



# Land Governance in an Interconnected World

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY  
WASHINGTON DC, MARCH 19-23, 2018



## **FNDF SEMI-ARID RURAL ENVIRONMENTAL REGISTRY PUBLIC CALL: EXPERIENCES, RESULTS AND PERSPECTIVES**

**LARA SOUTO, CRISTINA GALVÃO ALVES, JANAÍNA DE ALMEIDA ROCHA**  
Brazilian Forest Service, Ministry of Environment, Brazil  
lara.ribeiro@florestal.gov.br

**Paper prepared for presentation at the  
“2018 WORLD BANK CONFERENCE ON LAND AND POVERTY”  
The World Bank - Washington DC, March 19-23, 2018**

*Copyright 2018 by author(s). All rights reserved. Readers may make verbatim copies of this document for non-commercial purposes by any means, provided that this copyright notice appears on all such copies.*



# Land Governance in an Interconnected World

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY  
WASHINGTON DC, MARCH 19-23, 2018



## Abstract

National Fund for Forest Development (FNDF) Semi-Arid Rural Environmental Registry public call was launched with the aim of making 56 thousand registrations in the Rural Environmental Registry in the Brazilian semi-arid region, aiming to increase the regularization of small rural properties in this region.

The result was the hiring of five private non-profit institutions that developed projects for the realization of rural property inscriptions of family agriculture and traditional peoples and communities. This public call made possible the innovation in methods and technologies for the realization of the registration in the CAR very successful.

In view of the positive results obtained in the field and with the information on the basis of SiCAR, the Brazilian Forest Service decided to develop the second phase with the objective of promoting the recomposition of the vegetation cover in the areas of the first public call.

**Key Words:** Brazilian semi-arid, CAR, Environmental regulation, FNDF, Public call.



# Land Governance in an Interconnected World

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY  
WASHINGTON DC, MARCH 19-23, 2018



The Brazilian Forest Service (SFB) was instituted by Law no. 11.284 of March, 2<sup>nd</sup>, 2006, and regulated by Decree no. 8.975 of January 24<sup>th</sup>, 2017, as an autonomous entity that is part of the Ministry of Environment's (MMA) basic structure. The SFB operates in the management of public forests and its competences include the management of the Environmental Rural Registry System (SiCar), integrated to the National System for Forest Information and the coordination of the Environmental Rural Registration (CAR) at federal level, supporting its implementation in the federative units.

The Public Forest Management Law that constituted the SFB also created the National Fund for Forest Development (FNDF) as a fund of accounting nature managed by the SFB with the purpose of promoting the development of sustainable forest-based activities in Brazil and promoting the technological innovation in the forest sector. The financial resources to be applied by the FNDF arise from: (i) prices of forest concessions located in Federal areas, including National Forests<sup>1</sup>; (ii) donations performed by national or international, public or private entities; (iii) reversion of annual not-invested balances; and, (iv) other resources that are specifically destined, including budgets shared with other Federal entities.

FNDF's resources are primarily applied in projects on the following areas: (i) technological research and development in forest management; (ii) technical assistance and rural extension; (iii) recovery of degraded areas with native species; (iv) rational and sustainable economic use of forest resources; (v) control and monitoring of forest and deforestation activities; (vi) forest management qualification and education of multiplier agents in forest activities; (vii) environmental education; and, (viii) environmental protection and preservation of natural resources.

FNDF may utilize funds only on projects by public entities or non-profit private entities, including indigenous communities with no damage to the service to local communities and other beneficiaries.

Since its regulation in 2010, the FNDF has supported 146 projects selected through 19 public calls and two public calls with partnering institutions.

Along its seven years of existence, the FNDF has acted in four Brazilian biomes – Caatinga, Cerrado, Amazon rainforest and Atlantic Forest, promoting actions towards sustainable forest production and environmental regularization, with the following themes: (i) seed and seedling production; (ii) community and family forest management through the provision of technical assistance; (iii) qualification of extension agents and vocational high-school students; (iv) technical assistance to strengthen community enterprise management by adding value to the chains of wood and non-wood forest products; (v)

---

<sup>1</sup> According to article 17 of Law no. 9.985 of 2000, national forests are areas with forest coverage predominantly of native species, and have as basic objective the multiple sustainable use of forestry resources and scientific research, with emphasis in methods for the sustainable exploitation of native forests.



