1,000	

Table 2: Strategic Objective Performance (cont.)

BRAZIL				
PROGRAM OUTCOME No. 1. Target policies to support environmentally sound land use adopted and/or implemented.				
Indicator: 1.1 Forest code revised as necessary for sustainable forest management.				
Unit: Revised articles		Year	Planned	Actual
Source: Forest code	Baseline	1991	N/A	0
Comments: An analysis of all bills before the Brazilian Congress that would have an impact on deforestation, was completed.		1994	0	0
		1995	0	0
	Target	1996	1	
Indicator: 1.2 Labeling criteria adopted by labeling organizations.				
Unit: Number of criteria		Year	Planned	Actual
Source: Forest Stewardship Council	Baseline	1991	N/A	0
Comments: WWF was designated by the Brazilian NGOs and logging community to hold the executive secretariat of the Forest Stewardship Council in Brazil. The FSC is responsible for certifying the certification organizations.		1994	0	0
		1995	0	0
	Target	1996	1	

Table 2: Strategic Objective Performance (cont.)

BRAZIL				
PROGRAM OUTCOME No. 2. Systems for sustainable management identified, promoted and adopted in target areas.				
Indicator: 2.1 Number of hectares of cleared area planted with improved agroforestry systems within target areas.				
Unit: Number of hectares (cumulative)		Year	Planned	Actual
Source: Project surveys	Baseline	1991	N/A	0
Comments: Target - implementation of agroforestry system in at least 0.5 ha. of cleared area per family.		1994	40	178.5
		1995	55	190
	Target	1996	67	
Indicator: 2.2 Number of families which have adopted improved agroforestry systems and complementary production systems within target areas.				
Unit: Number of families/adopters(cumulative)		Year	Planned	Actual
Source: Project surveys	Baseline	1991	N/A	0
Comments: . Total number of families:268 families(731F, 941M) . Total area occupied by communities: 23,480 ha. . Total cleared area: 3,790 ha.		1994	80	123
		1995	110	123
	Target	1996	134	

Table 2: Strategic Objective Performance (cont.)

BRAZIL				
PROGRAM OUTCOME No. 2. Systems for sustainable management identified, promoted and adopted in target areas.				
Indicator: 2.3 Number of target protected areas adopting management systems.				
Unit: Number of protected areas (cumulative)		Year	Planned	Actual
Source: Project surveys	Baseline	1991	N/A	0
Comments: Protected areas: . 2 National Parks (Jaú and Serra do Divisor) . 2 Extractive Reserves (Cajari and Maraca)		1994	1	1
		1995	2	2
	Target	1996	4	
Indicator: 2.4 Number of hectares in target forested areas using improved management systems.				
Unit: Number of hectares		Year	Planned	Actual
Source: Project surveys	Baseline	1991	N/A	0
Comments: Jaú National Park - 2,272,000 ha. Serra do Divisor National Park - 605,000 ha. Extractive Reserves - 845,000 ha.		1994	2,272,000	2,272,000
		1995	3,117,000	3,117,000
	Target	1996	3,722,000	

Table 2: Strategic Objective Performance (cont.)

BRAZIL				
PROGRAM OUTCOME No. 2. Systems for sustainable management identified, promoted and adopted in target areas.				
Indicator: 2.5. Logging company accepts sustainable logging plan.				
Unit: Number of logging companies		Year	Planned	Actual
Source: Project surveys	Baseline	1991	N/A	0
Comments: One logging company in Paragominas is adopting the sustainable logging plan. The techniques are being disseminated to 80 potential adopters (companies) in the same area.		1994	0	1
		1995	0	1
	Target	1996	1	

BRAZIL				
PROGRAM OUTCOME NO. 3. Systems disseminated beyond target areas. *				
Indicator: 3.1 Number of persons reached with dissemination materials, by gender.				
Unit: Number of persons (cumulative)		Year	Planned	Actual
Source: Project Surveys	Baseline	1991	N/A	0
Comments: Number of persons estimated: 1,000 (400F, 600M)		1994	0	0
		1995	500	10,000
	Target	1996	1,000	

*More indicators are still to be determined for this program outcome.

Table 2: Strategic Objective Performance (cont.)

BRAZIL				
PROGRAM OUTCOME NO. 4. Target institutions strengthened.				
Indicator: 4.1 Number and gender of persons trained in short-term (< 3 months).				
Unit: Number of persons trained		Year	Planned	Actual
Source: Project training records	Baseline	1991	N/A	N/A
Comments: Environmental Education-132 persons (82F,50M) Organizational Development-306 persons(86F, 220M) EIA and Judicial Training -214 persons(77F, 137M) SUNY Program - 189 persons (94F, 95M) Partners of America - 39 persons(9F, 30M)		1994	534	754
		1995	803	880
	Target	1996	963	
Indicator: 4.2 Number and gender of persons trained in long-term (> 3 months).				
Unit: Number of persons trained		Year	Planned	Actual
Source: Project training records	Baseline	1991	N/A	N/A
Comments: SUNY Program - 27 persons (13F, 14M)		1994	20	21
		1995	40	27
	Target	1996	50	

3. STRATEGIC OBJECTIVE No 3 - Reduced incidence of sexually transmitted HIV infection in target population in two geographic regions.

OVERVIEW OF THE STRATEGIC OBJECTIVE AND RESULTS FRAMEWORK

USAID/Brazil's strategic objective in the area of AIDS is "Reduced incidence of sexually transmitted HIV infection in target populations in two geographic regions of Brazil." This objective supports Agency Goal #3, "World's population stabilized and human health protected in a sustainable fashion", and Agency Objective 3.4, "Sustainable reduction in STD/HIV transmission among key populations." In order to achieve the SO, two Intermediate Results have been identified. Intermediate Result #1 is "Reduced high-risk sexual behavior among target populations"; Intermediate Result #2 is "Increased capacity of institutions providing HIV risk reduction products and services." Hence, the Mission's strategy reflects the hypothesis that HIV incidence can be reduced by addressing two critical contributing factors: high-risk behaviors that lead to HIV infection; and the lack of institutional capacity to provide adequate services to prevent infection. In order to achieve the greatest impact possible with the limited funds available, the Mission is directing its activities toward certain target populations which are at particularly high risk of contracting AIDS: commercial sex workers, men who have sex with men, men in the workplace, STD patients, and adolescents.

In order to achieve Intermediate Result #1, reducing high-risk sexual behavior, the Mission is carrying out a range of activities aimed at its target populations. These include a variety of educational activities, including development of educational materials aimed at behavioral change. The program's communications activities have also sought to leverage private sector participation in the AIDS prevention effort by working with the mass media and with harbor unions in educating the public regarding AIDS. Social marketing of condoms is another important activity supporting this IR, with the object of providing target populations with low-priced condoms. The Mission is also supporting a three-year behavioral research study with two high-risk populations, harbor workers and low-income young adults, which is designed to change attitudes towards AIDS risk and condom use.

To achieve Intermediate Result #2, the Mission is conducting a number of activities aimed at increasing capacity of institutions providing HIV risk reduction products and services. This IR is intended to strengthen in-country capacity in the MOH, NGOs, PVOs and STD clinics in order to provide for sustainability of services following completion of USAID-funded AIDS activities. Training of health care providers in counselling as well as diagnosis and treatment will improve institutions' capacity to provide those services. Trainees will include school teachers, street children outreach agents, and peer educators. The Mission's program also is supporting development of improved logistics management systems for STD drugs and condom distribution. This activity supports both Intermediate Results by increasing availability of products that will allow individuals to change risky behaviors; and by increasing capacity of key institutions.

TABLE 1: STRATEGIC OBJECTIVE PROGRAM "TREE" No. 3

RESULTS FRAMEWORK

Brazil
Bureau Objective: Respond to specific challenges
Bureau Sub-objective: Respond to epidemics that threaten the region: AIDS prevention
STRATEGIC OBJECTIVE NO. 3: Reduced incidence of sexually-transmitted HIV infection in target populations in two geographic areas in Brazil.

<p>INTERMEDIATE RESULTS: NO. 3.1 Reduced high-risk sexual behavior among target populations</p>	<p>INTERMEDIATE RESULTS: NO. 3.2 Increased capacity of institutions providing HIV risk reduction products and services</p>
--	---

ACTIVITIES (AIDSCAP)	ACTIVITIES (AIDSCAP)
Education intervention on behavior change for target populations in SP and RJ	Education intervention on STD prevention and control for target populations in SP and RJ
Social marketing of condoms intervention among target populations	Logistics management of condoms and STD drugs among target populations
Institutional strengthening of in-country MOH/NGOs/PVOs working with target populations and policy reform	Institutional strengthening of in-country STD clinics/MOH working with target populations and policy reform
Private sector leveraging for education interventions in the workplace	Behavioral research among target populations

TARGET POPULATIONS ARE: Commercial Sex Workers (CSWs), Men Who Have Sex with Other Men (MWM), STD patients (STDs), Adolescents and Youth and Men in the Workplace

TARGET REGIONS ARE: São Paulo State : São Paulo and Santos
Rio de Janeiro State

SUMMARY OF THE DATA

The acquired immune deficiency syndrome (AIDS) is the most serious public health problem in Brazil with over 75,000 cases of AIDS (1995), and more than 500,000 Brazilians estimated to be infected with the human immunodeficiency virus (HIV). The areas most affected are the states of São Paulo and Rio de Janeiro. In São Paulo, AIDS is now the leading cause of death among reproductive aged women, reflecting a shift in the epidemic to heterosexual transmission, with its negative consequences increasingly seen among adolescents and women.

The major vehicle for implementing this strategic objective is the G/PHN AIDSCAP project. USAID/Brazil supports this project with a buy-in from our ITT funds; continued LAC Bureau funding is critical for the program. Other HIV/AIDS prevention activities in Brazil include counselling and services offered by the International Planned Parenthood Federation (IPPF) affiliate in a special program to integrate HIV/AIDS with reproductive health care, awareness and prevention activities for adolescents and street girls, and annual seminars for professionals nationwide.

The major interventions of USAID/Brazil's 6-year (1992-1997) strategy for AIDS Prevention are: (1) sexually transmitted diseases (STD) prevention and control, by strengthening local capacity to provide treatment and prevention services; (2) behavior change communication (BCC), through the use of media, improved counselling and outreach, and the development and distribution of Information, Education and Communication (IEC) materials regarding STDs and HIV/AIDS; and (3) condom distribution, in collaboration with the local governments in the states of São Paulo and Rio de Janeiro, to increase the availability and reduce the price of condoms, and to encourage regular and correct condom use.

The program is focused primarily in the cities of São Paulo and Rio de Janeiro (where 69% of the AIDS cases are reported) and is designed to develop and support local capacity to prevent and control HIV/AIDS. The major target groups are commercial sex workers (CSWs), men who have sex with men (MWM), men in the work place (MWP), persons with STDs and adolescents. To date, AIDSCAP's Brazil country office has developed and signed 14 subagreements with NGOs, PVOs, state and municipal level governments and state universities.

During last year's Action Plan review, concerns were expressed about the indicators for the Brazil program. Subsequently, AID Washington Global and LAC Bureaus have assisted the Mission with revision of the indicator tables. Given that the program started in 1992 and adequate systems to generate results monitoring data may not be ideal, the indicators do reflect the reality of the program, especially its geographic focus and special target groups, as well as practical considerations given that the data are available or are being collected. In some instances, data collection efforts are in process and indicator values will not be available until later this year. Overall, however, the data which are available show good progress or that the program's intended results are being achieved. A summary of progress in each area follows.

Indicator 1: HIV Seroprevalence rates in target populations. As discussed with USAID/Washington on numerous occasions, obtaining data for this indicator has been an extremely difficult undertaking, given the cost of conducting reliable studies of seroprevalence among the various target populations. In addition, the time lags inherent in the cycle of HIV infection create substantial obstacles to demonstrating impact during the time period of the SO. The Global Bureau's AIDS office currently advises that AIDS programs be focused on strategic objectives at a lower level of impact, such as behavioral change or increasing institutional capacity to combat AIDS. However, at last year's Action Plan review, it was decided that USAID/Brazil would retain its strategic objective of reducing HIV incidence for the current program. It was noted that, if a follow-on AIDS program is pursued in Brazil,

the objective and strategic framework might be revised. As a result, the Mission has done its best to provide data on HIV prevalence for its target groups, using a variety of data sources. For commercial sex workers, the Mission has baseline levels, but no actuals as yet. For men who have sex with men, HIV rates have dropped in Rio de Janeiro. A cohort study in Sao Paulo showed a low incidence rate of .33% in the first six-month testing period. For STD patients, MOH surveillance studies show decreases in HIV prevalence in Rio de Janeiro. For the men in the workplace target group, a cohort study with harbor workers has shown no new HIV incidence in the 1994-95 study period.

Indicator 2: Number of non-regular sexual partners: This aspect of the program is not relevant to CSWs. The data for the target population which has been chosen, adolescents, show a reduction in the percentage of adolescents having sex with one or more casual partners in the last six months, indicating a positive shift in behavior.

Indicator 3: Use of condoms: For perhaps the most critical indicator for the program, the data, where available, show positive trends in the increased use of condoms for all target groups.

Indicator 4: Diagnosis/treatment of patients in STD clinics according to national guidelines, in project areas: Although the data for this indicator will be available later in 1996, the project goal of treating 20,000 patients for STDs during the LOP was reached in 1995.

Indicator 5: Counseling of patients on partner referral and condom use in STD clinics in project areas: Likewise data will be available in 1996, but projected target should be achieved.

Indicator 6: Number of pharmacies carrying socially marketed condoms in project areas: Project goal for 1995 for the three target groups has been reached or exceeded.

Indicator 7: Number of non-traditional outlets carrying socially marketed condoms in project areas: Likewise the 1995 target has been reached or exceeded.

Indicator 8: Number of socially marketed condoms available in project areas: The number of condoms sold in São Paulo fell a bit short of the projected target (88%), but was greatly exceeded in Rio (159%). This is due to a more competitive market for condoms in São Paulo.

In addition, the following quantitative achievements of the project, since inception provide an even richer overview of progress:

People educated:	340,598
People trained:	12,068
STD patients treated:	68,985
Condoms distributed:	
free:	11,041,666
sold:	37,286,276
IEC materials distributed:	933,380

ANALYSIS OF THE DATA

The quantitative indicators for the program overall provide a positive overview that the objectives are being achieved. Even more encouraging is that the Ministry of Health and the World Bank are reporting a decrease in the number of new AIDS cases during the past two years, in spite of an improved surveillance system that should be capturing more of previously under-reported cases. USAID/Brazil's program has contributed to this achievement given our prevention work over the past 4-5 years. In a March 28, 1996, newspaper article, MOH cited Santos as a model for AIDS prevention. USAID is supporting four AIDS projects in Santos, which has made a major contribution to this accomplishment.

STD Prevention and Control: Although the program does not have an indicator for STD incidence or prevalence, the institutional strengthening of in-country STD clinics working with target populations has been significant, and the treatment and counselling of STDs among the target population is greatly improved. The STD surveillance system has been strengthened; over 1,129 health care providers have been trained; and access to STD clinical services expanded so that 68,985 STD patients received proper diagnosis and treatment. Laboratory equipment for HIV and STD testing, and almost 9,000,000 condoms were provided to the program in the states of Rio de Janeiro and São Paulo. New referral systems have been put in place to ensure that CSWs have access to and are utilizing the STD clinical services.

Condom Distribution: The USAID program is expanding the marketing of "Prudence" brand condoms. In 1995, condom sales increased 61% over the previous year's sales. The price of "Prudence" is one fourth of the other local brands. Overall the program has generated an increased demand for condoms; the total market for condoms grew to nearly 100 million units, more than doubling in size since 1989. Since project implementation DKT has sold 37,286,000 condoms. This component of the program ensures that there is a constant supply of affordable and good quality condoms available in the marketplace. DKT implemented a number of special promotional campaigns during 1996 Carnival season in key beach regions: Santos, Rio de Janeiro and Salvador, Bahia. DKT sponsored blocks, balls, parades, roving bars and placards in public buses. Lessons learned from last year's campaign resulted in a threefold increase in retail sales this year.

Behavior Change Communication: Through the BBC strategy 340,589 individuals were counselled or participated in educational sessions designed to promote the adoption of safe sexual behavior. Since project implementation, 933,380 IEC materials were distributed in face to face interventions. A study conducted by the program in Rio demonstrated an increase by CSWs of consistent condom use with clients, increasing from 56% in 1991 to 73% in 1993. This indicates that an educational intervention can successfully change the behavior of an important high-risk group.

EXPECTED PROGRESS IN FY 1997 AND FY 1998

The current AIDSCAP program in Brazil will be extended through 1997 consistent with the PACD of the AIDSCAP project. During the year, USAID/Brazil will be requesting AID/Washington assistance to develop our new strategy for AIDS prevention. This should take place no later than May, 1996. The review will take into account current activities, emerging trends in the epidemic, and USAID's strategy. In this AIDSCAP extension year efforts will be concentrated on condom social marketing, activities targeted at adolescents and women, and institutionalizing the current program.

Strategic Objective No. 3: Reduced incidence of sexually transmitted HIV infection in target populations in two geographic regions.

Indicator 1: HIV Seroprevalence rates in target populations

Unit: HIV rates in Female Commercial Sex Workers (FCSW)	Target Pop: FCSW	Year	Sao Paulo		Rio de Janeiro	
			Planned	Actual	Planned	Actual
1- Source: US Bureau of Census. Research # 19, 1995 2- Lurie, P., Fernandes M.E.L. et al, AIDS, 1995		1991	Baseline	12% SP ¹ 27% Santos ²	Baseline	11.6% ¹
		1992/3				11.2% ¹
		1994				
		1995				
		1996	equal or less than: 12% SP 27% Santos		equal or less than: 11.6%	

Indicator 1: HIV Seroprevalence rates in target population			Sao Paulo		Rio de Janeiro	
Unit: HIV rates in men who have sex with other men	Target Pop: MWM	Year	Planned	Actual	Planned	Actual
MWM: men who have sex with men	<p>Comments: the Mission expects to obtain data for Rio de Janeiro in 1996-97 from a Family Health International/UERJ (State University of Rio de Janeiro) cohort study.</p> <p>1- Cohort study for 304 MWM is being conducted in Sao Paulo. One person in the study contracted HIV in the first 6 months (0,33 incidence rate) Source: Figueiredo, et cols . Projeto Bela Vista. 1996</p> <p>2- US Bureau of Census, 1995</p>	1987/89	Baseline	12.2% ²	Baseline	25.0% ²
		1990/94 1993/94 1995		N/A 0.33% ¹		23.3% ²
		1996	equal or less than 12.2 %		equal or less than 25.0%	

Indicator 1 : HIV Seroprevalence rates in target population	Target Pop: MWP	Year	Sao Paulo		Rio de Janeiro	
			Planned	Actual	Planned	Actual
Unit: HIV rates in men in the harbor workers MWP: men in the workplace						
Sources: Lacerda and cols. A cohort study. 1996		1994	Baseline	1.1% Santos	Baseline	
Comments: The cohort identified no new case of HIV incidence in the period of research implementation		1995		1.1% ¹ Santos		
		1996				

Strategic Objective No. 3: Reduced incidence of sexually transmitted HIV infection in target populations in two geographic areas.						
Intermediate Result 3.1 Reduced high risk sexual behavior among target populations.						
Indicator 2: Number of non-regular sexual partners.	Target Pop: Adolescent	Year	Sao Paulo		Rio de Janeiro	
			Planned	Actual	Planned	Actual
Unit: Percentage of adolescents having sex with one or more casual partner, in the last 6 months (Sao Paulo state).						
Sources: 1. CAPS, 1994 / 2. CAPS, 1995		1994	Baseline	21% ¹	◆	
Project start dates: SP, 1994.		1995	18%	16% ²		
◆ Not applicable.		1996	15%	April 1996		

Indicator 3: Use of condoms.			Sao Paulo		Rio de Janeiro	
Unit: Percentage of FCSWs having ever used condoms with clients, in last year (SP). Percentage of FCSW having used a condom in the last sexual relation with client (Rio).	Target Pop: FCSW	Year	Planned	Actual	Planned	Actual
Sources: 1. Lurie et. al., 1991 / 2. Inglesi, 1994 / 3. Peterson, 1991		1992	Baseline	96% ¹	Baseline	77% ³
Project start dates: Sao Paulo, Aug. 1993, Rio, Jan. 1994		1993	◆	◆	◆	◆
		1994	97%	99% ²	◆	◆
		1995	◆	◆	◆	◆
	◆ Not applicable. Data for this indicator is collected every 3-5 years.	1996	99%	April 1996	85%	Aug. 1996

Indicator 3: Use of condoms.			Sao Paulo		Rio de Janeiro	
Unit: Percentage of adolescents using condoms with primary partner, 6 months (SP). Percentage of adolescents using condoms in last sexual intercourse (Rio).	Target Pop: Adolescent	Year	Planned	Actual	Planned	Actual
Sources: 1. CAPS, 1994 / 2. CAPS, 1995 / 3. G. Barker, 1994		1994	Baseline	12% ¹	Baseline	29% fem. ¹ 39% male
Project start dates: SP, 1994. Rio de Janeiro, Aug. 1994		1995	15%	16% ²	◆	◆
	◆ Not applicable. Data for this indicator is collected every 2-5 years.	1996	18%	Aug. 1996	60% fem. 80% male	Dec. 1996

Strategic Objective No. 3: Reduced incidence of sexually transmitted HIV infection in target populations in two geographic areas.						
Intermediate Results 3.1: Reduced high risk sexual behavior among target populations.						
Indicator 3: Use of condoms.			Sao Paulo		Rio de Janeiro	
Unit: Percentage of MWM using condoms regularly.	Target Pop: MWM	Year	Planned	Actual	Planned	Actual
Source: 1. R. Parker, 1995 / 2. R. Parker, 1993 / 3. R. Parker, 1995		1993	Baseline		Baseline	60% ²
Project start dates: June 1993 (Project end date Dec. 1995)		1994	◆	◆		88% ³
◆ Not applicable. Data for this indicator is collected every 2-4 years. * Original target for 1996 was 50%. However, the target was based on a 1993 baseline of 19% which was later corrected.		1995	50%	76% ¹	50%*	93% ³

Indicator 3: Use of condoms.			Sao Paulo		Rio de Janeiro	
Unit: Percentage of male workers always using condoms with their secondary partner in the last year (SP).	Target Pop: Workers	Year	Planned	Actual	Planned	Actual
Sources: 1. CAPS, 1994 / 2. CAPS, 1995 / 3. CAPS, 1996		1994	Baseline	42% ¹	◆	
Project start dates: Jan. 1994		1995	45%	43% ²		
◆ Not applicable. Not an intervention site for this target population.		1996	50%	50% ¹		

Strategic Objective No. 3: Reduced incidence of sexually transmitted HIV infection in target populations in two geographic areas.						
Intermediate Results 3.2: Increased capacity of institutions providing HIV risk reduction products and services.						
Indicator 4: Diagnosis/treatment of patients in STD clinics according to national guidelines, in project areas.			Sao Paulo		Rio de Janeiro	
Unit: Among individuals presenting with STDs in health facilities, the percentage treated according to national standards.		Year	Planned	Actual	Planned	Actual
Sources: 1. Estimated.		1992	Baseline	0% ¹	Baseline	0% ¹
Project start dates: Sao Paulo, Aug. 1993, Rio, Jan. 1994		1993	◆	◆	◆	◆
		1994	◆	◆	◆	◆
		1995	◆	◆	◆	◆
		1996	50%	July 1996	50%	July 1996
◆ Not applicable. Data for this indicator is collected every 4-5 years.						

Strategic Objective No. 3: Reduced incidence of sexually transmitted HIV infection in target populations in two geographic areas.						
Intermediate Results 3.2: Increased capacity of institutions providing HIV risk reduction products and services.						
Indicator 5: Counseling of patients on partner referral and condom use in STD clinics, in project areas.			Sao Paulo		Rio de Janeiro	
Unit: Among individuals presenting with STDs in health facilities, the percentage counseled on partner referral and condom use.		Year	Planned	Actual	Planned	Actual
Sources: 1. Estimated		1992	Baseline	0% ¹	Baseline	0% ¹
Project start dates: Sao Paulo, Aug. 1993, Rio, Jan. 1994		1993	◆	◆	◆	◆
		1994	◆	◆	◆	◆
		1995	◆	◆	◆	◆
		1996	50%	July 1996	50%	July 1996
◆ Not applicable. Data for this indicator is collected every 4-5 years.						