# Land Governance in an Interconnected World

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY  
WASHINGTON DC, MARCH 19-23, 2018



environmental regulation supported by the Environmental Rural Registration (CAR); and, (vi) reconfiguration of the plant cover of permanent preservation areas (APP) and Legal Reserves (RL).

Public calls held between 2010 and 2013 by the FNDF has as main audiences beneficiaries, family farmers, traditional communities, technical assistance and rural extension technicians, owners of small rural properties, traditional peoples and communities acting in the forest area.

As of 2015, the FNDF opened two public calls with partnering institutions: (i) the Social-Environmental Fund of Caixa Econômica Federal (FSA/CEF), linked to a public federal bank, and (ii) a jointed fund for the environmental area<sup>2</sup>, the National Water Agency and, again, the Social-Environmental Fund of Caixa Econômica Federal.

The first partnership with FSA/CEF had the purpose of performing the Environmental Rural Registration (CAR) created when the Brazilian Forest Code was updated by Law no. 12.651 of May 25<sup>th</sup>, 2012. CAR is a public electronic registry of national scope, mandatory for all rural properties with the purpose of integrating environmental information of rural properties and assets, creating a data base for purposes of control, monitoring, environmental and economic planning and deforestation prevention. The inscription and registry of a rural property in CAR is free of charges.

For the owners of small rural properties or rural family possession<sup>3</sup>, with property areas up to 4 fiscal modules and developing agroforestry pasture activities, as well as demarcated indigenous areas and further areas owned by traditional peoples and communities that have a collective use of the territory, the legislation states that the public power may offer support to the registry in CAR and the implementation of projects for environmental regularization.

CAR is the first step for the environmental regularization of the rural property. The property is considered in an environmental regularization process after the competent environmental entity has verified the environmental liability and the rural owner has signed a commitment to recover any damage, with the possibility of entering the Environmental Regularization Program (PRA).

---

<sup>2</sup> National partnering funds are: FNMA (National Fund for the Environment), Fundo Clima (National Fund for Climate Changes), ANA (National Water Agency), FSA/CEF and CFDD (Federal Managing Council for the Defense Fund of Diffuse Rights of the Ministry of Justice).

<sup>3</sup> According to IN no. 2/MMA of 2014, small rural property or family possession is understood as: area with up to 4 fiscal modules including those described in the terms of subsection V of Article 3 of Law no. 12.651/2012, as being the property explored by means of the personal work of the family farmer or family entrepreneur, including settlements and land reform projects, and meeting the dispositions of Article 3 of Law no. 11.326/2006.



# Land Governance in an Interconnected World

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY  
WASHINGTON DC, MARCH 19-23, 2018



As CAR is an important tool in environmental management, the SFB regularly provides documents with information about the process of this policy, with an overview of the national situation. CAR's Newsletter has data on the registry at different levels: per region, state and city.

The motivation to promote CAR's registration for small owners of the Brazilian Northeast region came to light when CAR's Newsletter of May 2015 showed a clear discrepancy on the registrations of the area. At this moment, Brazil already presented 53.56% of registered area in SiCar database, focusing in the North and Mid-West regions, while the Northeast region had only 19.82% of its area registered.

This data led the SFB to create an action aimed at the Brazilian Northeast, specifically the semi-arid region, known for the massive presence of small family farmers, poor urban infrastructure, region with the lowest HDI of Brazil, the highest concentration of people in a situation of extreme poverty and low schooling levels, which makes the area a priority for promotion actions by the state.

The low registration rate of rural properties in the Brazilian Northeast, allied to its land structure with a predominance of small properties and rural possessions, considering the Semi-arid social conditions, motivated the SFB and the FSA to combine their efforts and launch the Public Call *FNDF/SFB/MMA n° 01/2015 – Supporting the registration of rural properties of family agriculture and traditional peoples and communities in the Environmental Rural Registration in the Brazilian Semi-arid region*, with the purpose of selecting projects for CAR registrations.

The Call's proposal was a product of a partnership between the Ministry of Environment by means of the National Environmental Fund (FNMA), the SFB by means of the FNDF and Caixa Econômica Federal by means of the Social-Environmental Fund (FSA/CEF).

The partnership aimed at combining efforts and especially financial resources with the purpose of promoting the adoption of CAR for environmental regularization of rural properties. Technical monitoring and registry analysis was responsibility of the SFB, while transfers and follow-up on the financial execution were performed by FSA/CEF.

The FNDF was in charge of creating, launching, disclosing the public call, receiving and selecting proposals, monitoring and following up on the selected projects.

The FSA/CEF has the purpose of performing investments that are non-reimbursable or even partially reimbursable specifically to support projects and investments of social and environmental nature that are fit to programs and actions by Caixa Econômica Federal mainly in the areas of housing with social interest, environmental sanitation, environmental management, labor and income generation, health, education, sports, culture, access to judicial organs, food, institutional development, rural development, among others linked to sustainable development that primarily benefit the population with low income.



# Land Governance in an Interconnected World

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY  
WASHINGTON DC, MARCH 19-23, 2018



FSA/CEF acted in the public call as project funder, as well as participating the monitoring of its financial-physical execution.

The audience for this Public Call was rural owners of properties up to 4 fiscal modules. Among the priority audience of the call, it is necessary to consider the specificities of traditional peoples and communities that, although possessing a collective territory with more than 4 fiscal modules, they are still beneficiary of policies aimed at the family agriculture considering the large number of families living in these collective territories. In the Semi-arid region, there are several traditional communities such as quilombolas<sup>4</sup>, indigenous, back-grazing land (*fundo-de-pasto*) communities, among others. The Call considered these specificities as it considered the number of families that are benefited in these areas as the measuring unit to be used for the registration objective, aiming at ensuring the representativeness of this audience in SiCAR database.

For the definition of this Call's scope, small property or rural possession is considered the land explored with the personal work of the family farmer or rural family entrepreneur, including settlements and land reform projects.

Project proposals could be developed for rural properties of family agriculture, including settlements of the National Program for Land Credit and/or for traditional peoples and communities, with non-titled areas. The projects should include cities located in the Brazilian Semi-arid region.

In relation to the Call's area of coverage, some cities were outlined as priority within the Semi-arid region, as per criteria such as the lack of SiCAR registration; if the city is located in the basin of São Francisco river; if the city area is subject to desertification, with high emphasis to cities that present desertification centers; if there are quilombola communities present; and, if the city is already supported by another fund.

Proposals could be presented by private non-profitable institutions with proved experience in the execution of projects with family farmers and/or traditional peoples and communities located in the Semi-arid region. It was necessary to use contact networks of the applicant institutions for the Call's good result. The installed capacity, acknowledgement and references of the institutions by the farmers were essential.

FSA/CEF provided R\$ 10 million for project funding. The minimum value per proposal was R\$ 1.5 million with a maximum of R\$ 2 million. It was decided that at least one proposal would be selected for the exclusive registration in areas with traditional peoples and communities.

---

<sup>4</sup> According to self-assignment criteria, are considered remaining of quilombola communities the ethnic-racial groups, with their own historical trajectory, provided with specific territory relations, assumption of black-colored ancestors related to the resistance of the suffered historic oppression, according to Article 2 of Decree no. 4.887, of November 20<sup>th</sup>, 2003.



# Land Governance in an Interconnected World

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY  
WASHINGTON DC, MARCH 19-23, 2018



The project proposals had the goal of achieving at least 10 thousand registrations in CAR for small rural property owners or possessions or rural family possessions, with the rural property area of up to 4 fiscal modules and developing agroforestry pasture activities. For areas with traditional peoples and communities, considering their characteristics, the proposals should consider at least 10 thousand families with their registered areas.