Indicator 6: Number of pharmacies carrying socially marketed condoms in project areas.	Target Pop: FCSW	Year	Sao Paulo		Rio de Janeiro	
			Planned	Actual	Planned	Actual
Unit: Percentage of pharmacies in FCSW project areas carrying socially marketed condoms.						
Source: Nielson Research.		1993	Baseline	10%	Baseline	5%
Project start dates: Jan. 1993 (end date March 1996)		1994	20%	31%	20%	35%
		1995	30%	32%	30%	37%
		1996	35%	April 1996	35%	Apr. 1996

Indicator 6: Number of pharmacies carrying socially marketed condoms in project areas.	Target Pop: MWM	Year	Sao Paulo		Rio de Janeiro	
			Planned	Actual	Planned	Actual
Unit: Percentage of pharmacies in MWM project areas carrying socially marketed condoms.						
Source: Nielson Research.		1993	Baseline	10%	Baseline	5%
Project start dates: Jan. 1993 (end date March 1996)		1994	20%	29%	20%	35%
		1995	30%	35%	30%	37%
		1996	35%	April 1996	35%	Apr. 1996

Strategic Objective No. 3: Reduced rate of incidence of sexually transmitted HIV infection in target populations in two geographic areas.						
Intermediate Results 3.2: Increased capacity of institutions providing HIV risk reduction products and services.						
Indicator 7: Number of non-traditional outlets carrying socially marketed condoms in project areas.			Sao Paulo		Rio de Janeiro	
Unit: Percentage of non-traditional outlets in FCSW project areas carrying socially marketed condoms.	Target Pop: FCSW	Year	Planned	Actual	Planned	Actual
Source: AIDSCAP field research.		1993	Baseline	2%	Baseline	0%
Project start dates: Jan. 1993 (end date March 1996)		1994	5%	5%	3%	6%
		1995	7%	8%	5%	8%
		1996	10%	April 1996	7%	Apr. 1996

Indicator 7: Number of non-traditional outlets carrying socially marketed condoms in project areas.			Sao Paulo		Rio de Janeiro	
Unit: Percentage of non-traditional outlets in MWM project areas carrying socially marketed condoms.	Target Pop: MWM	Year	Planned	Actual	Planned	Actual
Source: AIDSCAP field research.		1993	Baseline	2%	Baseline	0%
Project start dates: Jan. 1993 (end date March 1996).		1994	5%	4%	3%	5%
		1995	7%	8%	5%	8%
		1996	10%	April 1996	7%	Apr. 1996

Indicator 8: Number of socially marketed condoms available in project areas.			Sao Paulo		Rio de Janeiro	
Unit: Number of condoms sold in project areas. (and % of condoms sold vs. planned)		Year	Planned	Actual	Planned	Actual
Source: DKT		1993	558,000	653,760 (117%)	285,000	408,597 (143%)
Project start dates: Jan. 1993 (end date March 1996).		1994	1,146,000	1,026,000 (90%)	630,000	976,000 (155%)
		1995	2,988,000	2,640,000 (88%)	1,116,000	1,776,000 (159%)
		1996	664,000	April 1996	248,000	Apr. 1996

4. SPECIAL OBJECTIVE No 1 - Improve quality of life for at-risk youth in target areas.

SUMMARY OF THE DATA

The situation of children and youth in Brazil is precarious. Though statistical figures vary, it is estimated that, as of 1990, in Brazil as a whole, over half of all youth lived in families with incomes below half the minimum wage of \$100 per month. In the three largest Northeastern capitals where the USAID at-risk youth program is targeted, over 1,000,000 children are estimated to be at risk of illiteracy, disease, delinquency, drug abuse, prostitution, and human rights violations. Although Brazil has adequate legislation in place, for example, the Statute of Children and Adolescents, the challenge is to implement strategies to put this legislation into practice.

Since 1994, with Displaced Children and Orphan's Fund (DCOF), USAID/Brasilia established its At-Risk Youth Project (the POMMAR Project), a cooperative agreement awarded to Partners of the Americas. The project focuses on the poorest Northeastern capital cities of Recife, Salvador, and Fortaleza, addressing four priority areas: family preservation, market-oriented vocational training, prevention of child and adolescent prostitution, and improvement of the juvenile justice system. POMMAR, the local project name, started its activities in November 1995.

In last year's Action Plan, USAID/Brasilia presented its at-risk youth program as an "other activity". Per this year's guidance, the at-risk youth program is presented as a "special objective" -- **"improved quality of life for at-risk youth and children in target areas."** This objective will be achieved through the intermediate results of increasing the number of services available to at-risk youth; contributing to the implementation of policies that affect these youth, in close collaboration with other donors; and increasing the number of services available by strengthening the organizations that provide them and supporting development of innovative approaches.

The new indicators for the Special Objective seek to assess changes in three fundamental areas in the youth's surrounding environment: family ties, schooling, and employment. Since this is a new initiative (the original project did not have baseline or other indicators), a system of data collection was only just developed. Data on the total number of children and youth assisted by the project and on number of youth trained by the project with gainful employment will be further disaggregated by age and gender.

Despite these limitations in the availability of quantitative data, the At-Risk-Youth project is making significant contributions to the public sector policy agenda, pioneering innovative approaches to at-risk-youth, and making a positive contribution to USAID's relationships with host country institutions. For example, a USAID-supported seminar on sexual exploitation of girls held in the Northeast, has sparked interest in the topic and a multi-donor funded international seminar will take place in Brasilia later this year. The First Lady, who visited USAID activities late last year, recently mentioned Project Axé to an OAS forum as an innovative model for assisting at-risk youth that merits replication. The concept of family preservation was not known in Brazil, until the USAID project pioneered this approach, and there is widespread interest and optimism that its applications will be far-reaching in the Brazilian context.

As compared to the original plan of assisting 20,000 at-risk youth by POMMAR, current forecasts indicate that almost 30,000 children and youth will be assisted by the project. As of February 1996, over 14,000 children had received assistance. This was largely made possible by the POMMAR Project's capacity to leverage other donor funds and develop joint programs. SUNY, UNICEF, ILO, UNESCO, Save the Children, CRS, and UNIFEM are some of the organizations that have become USAID's partners in projects and activities to assist at-risk youth.

ANALYSIS OF THE DATA AND USAID CONTRIBUTION

Through the POMMAR Project, USAID aims at changing the residential status of children actually living in the streets, especially through its family preservation and reintegration activities. In Salvador, Projeto Axé, a USAID-supported institution, has successfully changed the residential status of approximately

1,000 children in the last four years, either through family reintegration or by providing youth with means to support themselves. Axé's methodology was ultimately adopted by the municipal government of Salvador in its program to assist at-risk youth and children. The target of promoting changes in living status of 50% of assisted children actually living in the streets is realistic. The difficulty in obtaining a higher rate lies in the specific problems of at-risk girls, who seldom go back to living with their families, where they are generally exposed to sexual and physical abuse. At the same time, institutions that would be able to shelter these girls have not yet developed firm methodological and pedagogical approaches to deal with the specific needs of adolescent women, who are often already involved with prostitution. To address this problem, USAID has been working to build institutional capacity and systematize methodologies of assistance to at-risk girls.

Indicator number 2 focuses on school performance of street kids and at-risk youth. One of the criteria used by the POMMAR Project to award subagreements to local NGOs is that all children and youth assisted should be enrolled in formal schools. The grade-pass rate is expected to be around 65%, including children and youth living in and on the streets. In preventative services alone (not taking street kids into account), this rate is expected to reach 80%. The performance under this indicator is linked closely with the vocational training component so that the children and youth have acquired the basic skills that will enable them to learn increasingly complex tasks.

Market-oriented vocational training is one of POMMAR's target areas. POMMAR has been supporting the implementation of innovative projects in this field, such as the assembling and sales of computer equipment; production and maintenance of neo-natal intensive care equipment; musical shows; and repair of electrical appliances. All these activities have proven market acceptability and to date 500 youth aged 14-18 have been reached. A grant to a coalition of institutions is expected to establish micro-enterprises run by at-risk girls in Fortaleza, in different areas such as cardboard packaging, production of buttons, and plastic trash bags, among others. At the end of the project, USAID expects at least 70% of trained youth to be developing income generating activities.

The project currently is providing assistance to 15 organizations and 8 new subgrants are being negotiated. Intermediate result number 1 shows that the target of strengthening 17 institutions by September 1997, is likely to be surpassed, with assistance foreseen to at least 25 institutions by the end of the POMMAR Project. Of these, at least four should be 100% sustainable by the end of the project, based on economic activities such as pret-a-porter fashion design and production, musical shows, assembling and sales of computer equipment, and maintenance of electrical appliances.

Addressing the problems of at-risk youth, especially in Northeast Brazil, involves working with numerous, small organizations, which do not usually have the capacity to design, implement and evaluate projects, in spite of sound and innovative ideas. This resulted in delays in the submission and approval of subgrants. As this is not a problem with USAID projects only, several funding agencies have agreed on elements of a common approach to the issue and will provide project design, implementation and evaluation training to governmental, and non-governmental organizations. UNICEF, ILO, UNIFEM, UNESCO and CIDA are USAID/Brasilia's partners in this venture. As a result of this strengthening, organizations will increase their capability to test innovative approaches and ultimately to increase their services to children.

The POMMAR Project places great emphasis in addressing the special needs of girls and adolescent women at risk of prostitution and sexual exploitation. POMMAR established close links with the Municipal and State Councils for the Defense of Children's Rights in the three target areas, especially through a subgrant to Pacto da Cidade, in Fortaleza, and through support to the formation and training of an ad-hoc group in Recife. Through these Councils, POMMAR has been able to positively influence the resumption of discussions on the development of specific policies to protect the rights of girls and adolescent women and to prevent the establishment and combat the activities of sexual exploitation networks. These discussions are expected to lead to the submission of new policy proposals to the State and Federal governments. POMMAR is also supporting, together with UNICEF, ILO, the European Union, IDB, UNIFEM and UNESCO, an international seminar on child and adolescent prostitution, which will officially be the Latin American preparatory conference for the Stockholm World Summit in Aug./96.

Another innovation brought by USAID to the Brazilian at-risk youth scenario was the introduction in the country's agenda of family preservation initiatives and to bring family to the forefront in the discussion of children and adolescent issues. Through a subgrant to Centro Interuniversitário de Estudos da América Latina, África e Ásia - CIELA, the POMMAR Project managed to draw the attention of policy makers to the family as a key unit in resolving social problems, to analyze innovative social actions capable of altering the day-to-day reality of at-risk families, and to work on specific family preservation strategies in the three target cities.

Leveraging SUNY, Partners of the Americas, and other donors' funds was critical in providing training to 335 professionals in the project's four target areas. With SUNY resources a study trip to the U.S. was organized to provide inputs to the initiation of family preservation activities in Brazil and resulted in a seminar where the development of government policies to assist low-income families was discussed. Partners of the Americas funded a regional seminar on child and adolescent prostitution which was the starting point for the International seminar to be held in April. This seminar was co-funded by UNICEF, UNESCO, and Save the Children. Travel and training grants were provided to state and municipal councils, children's defense centers and NGOs.

EXPECTED PROGRESS IN FY. 1997 AND FY 1998

The POMMAR Project has assumed increasing political importance for USAID/Brasília, as at-risk youth is recognized as one of Brazil's major social problems. New connections have been established between USAID and local governments and NGOs. This important work should continue to be a priority within the Brazil program in FYs 1997 and 1998 in order to strengthen the above connections and open new doors to influence the implementation of public policies for this target group. Also, this special objective addresses critical issues of human rights and justice, fitting into the Summit of the Americas' commitment to promote social justice, protect human rights, and encourage civil society's participation in decision-making processes capable of protecting children's rights. Ten new subgrants are expected to be awarded.

USAID/Brasília would be ready to absorb additional DCOF and LAC Bureau funds to work with at-risk youth in Brazil. An extension of the project would allow for continued innovation of new approaches, and to replicate successful models which have been developed with local NGOs and the public sector. This would enable USAID to create a strong safety net for children and youth in Northeast Brazil, in collaboration with other donor support.

BRAZIL				
SPECIAL OBJECTIVE No. 1 Improved Quality of Life for At-Risk Youth in Target Areas.				
Indicator: 1. % of children reporting positive changes in residential status				
Unit: Number of children		Year	Planned	Actual
Source: Umbrella Private Voluntary Organization - PVO, Non-governmental organizations - NGOs, Governmental Organizations - GOs, and Technical Advisory Group - TAG.	Baseline	1995	n/a	n/a
Comments: Residential status refers to living in the streets versus family reintegration, self-sufficiency to rent or buy a house, or institutional shelter. Data collection is underway.		1996	n/a	n/a
	Target	1997	50%	
Indicator: 2. % of children completing the school year.				
Unit: %		Year	Planned	Actual
Source: Umbrella PVO, NGOs, Gas and TAG	Baseline	1995	n/a	n/a
Comments: Data collection is underway.		1996	n/a	n/a
	Target	1997	65%	
Indicator: 3. % of at-risk youth trained by the project with gainful employment.				
Unit: %		Year	Planned	Actual
Source: Umbrella PVO, NGOs, Gas and TAG	Baseline	1995	n/a	n/a
Comments: Data collection is underway.		1996	n/a	n/a
	Target	1997	70%	

25

BRAZIL				
SPECIAL OBJECTIVE NO. 1 Improved Quality of Life for At-Risk Youth in Target Areas.				
INTERMEDIATE RESULT 1. Increased number of services available to at-risk youth.				
Indicator: 1. Number of at-risk children and youth receiving services.				
Unit: Number of children		Year	Planned	Actual
Source: Umbrella PVO, NGOs, Gas and TAG	Baseline	1995	n/a	3,445
Comments: Number of children directly and indirectly assisted by the POMMAR Project. Disaggregation by age and gender is underway and will be reported next year.		1996	n/a	14,908*
	Target	1997	20,000	
INTERMEDIATE RESULT 2. Expanded NGO and GO capacity to provide services to at-risk youth				
Indicator: 1. Number of youth centers strengthened.				
Unit: Number of centers		Year	Planned	Actual
Source: Umbrella PVO, NGOs, Gas and TAG	Baseline	1995	6	9
Comments:		1996	11	6*
	Target	1997	17	
INTERMEDIATE RESULT 3. Innovative approaches developed and implemented.				
Indicator: 1. Number of institutions implementing innovative approaches in the four target areas				
Unit: Number of institutions		Year	Planned	Actual
Source: Umbrella PVO, NGOs, Gas and TAG	Baseline	1995	n/a	1
Comments:		1996	5	8*
	Target	1997	12	

* As of February 1996.

5. SPECIAL OBJECTIVE No 2 - Renewable energy and energy efficiency.

In the September 1995, as a result of agreements signed at the Summit of the Americas, USAID launched a comprehensive energy program in Brazil. The energy program is funded by the Environmental Initiative for the Americas (EIA), for a total budget of \$3.3 million in FY-95 funds to be spent over two years. The Brazil energy program includes activities in renewable energy, energy efficiency, private sector participation, and energy sector reform. Both private sector participation and energy sector reform address the overall efficiency of the system. A more efficient system will be beneficial to both the environment and to the economic development of Brazil. These activities complement the Mission's environmental strategic objective by addressing the emission of greenhouse gases from the electricity sector.