FNDF receive 101 project proposals in total, being 47 proposals qualified and classified as proposals for family agriculture and traditional peoples and communities and two proposals were qualified and classified as exclusive proposals for traditional peoples and communities. 52 proposals were unqualified. The Call resulted in the contraction of five private non-profitable institutions with the purpose of performing 56,394 registrations, with a total cost of approximately R\$ 9,287,249.18 (USD \$ 2,873,913.41).

FSA/CEF contracted five projects with the following institutions: Organização de Apoio aos Agricultores e Criadores do Sertão e Semiárido de Alagoas (OACSAL) with project CAR Inclusão Social, with the goal of performing 11,500 registries in the State of Alagoas; Confederação Nacional dos Trabalhadores na Agricultura (CONTAG) with project Mais CAR Semiárido, with the goal of performing 12,535 registries in the States of Alagoas, Pernambuco e Paraíba; Fundação de Educação Tecnológica e Cultural da Paraíba (FUNETEC) with project Elaboração de CAR para Famílias de Agricultura Familiar Situadas no Semiárido do Estado da Paraíba, with the goal of performing 10,000 registries in the State of Paraíba; Instituto Potiguar de Desenvolvimento de Comunidades (IDEC) with project Assessoria para Realização do CAR nos Territórios do Seridó e Potengi no Rio Grande do Norte, with the goal of performing 12,000 registries in the State of Rio Grande do Norte; Cooperativa de Profissionais Especializados em Serviços para Agricultura Familiar (ECOOTERRA) with project CAR de Comunidades Quilombolas do Semiárido de Pernambuco, with the goal of performing registration for 10,359 families in CAR, in 83 quilombo communities, exclusively for traditional peoples and communities in the State of Pernambuco, considering the characteristics of this public.

All 56,394 registries were performed by mobile teams, task forces and visiting the properties. Protocols were created proving the registration of the owner in CAR and handed to the owner. They provided “CAR” files and CAR receipts to the beneficiaries, including in cases of rectification.

Initially, the Public Call expected the execution of projects within the period of eight months, but with the extension of CAR registration period in 2016 and respecting the contracted limitations, as well as observing and solving the obstacles that emerged, the Call execution was extended for three years. During this project execution period, they were all followed and monitored by SFB agents, with field visits on



# Land Governance in an Interconnected World

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY  
WASHINGTON DC, MARCH 19-23, 2018



many occasions in order to understand the dynamics the contractors used to achieve the project goals. Also during the projects execution, the SFB tightened the relations with FSA/CEF enabling proper conditions for the payment of projects.

During the projects execution, it was verified that some people lacked the Individual Taxpayer Registration Number (CPF), required for the CAR registry. It was reported to FSA/CEF which readily performed a task force to obtain CPFs for these people, understanding the importance of social inclusion.

Each contractor, with its previous experiences, proposed the dynamics for the activities in the execution of registries and mobilizations with communities as they considered proper, respecting the bonds they had with local communities aiming at a higher adoption by the beneficiary public. One of the highlighted cases is the contractor CONTAG that used its network of Federations and Unions to obtain more adoptions and participation by small rural owners. This approximation between contractors and direct beneficiaries provided a higher interaction since the contractors were considered more trustworthy for being local institutions.

FNDF's decision in selecting local non-profitable institutions to perform the projects was a highly favorable alternative to the actions' sustainability conditions, considering that after the knowledge on the Brazilian Forest Code and the Environmental Rural Registry is internalized, this public will continue receiving permanent support for follow-up activities and CAR rectifications locally when required.

This Call enabled innovation in methods and technologies for the performance of CAR registries that were highly successful, as well as an instrument that enabled an articulation with other entities in order to solve conflicts and problems in the creation of registries.

Among them, we highlight FUNETEC's experience in partnership with Instituto Federal de Educação Ciência e Tecnologia da Paraíba (IFPB), during the performance of the registries by the contractor. This partnership enabled the construction of an application for mobile devices that facilitated the creation of registries in the field by the contractor.