Specific purposes of the program are to a) promote policy changes that result in increased participation of the private sector in the electricity subsector; b) promote the use of commercially proven renewable energy technologies; c) promote the adoption of energy efficiency measures; and d) train individuals in the various areas of sustainable energy production and use and to foster, develop, and strengthen in-country capacity and institutions in order to ensure the sustainability of these efforts.

USAID/Brazil's activities in this sector have been defined as a special objective because of their limited timeframe and because this is a new area of activity for the Mission. At last year's Action Plan Review, various alternatives for formulation of the objective were discussed, including integration of energy activities into the Mission's existing environmental strategic objective. The review concluded that the Mission's energy activities should be expressed in terms of a special objective. A tentative objective tree and indicators for the special objective were presented in last year's Action Plan. The special objective is articulated as "Environmentally and Socio-economically Sustainable Alternatives for Energy Production and Use Adopted in Target Areas". This special objective will contribute to Agency Objective 4.4, Increased provision of environmentally sound energy services, and Agency Goal 4, Environment managed for long-term sustainability.

The Intermediate Results that will lead to accomplishment of the special objective are: IR#1) policies supportive of sustainable energy production and use adopted and/or implemented; IR#2) increased use of systems for sustainable energy production and use in target areas; and IR#3) systems disseminated beyond target areas.

Because the activities supporting this special objective did not begin until October 1995, data showing progress and impact are not yet available. However, in the short time since the energy activities began, a number of positive results are evident. A number of preliminary planning and definitional activities have been completed. Several alliances with key Brazilian organizations have been developed. The next stage is implementation of the designed programs. Nevertheless, a number of noteworthy accomplishments have taken place:

- A number of key individuals (regulators, congressmen, and others) have been exposed to the regulatory system of the energy sector in the U.S., thus influencing the decision making process to design and implement energy policies. (IR#1)
- Technical assistance has been provided to develop, implement, and evaluate energy efficiency measures such as demand side management (DSM) in cities where energy crises are imminent (for example, Manaus and Sao Paulo). (IR#2)
- Technical assistance has been provided to identify and help create a fund to finance energy efficiency projects.

- A training needs assessment for the country has been developed, along with a number of courses to be offered. (IRs#1, 2, and 3)
- A Renewable Energy Project Support Office (REPSO) has been established to provide assistance and advance renewable energy projects. (IR#2)
- An in-country US renewable energy industry representative has been established. This representative has already steered a number of US companies toward developing renewable energy projects in Brazil. The representative is also building ties with ABEER, a Brazilian renewable energy trade association. (IR#2)

The approach taken to accomplish this special objective has been to try to maximize the leveraging of much larger economic resources from both the private sector and multilateral development institutions. A number of the results listed above directly reflect this approach.

Assistance to the city of Manaus will contribute to the sustainable development of the Amazon region while mitigating global climate change by reducing GHG emissions.

Assistance with the privatization and new regulatory structure of the Brazilian electric sector will help to make the sector more efficient by introducing competition and reasonable regulations. This effort will also help to open the Brazilian energy market to US goods and services.

Tentative Indicators

USAID/Brazil has tentatively identified indicators to measure progress and impacts under this special objective, including indicators that will attempt to quantify the Brazil energy program's impact on global climate change in the form of greenhouse gas reductions in the electric sector. For example, the next stages of the renewable energy component include cost-sharing pre-investment studies for a number of projects. The potential amount of megawatts of these projects can be translated into carbon dioxide emissions saved. The estimated energy savings from the various energy efficiency programs can be similarly translated into saved carbon dioxide emissions.

Tentative indicators are as follows:

Special objective:

1. Megawatts (MW) of electricity represented by pre-investment cost shares issued by the REPSO.
2. MW of power saved, attributable to energy efficiency programs.

Intermediate Result #1:

1. Adoption of legislation favorable to renewable energy which can be attributed in part to the REPSO and the activities of the in-country renewable energy industry representative.
2. Formalization of a certification program for the Energy Services Companies (ESCO) in Brazil.
3. Creation of a multi-institution investment fund to finance energy efficiency projects.

Intermediate Result #2:

1. Number of pre-investment cost shares issued by the REPSO, and through other mechanisms,

as well as the amount of money involved. The data should also indicate the type of technology (biomass, solar, wind, etc.)

2. Amount of money invested by the REPSO counterparts. Any amount exceeding the REPSO contribution can be identified as leveraged funds.

3. Number, type, and value of U.S. equipment installed in Brazil attributable to USAID's programs.

Intermediate Result #3:

Not yet developed; measure of dissemination of alternative energy systems beyond target areas.

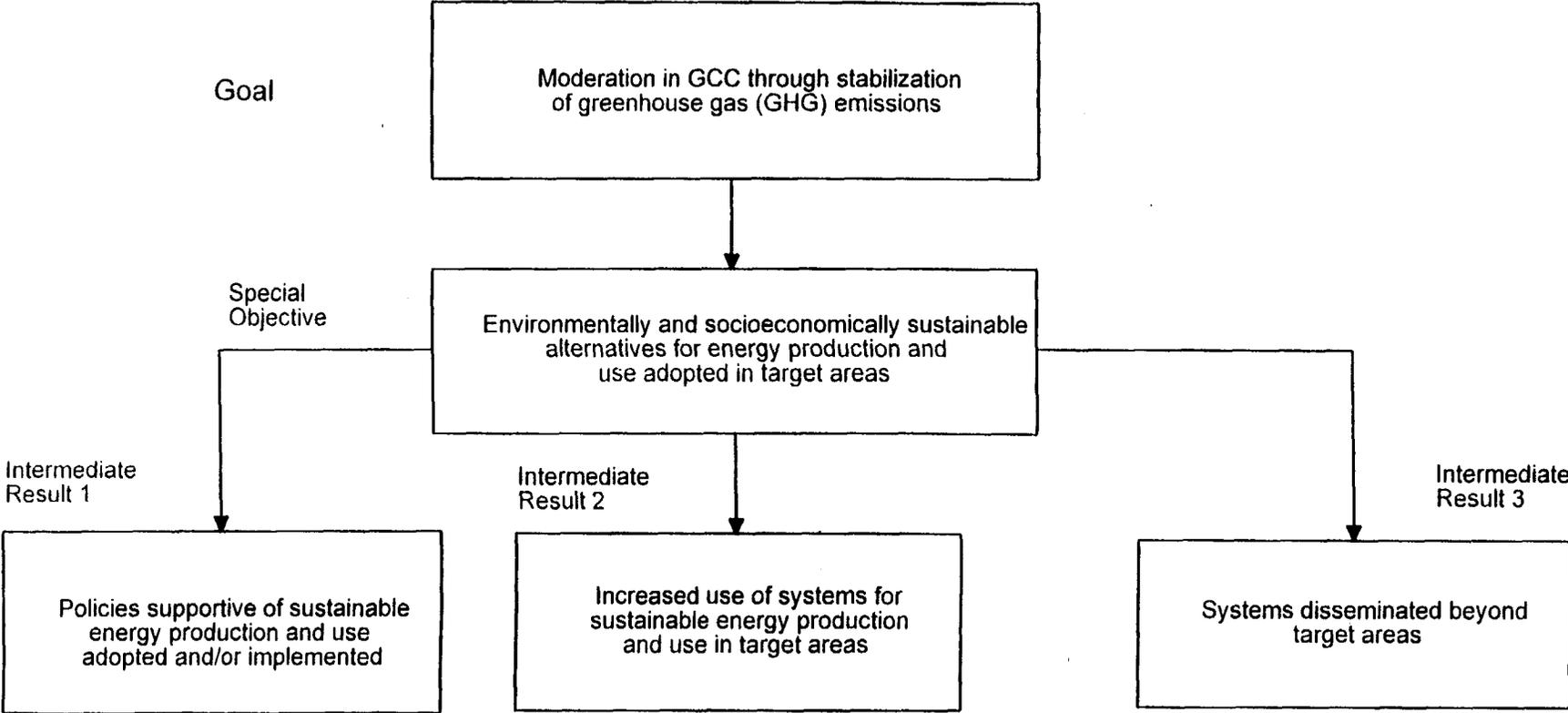
Expected Progress in FY 1997 and FY 1998

The energy SO is funded using FY 1995 funds to be spent in two years. A request for limited additional resources for FY 1997 is discussed in Section IV - Resource Requirements.

Expected progress for FY 1997 includes the following:

- Successful completion of the first round of cost-shares under the REPSO. This will help a number of renewable energy projects to develop the necessary pre-investment information to secure project financing.
- Completion of approximately twelve in-country training courses in all areas of the energy project. Additionally, a number of executive exchange visits will also be completed. These will serve to influence the process of restructuring of the electric sector.
- Establishment of a partnership between a US and a Brazilian utility.
- Completion of at least two renewable energy resource assessments in selected regions.
- Continued support to multilateral development institutions in creating proper programs and mechanisms to finance sustainable energy projects.
- Continued technical assistance in energy efficiency activities and programs including fostering the establishment of a Energy Services Company (ESCO) industry.

RESULTS FRAMEWORK: ENERGY



6. SPECIAL OBJECTIVE No 3 - Strengthening Civil Society.

Strengthening Civil Society

Brazil, the continent's largest democracy, is important as an example to other countries in South America and as a stabilizing influence on the continent. It has completed its transition to democracy, and strengthening the democratic process is an important goal of the current government. A strong and flourishing non-governmental organization (NGO) community is essential to effective and efficient civil society, and local participation in civil society is one of the essential driving forces of democracy and sustainable development. NGOs stimulate local problem solving initiatives, innovation and entrepreneurship, rapid technology transfer, and adaptability to the development process. In addition to the impact invigorated NGOs can have as a provider of services and direct economic activity, they also can encourage official aid agencies and governments to adopt successful approaches developed in the NGO community, serve as a conduit for new technology and practices, educate the public as to their public rights and governmental entitlements, modify governmental programs to meet public needs by acting as a conduit for public opinion and local experience, provide efficient operational collaboration with governmental agencies and aid donors, influence national and international development policies, support decentralization and municipal reforms, and help national and local governments and donors fashion a more effective development strategy through strengthening institutions, staff training, and improving management capacity.

USAID/Brazil's goal is to improve the capacity of a large and diverse community of local NGOs. Based on the conclusions of training provided in our current program that there was a real need for management improvement, in this new activity USAID/Brazil will sponsor training courses in the areas of management, social marketing, voluntarism, and fund raising. Since most of the NGOs in Brazil are project oriented, their staff is technically very capable, but has little preparation or skill as administrators. As donors and the Brazilian government become increasingly focused on lowering overhead and increasing impact, efficient administration and being able to demonstrate results is a priority if these organizations are to survive and prosper in an ever more competitive funding environment.

Although Brazil has more than 5,000 NGOs, in order to achieve our goal, we will work with only approximately 20 of the most capable organizations which have the capacity to further extend the information and training funded to other NGOs. We will focus building NGO institutional capacity through training in the areas of management, voluntarism, and fund raising within Brazil, especially among private companies.

This Special Objective is under development as of the writing of the R4 indicators and implementation mechanism are, therefore, yet to be developed.

CIVIL SOCIETY
PARTICIPATION
INCREASED

SELECTED
NGOs MORE
EFFECTIVE

BUILD NGO
INSTITUTIONAL
CAPACITY

NGO OUT REACH
CAPACITY
INCREASED

MANAGEMENT
IMPROVED

VOLUNTAR
MEMBER
PARTICIPATION
INCREASE

FUND RAISING
CAPACITY
INCREASED

SOCIAL
MARKETING
IMPROVED

MOBILIZATION
TECHNIQUES
IMPROVED

7. SPECIAL OBJECTIVE No 4 - Improve Administration of Justice.

As the Cardoso administration moves to modernize and open Brazil's economy and political system, one of the most important areas for reform and of U.S. strategic interest is the justice sector. Brazil sits in the center of South America, bordering every country except Chile and Ecuador. Narcotics production takes place in Bolivia, Peru, and Colombia and distribution flows through Brazil. Money laundering, narcotics processing and distribution, sale of precursors, and narcotics-related urban violence are all growing concerns. Well after the return to democracy, human rights violations continue to be a major and growing problem. At the same time, Brazil is a major U.S. trading partner with approximately \$20 billion of bilateral trade in 1995. Major sectors of this \$500 billion emerging economy such as energy, telecommunications, and transportation are soon to be privatized and are of great interest to U.S. firms. For all of these reasons a modern, effective justice system is important to the United States, yet the legal system is antiquated, ineffectual, and slow. The legal rules for the private sector are unclear, corruption is a major concern of the Cardoso government, legal remedies are ineffectual for the average citizen, and urban violence and rural land invasions, both coupled with human rights violations, are important issues. The Brazilian government has clearly indicated its commitment to judicial reform and wants the United States as a partner.

Thus, the timing is right for developing a modest, focused administration of justice project for Brazil, and this was confirmed when representatives from the Department of Justice, Criminal Division's Office of Professional Development and Training (OPDAT) and ICITAP, the National Center for State Courts and LAC/RSD, recently met with Brazilian criminal justice officials. Initial agreement was reached on the general outlines of an assistance program focusing on two areas: improved police/prosecutor cooperation in criminal investigations and the use of task forces as a special coordinating technique to further this cooperation; and judicial reform, focusing on issues of justice administration, judicial reform, and ADR.

While the areas outlined in the decision tree may seem like an overly ambitious set of activities for USAID/Brazil's limited staff and resources, there are several factors which make this possible. First, Brazilian institutions seem generally well funded, although they lack the modern judicial technical expertise and knowledge of how to access relevant Latin American and U.S. experiences. Thus, our initial discussions revealed that USAID assistance would most probably focus exclusively on technical assistance and training. Uniformly, institutions were prepared to pay for all local costs of studies, seminars, transportation, per diem, materials, space, etc. for their personnel. These institutions would also be prepared to cover most costs related to transporting to and maintaining their personnel in the U.S. for state-side training or orientation. Secondly, while the decision tree represents a fairly complicated set of activities, many of these are already under way or contemplated by justice sector organizations. USAID assistance will make limited contributions to the outcomes, thus the decision tree should not be thought to represent all of the activities to be funded, but rather the areas to which the results package will contribute. Finally, IDB financing is already contemplated for a program of public sector reform. Within that program both the GOB and the IDB envision as yet unspecified justice sector reform activities. Therefore, our limited funds if properly used have the ability to set the stage, define the objectives and parameters, and leverage significant additional resources.

Improved police/prosecutor cooperation

Meetings with the Ministry of Justice, Attorney General, federal and state prosecutors, federal police and the judiciary, confirmed Brazilian interest in prosecutor/police cooperation in criminal investigations. State and federal prosecutors, who expressed an eagerness to be more actively involved in criminal investigations, are very receptive to the task force concept and are interested in benefiting from U.S. assistance and experience. The federal police wish to improve their investigative capability, particularly in the narcotics and human rights areas, and view the concept of task forces as facilitating this end. It was confirmed that there are no legal or procedural impediments to such cooperation, however, practical concerns remain, specifically, resistance from

the police to any attempt to place prosecutors in charge of investigations. Therefore, a change in the mindset of both police and prosecutors is necessary to develop the trust and cooperative spirit required for successful cooperation.

Representatives of U.S. law enforcement agencies at the Embassy agree that greater cooperation between police and prosecutors in criminal investigation would be very beneficial to Brazilian law enforcement efforts. One of the specific areas for cooperation will be the use of task forces or cooperative efforts among law enforcement agencies and prosecutors. The concept of task forces has proven to be critically important in U.S. law enforcement efforts in combating narcotics, moneylaundering, and organized crime. In addition, Brazilian justice sector officials have expressed their interest in assistance in criminal investigative techniques and improved investigative cooperation between police and prosecutors, as well as assistance in specific criminal areas, such as narcotics, white collar crime, money laundering, human rights violations, and organized crime.

USAID/Brazil, with the assistance of DOJ (OPDAT/ICITAP) is preparing a proposal to commit funding OPDAT's participation in the amount of approximately \$200,000 p.a. for three years. Funding for the ICITAP still must be secured, and we are exploring these possibilities with the Embassy NAS unit.

Improved Judicial Institutional Capacity

A second focus of the program will be to improve the institutional capacity of the judiciary. Among the many problems involving the judiciary, we believe that our limited resources can make a difference in three areas. The first is delay reduction. There is the real appearance of judicial overload (e.g. the Supreme Court resolved 18,000 cases last year) and normal decision period for a case can be as long as two years. Our assistance will focus the use of already substantial, but unused, judicial statistics for low-cost, quick analyses of factors affecting judicial case load, decision periods, and ways to resolve such issues. Second, we will look at improvements in administrative services by developing linkages with organizations such as NCSC and the Federal Judicial Administrative Center to develop programs for training of administrative officers. Third, the program will develop fora to discuss the judicial reform issues, facilitating participation of Latin American and U.S. experts.

Alternative Dispute Resolution (ADR)

The third focus of the program will be to increase the access to the alternative dispute resolution process. We will train private sector organizations in ADR practices and will support seminars for private and public sector actors in the five administrative regions of Brazil. Brazil has legislation permitting ADR, and there is already created a dispute resolution institute in São Paulo. However, during the last year only one case was presented to them. Clearly in an economy the size of Brazil's, many thousands of commercial cases should be underway, and development of improved understandings and techniques can foster the use of such alternative methods.

This special objective is under development as of the writing of the R4 indicators and implementation mechanism are, therefore, yet to be developed.

AOJ
PROCESS
IMPROVED

GOB's INVESTIGATIVE
AND PROSECUTORIAL
CAPACITY IMPROVED

INSTITUTIONAL
CAPACITY OF
JUDICIAL IMPROVED

ACCESS TO
THE ALTERNATIVE
RESOLUTION
PROCESS INCREASED

POLICE
TRAINING

PROSECUTORS
TRAINING

ADINISTRATIVE
PRACTICES
IMPROVED

INTITUTIONAL
CAPACITY OF
JUDICIAL
SCHOOL
IMPROVED

FORUM
ESTABLISHED
FOR JUDICIAL
REFORM
DISCUSSIONS

ADR PRACTICES
BY PRIVATE
SECTOR
ORGANIZATIONS
IMPROVED

SEMINARS
FOR PRIVATE
& PUBLIC
SECTOR
ACTORS

III. STATUS OF THE MANAGEMENT CONTRACT

A. STRATEGIC OBJECTIVE CHANGES OR REFINEMENTS

USAID will maintain its current strategic objectives in the environment, reproductive health, and AIDS prevention.

If the additional resources which are being requested from the Bureau for FYS 97-99 for the population strat objective are approved, we may request a minor refinement of the S.O. to better reflect the sustainability as of the program. At a minimum, the results framework will need to be extended through FY99.

Consistent with the development of a new AIDS strategy for the program this CY, the current strategic objec will be revised accordingly.

No changes are anticipated in the USAID/Brazil strategic objective for the environment, and the focus will rer on land-use issues that threaten biodiversity and are of concern for climate change.

USAID will maintain its special objectives in at-risk-youth and energy.

The previous special objective in training will be refocused to reflect the strengthening of civil society.

A new special objective in administration of justice will be initiated, with a targeted set of activities and a focu approach.

Annex 1
ALL RESOURCES TABLE
USAID/ BRAZIL
(\$000)

Funding Category	FY 1996*	FY 1997		FY 1998	
		Base**	Base - 20%	Base - 10%	Base -30%
Development Assistance/ SEED/FSA/ESF/IDA ***					
Economic Growth					
Of which: Field Support ****	0	0	0	0	0
Population/Health					
Of which: Field Support ****	8,926	7,000	7,000	6,700	2,200
Environment					
Of which: Field Support ****	3,500	5,253	5,253	7,000	6,000
Democracy					
Of which: Field Support ****	1,470	1,677	500	1,000	500
Humanitarian Assistance/Transition					
Of which: Field Support ****	0	0	0	0	0
PL480:					
Title II					
Title III					
Other (HG, MSED, ECA) ***					
GRAND TOTAL	13,896	13,930	12,753	14,700	12,200

* The FY 1996 level is from operating bureau allocations based on 75 per cent of the FY 1996 CP request level, except for PL480 programs for which appropriations have been enacted.

** Base is defined as operating bureau allocations based on the FY 1997 OMB request level. These allocations shall be ACSI code driven.

*** FYI: SEED= Support for Eastern European Democracy FSA= Freedom Support Act (NIS countries); IDA= International Disaster Assistance.

HG = Housing Guaranty; MSED= Micro and Small Enterprise Development, ECA=Enhanced Credit Authority

u:\pub\acplan\usaid-r4 wk4

**** Refers to all Field Support – both Global-obligated and Mission-obligated.

**Annex 2
Funding Scenarios by Objective***

(000)

OBJECTIVE	FY 1997		FY 1998		
	FY 1996**	Base***	Base - 20%	Base -10%	Base - 30%
Strategic Objective # 1:					
Increase access to contraceptive methods and integrated family					
Development Assistance/SEED/FSA****	5,470	4,000	4,000	3,000	3,000
Economic Support Funds					
PL480: Title II					
Title III					
International Disaster Assistance					
Other (HG,MSED,ECA)****					
Special Objective # 2:					
Environmentally and socio-economically sustainable alternatives					
for sound land use adopted beyond target areas					
Development Assistance/SEED/FSA****	3,125	4,453	4,453	5,800	4,800
Economic Support Funds					
PL480: Title II					
Title III					
International Disaster Assistance					
Other (HG,MSED,ECA)****					
Strategic Support Objective # 3:					
Reduce rates of sexually transmitted HIV infection in target					
population in two geographic regions					
Development Assistance/SEED/FSA****	2,456	2,500	2,500	2,500	2,200
Economic Support Funds					
PL480: Title II					
Title III					
International Disaster Assistance					
Other (HG,MSED,ECA)****					
Total					
Development Assistance/SEED/FSA****	11,051	10,953	10,953	11,300	10,000
Economic Support Funds					
PL480: Title II					
Title III					
International Disaster Assistance					
Other (HG,MSED,ECA)****					

* Use all funding spigots, including DA, SEED, FSA, ESF, PL480, IDA, HG, MSED, and ECA.

** The FY 1996 level is from operating bureau allocations based on 75 per cent of the FY 1996 CP request level, except for PL480 programs for which appropriations have been enacted.

*** Base is defined as operating bureau allocations based on the FY 1997 OMB request level.

**Annex 3
GLOBAL FIELD SUPPORT**

Mission: Strategic Objective	Field Support: Activity Number & Title	Priority *	Duration	Estimated Funding (\$000)							
				FY 1996**		FY 1997***				FY 1998***	
				Obligated by ****:		FY 1997 Base Obligated by ****:		FY 1997 Base - 20% Obligated by ****:		FY 1997 Base - 30% Obligated by ****:	
				Global Bureau	Operating Unit	Global Bureau	Operating Unit	Global Bureau	Operating Unit	Global Bureau	Operating Unit
SO 1	Increase access to contraceptive methods and integrated family planning services to improve women's reproductive health	high	3 years (1996-98)	5,370	100	3,900	100	3,925	75	2,925	75
SO 2	Environmentally and socio-economically sustainable alternatives for sound land use adopted beyond target areas	high	5 years (1996-2000)		3,125		4,453		4,453		4,800
SO 3	Reduce incidence of sexually transmitted HIV infection in target population in two geographic regions	high	6 years (1992-97)		2,456		2,500		2,500		2,200
SPECIAL OBJECTIVE 1:	Improved quality of life for of at-risk youth in target areas	high	3 years (1995-97)		1,000		500		500		500
SPECIAL OBJECTIVE 2	Renewable energy and energy efficiency	high	3 years (1996-98)		375		800		800		1,200
SPECIAL OBJECTIVE 3	Strengthening Civil Society	high	4 years (1996-99)		1,120		1,327		300		500
SPECIAL OBJECTIVE 4	Improve Administration of Justice	high	2 years (1996-97)	350		350		200			
GRAND TOTAL				5,720	8,176	4,250	9,680	4,125	8,628	2,900	9,300

*For Priorities use high, medium-high, medium, medium-low, low

** The FY 1996 level is from operating bureau allocations based on 75 per cent of the FY 1996 CP request level, except for PL480 programs for which appropriations have been enacted.

*** Base is defined as operating bureau allocations from the FY 1997 OMB request level.

**** If the funding source is unknown, show all the funding as Obligated by Global Bureau.

B. PROGRAM MANAGEMENT REQUIREMENT: OPERATING EXPENSES AND STAFFING

OE/TRUST FUNDED LEVELS By Major Function Code:	FY 96	FY 97	FY 98
U100 U.S. Direct Hire	108.6	57.9	57.9
U200 F.N. Direct Hire	52.2	56.1	56.1
U300 Contract Personnel	98.6	110.5	110.5
U400 Housing	31.8	44.8	44.8
U500 Office Operations	88.6	102.8	96.5
U600 NXP Procurement	4.6	4.6	3.3
Total Mission Funded OE/TF Costs	384.4	376.7	369.1
Of which TF Funded			

* Must not exceed Approved Annual Plan.

** Should not exceed estimated actual FY96 levels.

Mission Staffing Requirements															
	FY96					FY97					FY98				
	USDH *	USPSC **	TCNPSC **	FSN	Other	USDH *	USPSC **	TCNPSC **	FSN	Other	USDH *	USPSC **	TCNPSC **	FSN	Other
Total Authorized Positions	2	1		11	1	2	1		12	1	2	1		12	1
of which Program funded															

* May not exceed authorized USDH position ceiling

** Must agree with Bureau established PSC ceilings for FY96. Any increases requested for FY 97/98 must be specifically justified within the context of planned program activity.

IV. B. Program Management Requirements: OE - Narrative

We have attempted to stay within the guidelines for OE expenses, including a 2% reduction in FYs 97 and 98. However, inflation in 1995 was approximately 22%, while devaluation was only 12%; for 1996 inflation is projected at 15% to 20% and devaluation at 10%. This puts considerable pressure on a tight budget, particularly with regard to local salaries and local support costs such as travel, house rental, utilities, and all locally purchased supplies and materials.