The contractor ECOOTERRA improved the registration methodologies in CAR for traditional peoples and communities, which resulted in an institutional documentary made during the field activities of the contractor with traditional beneficiary peoples and communities – quilombolas, in partnership with Cooperação Técnica Alemã (GIZ).

The Call is considered to be fully executed, with a total execution of 98% of the approved and paid registries, with a transfer of approximately R\$ 9 million to the contractors.

A parallel outcome to this Public Call was the possibility of making an institutional video in partnership with GIZ and the contractor ECOTERRA, with the purpose of showing the reality of



# Land Governance in an Interconnected World

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY  
WASHINGTON DC, MARCH 19-23, 2018



quilombola communities that benefitted from the contractor's project. ECOOTERRA's methodology for making the registries involved the communities for the joint construction of CAR, informing the area that the community considers intended, in addition to the creation of a self-statement term. In the registration task forces, the Comissão Estadual de Articulação das Comunidades Quilombolas de Pernambuco (CEACQ) participated with an important key-player supporting the registrations. This good relation between the contractors and the quilombola communities enabled the creation of the video promoting to a wider audience the specific methodology for registering traditional peoples and communities, valuing traditional populations by acknowledging the origins.

The mobilization to issue the Individual Taxpayer Registration numbers, the creation of the mobile application and documentary are examples of the 'overflow effect' of this partnership, generating social and environmental gains in the region, exceeding the initially expected outcomes for the partnership with FSA/CEF.

SFB has prospects of continuity for this work, facing the positive results obtained in the field and the SiCAR database information, and considering that another of SFB's competences is to support federal units and monitor the implementation of CAR and the Environmental Regularization Programs, as disposed by Law no. 12.651, of 2012. And as the rural property's registry in CAR is mandatory to enter PRA, this registration should be required by the owner during the registration period.

In this second phase, the action will be focused in advancing the environmental regularization of properties registered in the territory previously registered in the first phase, with the purpose of promoting the reconfiguration of the vegetal coverage of areas to be altered, allied to practices that attempt to ensure food safety by means of agroforest system (AFS) and forest management. For that, the FNDF is presently working on fund raising and Public Call creation to fund projects for the vegetal coverage reconfiguration.

## References:

Brasil. Lei no. 8.629, de 25 de fevereiro de 1993. Dispõe sobre a regulamentação dos dispositivos constitucionais relativos à reforma agrária, previstos no Capítulo III, Título VII, da Constituição Federal [Internet]. Diário Oficial da República Federativa do Brasil. 1993, fevereiro, 26. [acesso em 2018, fevereiro, 6]. Disponível em: [http://www.planalto.gov.br/ccivil\\_03/Leis/L8629.htm](http://www.planalto.gov.br/ccivil_03/Leis/L8629.htm)

Brasil. Lei no. 9.985, de 18 de julho de 2000. Regulamenta o art. 225, § 1º, incisos I, II, III e VII da Constituição Federal, institui o Sistema Nacional de Unidades de Conservação da Natureza e dá outras



providências [Internet]. Diário Oficial da República Federativa do Brasil. 2000, julho, 19. [acesso em 2018, fevereiro, 6]. Disponível em: [http://www.planalto.gov.br/ccivil\\_03/Leis/L9985.htm](http://www.planalto.gov.br/ccivil_03/Leis/L9985.htm)

Brasil. Decreto no. 4.887, de 20 de novembro de 2003. Regulamenta o procedimento para identificação, reconhecimento, delimitação, demarcação e titulação das terras ocupadas por remanescentes das comunidades dos quilombos de que trata o art. 68 do Ato das Disposições Constitucionais Transitórias [Internet]. Diário Oficial da República Federativa do Brasil. 2003, novembro, 21. [acesso em 2018, fevereiro, 6]. Disponível em: [http://www.planalto.gov.br/ccivil\\_03/decreto/2003/D4887.htm](http://www.planalto.gov.br/ccivil_03/decreto/2003/D4887.htm)