For example Embassy FSN cost of living survey results and GOB mandated salary increases totaled nearly 30% in FY-95. The Embassy anticipates conducting another cost of living survey later this year, which could provide for further additional increases. In 1995 there was an approximately 75% increase in electric utility rates, a 39% increase in water rates, a 10% increase in fuel rates, a 10% to 15% in housing rental costs, and a 15% increase in internal air transportation. At the beginning of 1996 fuel rates were raised another 10% and air transportation rates are anticipated to rise an equal amount.

For FY-97 we have accomplished the 2% reduction while allowing for a probable 15% government mandated salary increase for local staff (U-200 and 300), additional housing and utility increases and the replacement of five 5 year-old, OE computers (according to IRM guidelines).

In FY-98 we were unable to make an additional 2% reduction due to the fact that we will have both USDH taking homeleave and the AIDREP will also transfer at that time at the end of his second tour. We also anticipate similar FSN and local cost increases as in FYs 96 and 97. This budget does not anticipate replacing the only USAID vehicle, a 1992 model, which is still in good operating condition, but which may not be by the end of 1998.

For these reasons we show an OE increase in FY-98. While some or all of these increases may not occur and/or devaluation may be at higher rates than anticipated, we thought best to plan based on what seem realistic levels at this time. Given our very limited staff of 14 managing a program of Globally-mandated concerns anticipated at \$15 million in FY-97 and 98, we have little flexibility to reduce staffing levels or support costs to meet the budget reductions.

These increases do not take into account any increases due to the switch-over from FAAS to ICASS, whenever that may occur.

C. FIELD SUPPORT FROM GLOBAL BUREAU

The entire Population program consists of activities funded by Global Bureau's HPN Center contracts and cooperative agreements, and funds allocated to the Mission for the services of the FSN Population Assistant, and the program advisor in Ceará. The Brazil AIDS activity through FY97 will be funded through a buy-in to the G Bureau's central cooperative agreement. Whether the AIDS activities are implemented through the G Bureau's central project beyond FY97 will be determined during the design of the new AIDS results frameworks.

GCC

Continued collaboration with Global/ENV is expected in the area of carbon sequestration monitoring in natural forests, replication of sustainable forest management models, and assessment of infrastructure and urban pressures on climate change and biodiversity (discussed in item III.A.). Global Bureau support should emphasize capacity building of local groups to conduct their own monitoring and assessment and should therefore contain a strong element of training. Continued support is desirable on appropriate performance indicators for environmental activities. Global Bureau can also assist with planning for integration of renewable energy activities in the communication and production components of remote (off-grid) conservation units and isolated rural settlements.

Additional environmental activities in the area of environmental technology (especially concessions and partnerships for water treatment and wastewater management) are being explored by Global/ENV/EET in association with the Environmental Export Council and the Brazilian Tietê-Paraná Development Agency. These contacts are leading to selection of Araraquara, São Paulo as a test city for water infrastructure improvement.

USAID interest in extending the positive experiences of the Curitiba model of good governance and attention to environmental concerns in urban transport and municipal waste management has led to a series of exchanges involving the Mayor of Curitiba, Rafael Grecca. A recent proposal submitted to USAID/Washington to extend the impact of innovative NGO/PVO initiatives in the megacities of Rio de Janeiro and São Paulo may benefit from this exchange with Curitiba, and fits the overall Global Bureau strategy for sustainable cities.

DEMOCRACY

Bureau: DG/G

Funds: \$700,000 (obligated by the global bureau with the Department of Justice [OPDAT] and the National Center for State Courts (NCSC) and incorporated into the global bureau OYB.)

Project Name: Improved Administration of Justice

Duration: 24 months

Description: This project will consist of three activities: improved police/prosecutor cooperation, to be implemented by OPDAT and ICITAP; and improved judicial institutional capacity and alternative dispute resolution, to be implemented by NCSC.

Improved police/prosecutor cooperation: This activity will focus on the respective role of the prosecutor and police in criminal investigations under Brazilian law and practice. This training, a collaborative effort between OPDAT and ICITAP, would also involve criminal investigative techniques and forensics, case management, and the interaction between prosecutors and police in criminal investigation and case preparation. A particular focus will be to lay the groundwork not only for interactive investigations between police and prosecutors but also for possible "task forces" in particular areas of criminal investigation. We are waiting a decision on separate ICITAP funding for the police portion of this funding.

Improved judicial institutional capacity: A second focus of the program will be to improve the institutional capacity of the judiciary by focusing on delay reduction, improved administrative services, and judicial reform.

Alternative dispute resolution: The third focus will be to increase access to alternative resolution processes through training for private sector organizations in ADR practices and support for seminars for the private and public sector.

V. SPECIAL ISSUES

A. NEW PARTNERSHIP INITIATIVE (NPI)

Brazil is a continent-sized country with a population equal to all of Spanish-speaking South America. It is a country of great contrasts, with a world-class industrial economy in the South and India-like poverty in the Northeast and Amazon regions. Brazil boasts the world's largest Gini-coefficient (i.e. the greatest divergence of income levels between rich and poor). Less than ten years ago, the country emerged from decades of military rule and is still consolidating effective democratic political processes

The federal government has delegated to the state and municipal governments greater program and financial responsibility. NGOs, community schools, and other local (municipios) level organizations continue to grow. Unfortunately, many of these initiatives have been short-lived due to lack of funding, weak organizational and management capacity, and the tendency toward political motivation or dependence on a single dominant founding personality.

The USAID program, almost \$20 million in FY 95, addresses global warming via environmental activities in the Amazon, as well as HIV/AIDS prevention (Brazil has the second largest number of HIV cases in the world). The USAID program focuses primarily on these three global problem areas with strategic objectives (SOs) in the areas of environment, family planning, and HIV/AIDS prevention. In addition, very modest resources are being directed at two important issues which have regional implications: democratization and street children.

Due to legislative prohibitions regarding nuclear proliferation and debt, the USAID program was designed and implemented via U.S. PVOs, universities, and central USAID contractors/grantees. This approach gave program strategists and project designers unusual flexibility to work with Brazilian NGOs, state and local governments, and the private sector in establishing sector objectives and designing activities which bring Brazilian and U.S. organizations together to solve common problems.

With a tiny budget in a large country, USAID has focused the activities within each SO in only a few carefully selected states where political and NGO leadership has shown a willingness to address important problems related to these areas. This facilitates the development of model programs, as well as the testing and replication of innovations. USAID staff also work closely with larger donors and other states and federal ministries to encourage their participation in addressing the SOs, replicating successful pilot projects, and changing policies based upon USAID's field experience. This strategic approach is reinforced by external evaluations which have found the USAID program to have had a significant impact in its chosen sectors, despite the small size of the program.

Support the creation of local partnerships to address key municipal problems

USAID's POMMAR project, implemented by a U.S. PVO, Partners of the Americas, presently provides sub-grants to local institutions (NGOs and municipal governments) in three large cities in Brazil's poor

Northeast. This innovative program is being carefully watched by large donors - especially the IDB and the World Bank - who plan to invest money in this sector.

USAID/Brazil's environment activities also strengthen local governments and are a mirror of actions proposed under the NPI. Some of the biggest successes (and most difficult to measure with traditional indicators) under the environment program relate to efforts to strengthen civil society through local capacity building. The setting of poverty and powerlessness in rural small-holder communities in the Amazon is a focus of USAID's environmental initiatives in Brazil, often linking U.S. based environmental PVOs with local counterpart environmental NGOs and community-based rural worker unions and settler associations.

An outstanding example of democracy-building through environmental action with USAID support is the case of the series of public audiences called by the Rio Capim (Para State) communities to contest installation of a \$300 million kaolin (clay) mine. With technical backstopping from scientists with the Woods Hole Research Center, citizens residing near the proposed mine location called on the local rural workers union to schedule a public hearing to clarify possible impact on their livelihoods. Men and especially women from the riverine communities attended the three public audiences at distant country seats and shocked mine company officials with their level of preparedness (most Capim residents are illiterate). The mining company was forced to modify their initial sketchy mine installation plans to include environmental safeguards, and the community members got a taste of true democratic participation.

Institutional strengthening grants to build NGO capacity

Many NGOs have sprung up across Brazil in recent years in response to the very simple visible problems. Most are well-meaning, but they are typically small, inexperienced, lack professional administrative or financial management, and are constantly bedeviled by the need to make the next payroll.

USAID experience in other sectors in Brazil has shown that small institutional strengthening grants to NGOs at this stage of development have been critical to the survival and growth in capacity of those Brazilian NGOs which now implement major programs. In AIDS prevention, for example, the major NGOs now managing up to \$1 million in donor and GOB funds were all aided in the previous decade by small institutional strengthening grants of various types provided by the MacArthur Foundation, Ford Foundation, or USAID.

Foster linkages between U.S. and Brazilian entities and among Brazilian entities

USAID/Brazil has a very successful mechanism for fostering linkages among Brazilian NGOs. Five national or sub-regional workshops and conferences are organized each year focusing on important sectorial issues (e.g. AIDS in the workplace, the role of NGOs in the democratization process, etc.). Often the results of USAID-funded pilot projects in Brazil or PVO or local government programs in the U.S. are highlighted. Unfortunately, due to lack of funds, USAID's role in the linkage process has stopped here.



UNITED STATES GOVERNMENT
memorandum

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR

DATE: February 23, 1996

REPLY TO
ATTN OF: Edward Kadunc, AID Rep/Brazil

SUBJECT: Funding for Brazil's Population Program

PROBLEM: In order to maintain the planned phaseout date of the year 2000 for population assistance to Brazil, and to achieve USAID's strategic objective, additional resources need to be provided to the program in FY-97, 98, and 99.

BACKGROUND: Family planning use in Brazil shows regional disparities and is heavily concentrated in female sterilization and incorrect oral contraceptive use that results in a high rate of illegal abortion. Brazil is second only to the U.S. in the number of reported AIDS cases and maternal mortality is extremely high for Latin America at 200 deaths per 100,000 births. In the Northeast, a heavily populated and extremely poor region where USAID assistance is targeted, health services for women and children are disorganized, underfunded, and of very poor quality.

An assessment of USAID's 1992-2000 population strategy was completed in September 1995. The assessment clearly recommends that population assistance funding will be required in Brazil through FY-99 if USAID is to obtain its sustainability objectives by the year 2000. The assessment concludes that rethinking of the strategy is required with reference to the time frame of the funding of the phaseout, and priorities among different elements of the strategy. It is clear to USAID/Brazil that if sufficient resources are not provided to the program, either the timing of the year 2000 phaseout must be examined or it must be recognized that the strategic objective will not be achieved. This problem is further compounded by the funding cuts anticipated in FY96.

DISCUSSION: USAID has for many years been the largest donor in population in Brazil. Prior to the development of the 1992-2000 strategy, USAID supported a number of PVOs in a wide range of family planning activities spread throughout the country. As a result of the support which USAID provided to them, Brazilian NGOs were able to assume a leadership role in introducing family planning in Brazil. In addition, the more supportive environment that exists for reproductive health in Brazil is, in part, a function of USAID's long-term commitment to Brazil and its investment in NGOs.

It is only since 1993 that USAID's 1992-2000 strategy has been implemented. The current strategy concentrates USAID's family planning assistance in Brazil in the two target states of Bahia and Ceará, which have a combined population of over 20 million persons. The focus of the program is to improve

the quality of women's reproductive health services, and to ensure that a balanced, high quality, and sustainable program exists in target areas by the end of the final assistance period, 1992-2000. The USAID strategy concentrates on expanding the limited range of family planning methods, increasing information about reproductive health, and integrating family planning with viable service delivery systems in the public and private sectors. A further goal of the program is to develop and institutionalize the program at the state level, and to phaseover the funding and procurement of contraceptives previously provided by USAID to other sources.

Evidence that USAID's efforts are succeeding include the following:

- * Recent legislation that legalizes and regulates voluntary sterilization;
- * An improved method mix (increased use of methods with very low prevalence in Brazil, such as IUDs) in programs supported by USAID;
- *National recognition, in Congress and elsewhere, of the women's health program in Bahia, supported by USAID to provide integrated services to a large population of low income women; and hopefully replication in other states;
- * Inclusion by the state governments involved in the program of budgetary line items to support family planning activities;
- *Successful establishment of a national commodity procurement organization for contraceptives, that is replacing some of the commodities previously provided by USAID donations; and
- *Development of a forward-looking and innovative business plan by BEMFAM, Brazil's IPPF affiliate and largest NGO service provider.

The September 1995 assessment notes the areas where progress has been made by the USAID program, and recognizes the fact that the public sector, which in previous years showed little interest in family planning and reproductive health, appears to be moving more decisively in the direction of full-scale service provision. Consequently, it recommends continued USAID investments beyond 1997 if the sustainability goal of the strategy is to be achieved by the year 2000.

The areas of assistance recommended by the assessment are:

- 1) **Management:** This has been one of the least emphasized areas of the program to date. By 1997, management systems will not be fully institutionalized in the two target states and continued assistance is required to improve management and administration capabilities at the state and municipal levels. Management technical assistance and training need to be emphasized immediately.
- 2) **Information, education, and communication:** Progress has been slow, and broader and more concerted efforts are needed, in particular accelerated materials production and additional demand-generating activities.
- 3) **Contraceptive procurement:** Increased emphasis is required to strengthen alternative channels to USAID provided commodities, and assistance is needed beyond 1997. Public sector capacity is weak, and emerging public sector involvement in the forecasting, procurement, tracking, and distribution of contraceptive methods needs to be strengthened.

Research and Evaluation: Resources should be allocated to USAID to conduct a post phase-out review of overall impact and of lessons learned during the period of USAID assistance in Brazil.

The negative impact of the allocation of insufficient resources to the USAID/Brazil family planning program is greatest in the area of sustainability. The implications if adequate resources are not provided to the Brazil program to implement the recommendations of the assessment are:

- * The states of Bahia and Ceará and the local health facilities will not have the capacity to assume full responsibility for implementing reproductive health services, and the services will not be sustainable; many will fail.
- * USAID donated commodities will not be replaced with a reliable alternative supply system.
- * The financial viability of NGOs supported through the strategy to continue activities will remain questionable.
- * An improvement in the quality of reproductive health services in the two states will not be achieved.
- * USAID's previous investment of \$50 million will not be maximized.

Level of Resources Required: Currently, the CP guidance shows only \$1.9 million for FY-97 and no resources for FY-98 or 99. In the FY-97 Congressional Presentation, USAID/Brazil has requested \$4 million for population. This level would decline to \$3 million in FY-98 and \$1.9 million in FY-99, with phaseout in 2000 as originally planned.

Summary: USAID/Brazil's population program strategy has been an ambitious one, seeking to institutionalize family planning services in the public sector in an abbreviated time frame that most countries take 20 years or more to achieve. This makes it even more compelling that adequate resources are provided to the program within the parameters of a fixed period of assistance and the phaseout date of the year 2000. With additional, targeted investments in strategic areas over the period FY 97-99, USAID/Brazil believes that sustainable service delivery systems can be in place by the year 2000.

Recommendation: That you approve the allocation of of an additional \$7 million in population resources to the USAID Brazil family planning program through FY-99 for the purpose of ensuring the sustainability of the program

cc: Eric Zallman, DAA/LAC
Norma Parker, DAA/LAC
Robert Meehan, LAC/DPB-B
Babette Prevot, LAC/SAM
Ellen Starbird, G/HPN

/tel1/.95/07/13/01213m

UNCLASSIFIED

PAGE 01 STATE 168095 131702Z
ORIGIN AID-00

ACTION OFFICE(S): ILASP
INFO OFFICE(S): AALA PADC LADP LRSD GEG GPP MPBA DUTY AAG

INFO LOG-00 AGRE-00 ARA-01 INL-01 INLB-01 TEDE-00 /003R

DRAFTED BY: AID/LAC/SPM: KLANDERSON: KLA: BRAECEL. KLA
APPROVED BY: AID/AA/LAC: MSCHNEIDER
AID/LAC/SPM: JWESER AID/DAA/LAC: BEALLMAN
AID/DAA/LAC: RDAUBON AID/PPC: JKESTER (DRAFT)
AID/M/B/PA: BGREENE (DRAFT) AID/LAC/SAM: WIATE (DRAFT)
AID/LAC/DPB: DCHIRIBOGA (DRAFT) AID/GC/LAC: ADAMS (DRAFT)
AID/LAC/RSD: SEPSTEIN DRAFT DATE 06-26-95
AID/LAC/DPB: RMEENAN DRAFT DATE 06-26-95
AID/G/PDEP: TMAHONEY DRAFT DATE 06-20-95
AID/G/EG: RSTRYKER DRAFT DATE 06-19-95
STATE/INL/P: CWILLIAMS DRAFT DATE 06-27-95

-----D92ABD 131705Z /38

R 131704Z JUL 95
FM SECSTATE WASHDC
TO AMEMBASSY BRASILLIA

UNCLAS STATE 168095

AIDAC

E.O. 12356: W/A

TAGS:

SUBJECT: FY 1996-1997 ACTION PLAN FOR BRAZIL

1. THE FY 1996-1997 ACTION PLAN FOR USAID/BRAZIL WAS
UNCLASSIFIED

UNCLASSIFIED

PAGE 02 STATE 168095 131702Z

REVIEWED ON JUNE 9, 1995. THE DAEC MEETING WAS CHAIRED BY
AA/LAC MARK SCHNEIDER. THE ACTION PLAN WAS PRESENTED BY
THE USAID REPRESENTATIVE FOR USAID/BRAZIL, ED KADUNC.
REPRESENTATIVES OF THE GLOBAL BUREAU, M, PPC, STATE/INL,
USDA, AND ALL APPROPRIATE LAC BUREAU OFFICES WERE PRESENT.
THE ACTION PLAN WAS APPROVED BY THE BUREAU, SUBJECT TO THE
GUIDANCE PROVIDED BELOW.

2. PROGRAM BUDGET. THE DA BUDGET LEVEL FOR USAID/BRAZIL
IN FY 95 IS DOTS 14.679 MILLION, EXCLUDING RESOURCES FROM
THE ENVIRONMENTAL INITIATIVE FOR THE AMERICAS. THE DA
BUDGET CP LEVEL FOR FY 96 IS DOLS 14.780 MILLION.

3. THE FOLLOWING ARE ISSUES RAISED AND DECISIONS TAKEN AT
THE DAEC REVIEW:

SUSTAINABILITY OF FAMILY PLANNING ACTIVITIES. QUESTIONS
WERE RAISED REGARDING THE LIKELIHOOD THAT USAID'S
POPULATION ASSISTANCE PROGRAM IN BRAZIL WILL ACHIEVE

SUSTAINABILITY BY ITS PLANNED FINAL PHASE-OUT DATE IN THE
YEAR 2000. FUNDING FOR MOST ACTIVITIES IS PLANNED TO END
BY 1997. A RECENT ASSESSMENT OF THE MISSION'S POPULATION
ACTIVITIES RAISED QUESTIONS ABOUT PROSPECTS FOR
SUSTAINABILITY, AND SUGGESTED A NUMBER OF MID-COURSE
CORRECTIONS WHICH MAY CALL FOR REALLOCATION OF EXISTING
FUNDS AMONG VARIOUS PROGRAM COMPONENTS. RELATED TO THIS
ISSUE ARE CONCERNS REGARDING THE ABILITY OF BENFAM, A
BRAZILIAN AFFILIATE OF THE INTERNATIONAL PLANNED
PARENTHOOD FEDERATION, TO ACHIEVE SUSTAINABILITY BY THE
PLANNED PHASE-OUT DATE. THE MISSION AND THE GLOBAL OFFICE
UNCLASSIFIED

UNCLASSIFIED

PAGE 03 STATE 168095 131702Z
OF POPULATION WILL CONSIDER WHETHER USAID SHOULD CEASE
FUNDING TO BENFAM THIS YEAR UNLESS THE ORGANIZATION IS

71

WILLING TO UNDERTAKE SERIOUS MANAGEMENT CHANGES.

THE MISSION PROPOSED EXTRACTING ITS INVESTMENT FROM AN ACTIVITY CARRIED OUT WITH A BRAZILIAN NGO AND USING THESE FUNDS TO CREATE A FOUNDATION THAT COULD GENERATE FUNDS FOR TECHNICAL ASSISTANCE TO THE PUBLIC SECTOR AFTER FY 1997. THE AA/LAC CONCLUDED THAT MORE INFORMATION IS NEEDED REGARDING THE FEASIBILITY OF AN ENDOWMENT BEFORE PROCEEDING WITH THIS OPTION.

DUE TO CURRENT UNCERTAINTY REGARDING RESOURCE LEVELS, THE DAEC WAS UNABLE TO DETERMINE WHETHER ADDITIONAL FUNDING WILL BE AVAILABLE TO SUPPORT POPULATION ACTIVITIES IN BRAZIL AFTER FY 1997. HENCE, THE QUESTION OF WHETHER TO REVISE THAT DATE WAS DEFERRED TO NEXT YEAR'S REVIEW.

THE AA/LAC EXPRESSED CONCERN REGARDING THE LACK OF DATA PROVIDED TO DEMONSTRATE IMPACT OF POPULATION ACTIVITIES UNDER THE CURRENT STRATEGY, WHICH BEGAN IN 1992. THE USAID REPRESENTATIVE EXPLAINED THAT THE LACK OF DATA IS DUE IN PART TO A RECENT REVISION OF THE INDICATORS FOR THIS STRATEGIC OBJECTIVE. IN THE PERFORMANCE REVIEW MEETING, IT WAS RECOMMENDED THAT THE MISSION WORK ON STRENGTHENING ITS MONITORING AND DATA COLLECTION CAPABILITIES FOR THIS OBJECTIVE, TO ENSURE THAT DATA ARE AVAILABLE FOR THE NEW INDICATORS FOR THIS SO IN NEXT YEAR'S ACTION PLAN.

4. PROPOSED ENERGY STRATEGIC OBJECTIVE. THE ACTION PLAN
UNCLASSIFIED

UNCLASSIFIED

PAGE 04 STATE 168095 1317022
PROPOSED A NEW STRATEGIC OBJECTIVE IN THE AREA OF ENERGY. QUESTIONS WERE RAISED REGARDING WHETHER THE MISSION SHOULD HAVE A SEPARATE STRATEGIC OBJECTIVE FOR ENERGY, INCORPORATE ENERGY ACTIVITIES INTO THE EXISTING FORESTRY FOCUSED ENVIRONMENT STRATEGIC OBJECTIVE, OR CREATE A TARGET OF OPPORTUNITY IN ENERGY. WHILE ACTIVITIES IN BOTH THE ENERGY AND FORESTRY SECTORS SUPPORT A HIGHER-LEVEL GOAL OF MITIGATING GLOBAL CLIMATE CHANGE, IT WAS ARGUED

THAT MERGING THE TWO OBJECTIVES AT THIS POINT WOULD MIX ACTIVITIES WITH TWO DIFFERENT TIME FRAMES AND COMPLICATE THE PROCESS OF ESTABLISHING INDICATORS AND REPORTING DATA FOR THE OBJECTIVE. IN ADDITION, THE PROPOSED NEW OBJECTIVE IS PRESENTLY SUPPORTED SOLELY BY DOLS 3.3 MILLION FROM THE ENVIRONMENTAL INITIATIVE FOR THE AMERICAS (ELA), WHICH HAS FUNDS AVAILABLE ONLY FOR FY 95. IF USAID/BRAZIL ELECTS TO CREATE FOLLOW-ON ACTIVITIES TO ITS ELA-FUNDED EFFORT, IT WILL NEED TO SUPPORT THEM WITH FUNDS FROM ITS OWN OYB. GIVEN CURRENT UNCERTAINTY REGARDING FUTURE PLANS FOR USAID/BRAZIL ENERGY ACTIVITIES, THE DAEC DETERMINED THAT THESE ACTIVITIES SHOULD BE CONSIDERED A TARGET OF OPPORTUNITY (OR SPECIAL OBJECTIVE, IN REENGINEERING PARLANCE) FOR THE PRESENT.

CONCERN WAS EXPRESSED THAT USAID/BRAZIL SHOULD BE MEASURING THE IMPACTS OF ITS GLOBAL CLIMATE CHANGE (GCC) ACTIVITIES ON ULTIMATE GCC GOALS, I.E., REDUCING CARBON EMISSIONS AND CREATING CARBON SINKS. IT WAS AGREED THAT REPRESENTATIVES OF THE GLOBAL BUREAU, LAC/RSD/E AND OTHER CONCERNED PARTIES SHOULD MEET TO STUDY THIS ISSUE AND PROVIDE GUIDANCE TO THE MISSION.

UNCLASSIFIED

UNCLASSIFIED

PAGE 05 STATE 168095 1317022

5. THE BRAZIL TRAINING PROJECT. AN ISSUE WAS RAISED REGARDING WHETHER THE MISSION'S TRAINING ACTIVITIES SHOULD BE ACCOMPLISHED THROUGH EXISTING ACTIVITIES OR THROUGH A NEW BILATERAL PROJECT. SINCE THE MISSION INTENDED THIS ACTIVITY TO SERVE PRINCIPALLY TO SUPPORT ITS DEMOCRACY PROGRAM, IT WAS RECOMMENDED THAT THE PROJECT BE REVISED TO PROVIDE A UNIFIED VEHICLE FOR DEMOCRACY-STRENGTHENING EFFORTS, INCLUDING ACTIVITIES SUCH AS TRAINING, TECHNICAL ASSISTANCE, AND SEMINARS. IT WAS AGREED THAT THE MAD WILL BE REVISED ALONG THESE LINES AND RESUBMITTED TO LAC FOR REVIEW.

78

6. OPERATING EXPENSE REQUEST. IN ITS ACTION PLAN, THE MISSION PROPOSES AN FY 96 BUDGET LEVEL WHICH IS ALMOST 25 PERCENT HIGHER THAN IN FY 95. THE USAID REPRESENTATIVE REPORTED THAT THIS INCREASE IS CRITICAL BECAUSE OF DRAMATIC COST OF LIVING INCREASES STEMMING FROM THE INTRODUCTION OF A NEW CURRENCY IN BRAZIL AND SUBSEQUENT DROP IN THE VALUE OF THE U.S. DOLLAR. AT THE SAME TIME, THE MISSION NEEDS A FULL-TIME SYSTEMS MANAGER, A POSITION WHICH WILL BE PARTICULARLY CRITICAL TO THE REENGINEERING PROCESS. THE AA/LAC ACKNOWLEDGED THE MISSION'S OR PROBLEM. THE BUREAU WILL RESPOND POSITIVELY IF POSSIBLE, BUT MAY NOT BE ABLE GIVEN THE OVERALL OF BUDGET CRUNCH.