Brasil. Lei no. 11.284, de 2 de março de 2006. Dispõe sobre a gestão de florestas públicas para a produção sustentável; institui, na estrutura do Ministério do Meio Ambiente, o Serviço Florestal Brasileiro – SFB; cria o Fundo Nacional de Desenvolvimento Florestal – FNDF; altera as Leis nos 10.683, de 28 de maio de 2003, 5.868, de 12 de dezembro de 1972, 9.605, de 12 de fevereiro de 1998, 4.771, de 15 de setembro de 1965, 6.938, de 31 de agosto de 1981, e 6.015, de 31 de dezembro de 1973; e dá outras providências [Internet]. Diário Oficial da República Federativa do Brasil. 2006, março, 3. [acesso em 2018, fevereiro, 6]. Disponível em: [http://www.planalto.gov.br/ccivil\\_03/\\_ato2004-2006/2006/lei/111284.htm](http://www.planalto.gov.br/ccivil_03/_ato2004-2006/2006/lei/111284.htm)

Brasil. Lei no. 11.326 de 24 de julho de 2006. Estabelece as diretrizes para a formulação da Política Nacional da Agricultura Familiar e Empreendimentos Familiares Rurais [Internet]. Diário Oficial da República Federativa do Brasil. 2006, julho, 25. [acesso em 2018, fevereiro, 6]. Disponível em: [http://www.planalto.gov.br/ccivil\\_03/\\_ato2004-2006/2006/lei/111326.htm](http://www.planalto.gov.br/ccivil_03/_ato2004-2006/2006/lei/111326.htm)

Brasil. Decreto no. 7.167, de 5 de maio de 2010. Regulamenta o Fundo Nacional de Desenvolvimento Florestal – FNDF [Internet]. Diário Oficial da República Federativa do Brasil. 2010, maio, 6. [acesso em 2018, fevereiro, 6]. Disponível em: [http://www.planalto.gov.br/ccivil\\_03/\\_Ato2007-2010/2010/Decreto/D7167.htm](http://www.planalto.gov.br/ccivil_03/_Ato2007-2010/2010/Decreto/D7167.htm)

Brasil. Instrução Normativa no. 2/MMA, de 6 de maio de 2014. Dispõe sobre os procedimentos para a integração, execução e compatibilização do Sistema de Cadastro Ambiental Rural-SICAR e define os procedimentos gerais do Cadastro Ambiental Rural – CAR [Internet]. Diário Oficial da República Federativa do Brasil. 2014, maio, 5. [acesso em 2018, fevereiro, 6]. Disponível em: [http://www.car.gov.br/leis/IN\\_CAR.pdf](http://www.car.gov.br/leis/IN_CAR.pdf)



# Land Governance in an Interconnected World

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY  
WASHINGTON DC, MARCH 19-23, 2018



Brasil. Decreto no. 8.975, de 24 de janeiro de 2017. Aprova a Estrutura Regimental e o Quadro Demonstrativo dos Cargos em Comissão e das Funções de Confiança do Ministério do Meio Ambiente, remaneja cargos em comissão e substitui cargos em comissão do Grupo-Direção e Assessoramento Superiores – DAS por Funções Comissionadas do Poder Executivo – FCPE [Internet]. Diário Oficial da República Federativa do Brasil. 2017, janeiro, 25. [acesso em 2018, fevereiro, 6]. Disponível em: [http://www.planalto.gov.br/ccivil\\_03/\\_ato2015-2018/2017/decreto/D8975.htm](http://www.planalto.gov.br/ccivil_03/_ato2015-2018/2017/decreto/D8975.htm)

Brasil. Resolução SFB no. 37/2017, de 7 de julho de 2017. Aprova o Regimento Interno do Serviço Florestal Brasileiro [Internet]. Diário Oficial da República Federativa do Brasil. 2017, julho, 7. [acesso em 2018, fevereiro, 6]. Disponível em: <http://www.florestal.gov.br/resolucoes-sfb/3061-regimento-interno-do-sfb-resolucao-37-de-07-07-2017/file>