7. DEMOCRACY ACTIVITIES. THIS YEAR'S ACTION PLAN PROPOSES EXPANDING THE MISSION'S TARGET OF OPPORTUNITY IN DEMOCRACY TO INCLUDE ACTIVITIES IN JUDICIAL REFORM AND STRENGTHENING CIVIL SOCIETY. REVIEWERS RAISED ISSUES
UNCLASSIFIED

UNCLASSIFIED

PAGE 06 STATE 168095 131702Z
REGARDING WHETHER USAID/BRAZIL SHOULD DEVELOP A COMPREHENSIVE STRATEGY TO SUPPORT DEMOCRATIC INITIATIVES OR PURSUE A MORE FOCUSED APPROACH. SOME ARGUED IN FAVOR OF A MORE COMPREHENSIVE STRATEGY, INCLUDING ADDITIONAL PROGRAMS TO STRENGTHEN CIVIL SOCIETY; OTHERS ARGUED THAT EXPANDING THE SCOPE OF MISSION DEMOCRACY ACTIVITIES WOULD OVERBURDEN THE MISSION'S LIMITED BUDGET AND STAFF. QUESTIONS WERE ALSO RAISED REGARDING WHETHER AN EXPANSION OF ACTIVITIES WOULD WARRANT A SEPARATE STRATEGIC OBJECTIVE FOR DEMOCRACY.

IT WAS AGREED THAT THE MISSION WILL WORK WITH USAID/W AND OTHER PARTICIPANTS TO DEVELOP A COHESIVE STRATEGY IN THE AREA OF DEMOCRATIC INITIATIVES, TO BE INCLUDED IN NEXT YEAR'S ACTION PLAN. AT THAT TIME, USAID/BRAZIL WILL DETERMINE WHETHER IT WISHES TO PRESENT A SEPARATE STRATEGIC OBJECTIVE FOR DEMOCRACY OR MAINTAIN IT AS A TARGET OF OPPORTUNITY.

8. IMPACT OF ROAD CONSTRUCTION AND URBANISATION. REVIEWERS QUESTIONED WHETHER USAID/BRAZIL'S ENVIRONMENTAL STRATEGY SHOULD ADDRESS THE IMPACTS OF ROAD CONSTRUCTION AND URBANISATION MORE DIRECTLY. PARTICULAR CONCERN WAS VOICED REGARDING ENVIRONMENTAL IMPACTS OF THE JAPAN-FINANCED RONDONIA-ACRE ROAD AND OF URBANISATION IN THE AMAZON. IT WAS AGREED THAT THE GLOBAL BUREAU, LAC AND THE MISSION WILL CARRY OUT A COLLABORATIVE, LOW-COST ASSESSMENT OF THE POTENTIAL ENVIRONMENTAL IMPACTS OF PROGRAMS SUPPORTED BY OTHER DONORS IN THE AMAZON AND ATLANTIC FORESTS. THE RESULTING INFORMATION CAN BE USED IN DISCUSSIONS WITH MULTILATERAL BANKS REGARDING THEIR
UNCLASSIFIED

UNCLASSIFIED

PAGE 07 STATE 168095 131702Z
PROGRAMMING. THE AA/LAC RECOMMENDED THAT USAID ASSEMBLE A GROUP OF REPRESENTATIVES OF CONCERNED USG AGENCIES TO ESTABLISH AND PROMOTE A CLEAR USG POSITION ON ISSUES RELATED TO ENVIRONMENTAL IMPACT OF DONOR PROGRAMS. APART FROM THE RONDONIA-ACRE ROAD, OTHER CRITICAL PROJECTS INCLUDE THE PARAGUAY HIDROVIA PROJECT, THE MANAUS VENEZUELA ROAD, AND THE TIETE-PARANA RIVER PROJECT.

9. SUSTAINABILITY OF HIV/AIDS ACTIVITIES. THE USAID REPRESENTATIVE REPORTED THAT THE IN-COUNTRY AIDSCAP GRANTEE IS A STRONG ORGANIZATION AND CURRENTLY CAPABLE OF STANDING ON ITS OWN. WHILE TECHNICAL ASSISTANCE FROM AIDSCAP WAS USEFUL INITIALLY, THE ORGANIZATION NO LONGER NEEDS THIS ASSISTANCE. THEREFORE, THE MISSION WILL CONSIDER FUNDING ITS BRAZILIAN GRANTEE OUTSIDE OF THE AIDSCAP PROJECT.

10. USE OF GLOBAL BUREAU RESOURCES. THE MISSION RAISED AN ISSUE REGARDING DIFFICULTIES IT HAS EXPERIENCED IN THE PAST IN USING FUNDS CHANNELLED THROUGH THE GLOBAL BUREAU. IT WAS CLARIFIED THAT IN THE FUTURE, MISSIONS WILL BE ABLE TO ELECT WHETHER OR NOT TO FUNNEL THEIR RESOURCES THROUGH GLOBAL OR TO FUND THEIR ACTIVITIES THROUGH BILATERAL MECHANISMS. THE MISSION WOULD USE GLOBAL MECHANISMS ONLY

B

IF THEY ARE APPROPRIATE TO A GIVEN ACTIVITY.

11. INTEGRATION OF PVOS AND NGOS IN THE STRATEGIC PLANNING PROCESS. THE USAID REPRESENTATIVE DESCRIBED EXTENSIVE PARTICIPATION OF PVOS AND NGOS IN THE MISSION'S STRATEGIC PLANNING PROCESS, INCLUDING ANNUAL PLANNING MEETINGS WITH ENVIRONMENTAL PVOS, MEETINGS WITH POPULATION

UNCLASSIFIED
UNCLASSIFIED

PAGE 08 STATE 168095 1317022
COOPERATING AGENCIES AND WITH LOCAL AIDS NGOS.

12. NEW ACTIVITY DESCRIPTIONS. DECISIONS WERE TAKEN ON THE FOLLOWING NEW ACTIVITIES PROPOSED IN THE ACTION PLAN:

PROJECT NAME	LOP AMOUNT (DOLS MILLION)	DECISION
FY 95 BRAZIL RENEWABLE ENERGY AND ENERGY EFFICIENCY	3.3	APPROVE/DELEGATE

FY 96 BRAZIL TRAINING PROJECT	3.6	RESUBMIT NAD
BRAZIL GLOBAL CLIMATE CHANGE AND BIODIVERSITY CONSERVATION	13.5	APPROVE/ USAID/W REVIEW

13. THE FOLLOWING ARE CLARIFICATIONS OF A NUMBER OF ISSUES AND CONCERNS RAISED DURING PROGRAM WEEK.

A. HOW CAN THE MISSION BEST ADDRESS THE PROBLEMS OF CONDOM PROCUREMENT AND SUPPLY WHICH THREATEN THE SUCCESS OF ITS HEALTH AND POPULATION EFFORTS? IMPORTED CONDOMS REMAIN STALLED IN WAREHOUSES IN BRAZIL BECAUSE OF LOCAL TESTING REQUIREMENTS DESIGNED TO PROTECT DOMESTIC CONDOM PRODUCTION. USAID/BRAZIL IS INVOLVED IN POLICY DIALOGUE WITH THE GOB MINISTRY OF HEALTH, PAHO, AND THE WORLD BANK,

UNCLASSIFIED
UNCLASSIFIED

PAGE 09 STATE 168095 1317022
AIMED AT HARMONIZING BRAZILIAN STANDARDS FOR CONDOMS WITH WORLD STANDARDS AND EXPEDITING APPROVAL OF IMPORTED CONDOMS. THE AA/LAC RECOMMENDED THAT LAC/RSD/PHN AND G BUREAU STAFF INITIATE DISCUSSIONS WITH PAHO ON THIS ISSUE, AFTER WHICH HE WILL FOLLOW UP PERSONALLY WITH PAHO.

B. HOW CAN SYNERGIES BETWEEN THE POPULATION, HIV/AIDS AND AT-RISK YOUTH ACTIVITIES BE MAXIMIZED? REVIEWERS ASKED WHETHER, WITH THE PLANNED PHASE-OUT OF POPULATION ASSISTANCE, OTHER RELATED PROGRAMS CAN CONTINUE TO REINFORCE NASCENT FAMILY PLANNING PROGRAMS IN CEARA AND BAHIA. THE USAID REPRESENTATIVE OBSERVED THAT THE AT-RISK YOUTH PROJECT IS A NEW ACTIVITY FOCUSED ON STREET CHILDREN AND CANNOT BE EXPECTED TO ASSUME A MAJOR FOCUS ON FAMILY PLANNING OR AIDS. AT THE SAME TIME, THE PROJECT MAY HAVE SOME ACTIVITIES IN BOTH OF THESE AREAS, AND LESSONS LEARNED FROM THE USAID PROGRAMS WILL BE INCORPORATED IN THE PROJECT TO THE EXTENT POSSIBLE.

C. THE HIV DIVISION IN THE GLOBAL BUREAU HAS SHIFTED ITS STRATEGIC OBJECTIVE TO AIM AT INCREASING THE CAPACITY OF DEVELOPING COUNTRIES TO ADDRESS THE EPIDEMIC. G/PHN/HN IS ENCOURAGING REGIONAL BUREAUS AND MISSIONS TO ADOPT A SIMILAR APPROACH AND QUESTIONED WHETHER USAID/BRAZIL SHOULD CHANGE ITS AIDS SO AND INDICATORS TO REFLECT THE CAPACITY-BUILDING THEME. IT WAS DETERMINED THAT SINCE THE AIDS PROGRAM HAS BEEN UNDERWAY FOR SOME YEARS AND HAS ONLY ONE YEAR TO GO, IT DOES NOT MAKE SENSE TO MODIFY THE STRATEGIC OBJECTIVE AT THIS TIME.

D. ASSESSMENT OF PEOPLE-LEVEL IMPACTS OF ACTIVITIES FOR

UNCLASSIFIED
UNCLASSIFIED

74

PAGE 10 STATE 168095 131702Z
MISSION STRATEGIC OBJECTIVES. PARTICULAR CONCERN WAS
EXPRESSED REGARDING WHETHER DEVELOPMENT OF GENDER ANALYSIS
CAPACITY BY LOCAL NGOs WILL CONTINUE TO BE A FOCUS UNDER
THE NEW GLOBAL CLIMATE CHANGE AND BIODIVERSITY
CONSERVATION ACTIVITY. THE MISSION CLARIFIED THAT DATA IS
BEING COLLECTED REGARDING PEOPLE-LEVEL IMPACT FOR ONGOING
ACTIVITIES, AND WILL BE PROVIDED IN NEXT YEAR'S ACTION
PLAN. LIKEWISE, THE NEW GLOBAL CLIMATE CHANGE ACTIVITY
WILL CONTINUE TO ADDRESS THE NEED FOR GENDER ANALYSIS.

E. THE USAID REP RAISED AN ISSUE REGARDING THE STATUS OF
GLENN-SYNINGTON AND 620Q RESTRICTIONS CURRENTLY LIMITING
THE SCOPE OF MISSION ACTIVITIES. GC/LAC ADVISED THAT THE
STATE DEPARTMENT IS IN THE PROCESS OF PREPARING WAIVERS ON
NUCLEAR NON-PROLIFERATION-RELATED RESTRICTIONS AND EXPECTS
RESOLUTION SOON. THE AA/LAC NOTED THAT CONFUSION OVER
620Q OBLIGATIONS IS ALSO A PROBLEM FOR HONDURAS, AND
REQUESTED THAT LAC BUREAU STAFF PREPARE A MEMO FOR HIS
SIGNATURE TO THE AA/M ASKING FOR CLARIFICATION OF DEBT
AMOUNTS FOR BOTH BRAZIL AND HONDURAS.

F. A QUESTION WAS RAISED REGARDING THE FUNDING FOR THE
BRAZIL TRAINING PROJECT. WHILE THIS IS A SIX-YEAR
ACTIVITY, THE MAD CALLS FOR FUNDING OF DOLS 900,000 PER
YEAR FOR FOUR YEARS. THE USAID REPRESENTATIVE CLARIFIED

THAT ADDITIONAL FUNDING WILL NOT BE NEEDED DURING THE
FINAL TWO YEARS OF THE PROJECT WHILE TRAINING ACTIVITIES
ARE BEING COMPLETED.

G. THE DRAFT LOGICAL FRAMEWORK TREE FOR THE TRAINING
UNCLASSIFIED

UNCLASSIFIED

PAGE 11 STATE 168095 131702Z
PROJECT NEEDS TO BE REWORKED. AMONG OTHER THINGS, IT
CLASSIFIES AS 11STRATEGIC OBJECTIVES. THE TARGET NUMBERS OF
PEOPLE TO BE TRAINED IN VARIOUS CATEGORIES, WHICH ARE
PROJECT OUTPUT-LEVEL ACHIEVEMENTS.
CHRISTOPHER

UNCLASSIFIED

NNNN

