

PNATER IS WELL-TARGETED, BUT GOVERNANCE IS COMPLEX

The CMAP report also stresses that improvements could be made to the policy's scope, monitoring, and evaluation



Despite their importance and greater vulnerability, fewer than 20% of Brazilian family farmers received technical assistance in 2017. To address this issue, one of the federal government's initiatives is the National Policy on Technical Assistance and Rural Extension for Family Farming and Agrarian Reform. An evaluation by CMAP showed that the policy's coverage is low, despite being relatively well-targeted, and that its budget execution suffered a significant reduction between 2014 and 2022, with a partial recovery in 2023 and 2024. Areas for improvement were identified in governance, monitoring, and evaluation, as well as the need to define clearer criteria for prioritizing target audiences and allocating resources.

POLICY EVALUATED

National Policy on Technical Assistance and Rural Extension for Family Farming and Agrarian Reform (PNATER)

RESOURCES INVOLVED

R\$ **226** MILLION

(2024)

EVALUATION CYCLE

2024-2025

KEY FINDINGS



The literature finds positive effects of the policy's technical assistance and rural extension, but impact evaluations are lacking



The focus of the policy when it comes to target population is positive, but the scope is limited



Standardization of services is excessive, territorial adaptability is scant, and coordination with federal and state councils is limited

Family farming employs more than 10 million people, or 67% of the rural workforce, and accounts for about 70% of the food in the Brazilian population's staple diet, according to the IBGE's 2017 Agricultural Census. Despite their importance, fewer than 20% of family farmers received technical assistance. This population also exhibits significantly worse socioeconomic indicators compared to workers in urban areas.

Since the middle of the last century, Brazil has developed various policies for Technical Assistance and Rural Extension (Ater). Starting in the 1970s, national programs focused on modernizing production and commercializing agricultural goods from large landholdings. Although technically efficient, these programs contributed to the exclusion of small and medium-sized producers and exacerbated rural exodus, land concentration, and the spread of monocultures.

In the 2000s, a new approach emerged: the National Policy on Technical Assistance and Rural Extension for Family Farming and Agrarian Reform (Pnater). Enacted into law in 2010, it targets not only family farmers and family-run rural enterprises, but also more vulnerable social groups such as agrarian-reform settlers, Indigenous peoples, descendants of quilombos (historical autonomous communities founded by escaped enslaved people), and other traditional populations and communities.

The policy aims to address the limited level of sustainable rural development among these groups by providing access to technical assistance and rural extension (training) services. The hypothesis is that these actions will enable beneficiaries to expand their knowledge, improve production practices, and access new technologies. This would result in increased productivity and income; adoption of sustainable practices that conserve natural resources; and an improved quality of life for rural families, with greater access to rights and opportunities.

An evaluation conducted in 2025 by the Public Policy Monitoring and Evaluation Council (CMAP) found that Pnater is relatively well-targeted, notably benefiting women and traditional populations. In addition, the policy's budget execution saw a significant reduction between 2014 and 2022, dropping from nearly R\$

DEMOGRAPHIC CHARACTERISTICS OF BENEFICIARIES AND NON-BENEFICIARIES



	Pnater beneficiaries	Non-beneficiary farmers	Other non-beneficiaries
Monthly per capita income	R\$ 461	R\$ 251	R\$ 588
Proportion of Bolsa Família beneficiaries	66%	78%	54%
Indigenous	2%	3%	3%
Quilombolas	9%	5%	3%
Women	81%	73%	75%
Black or brown	76%	78%	75%

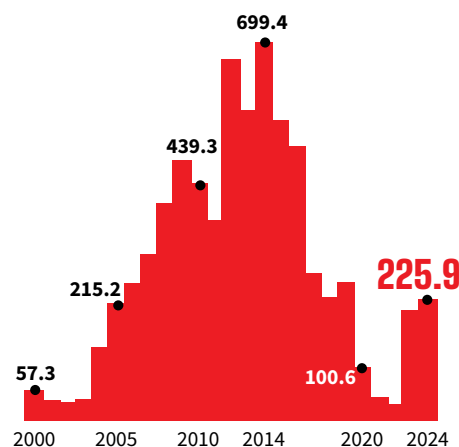
They are part of the Traditional or Specific Population Groups (GPTE), for the purposes of their classification in the CadÚnico system: Indigenous people, quilombola communities, riverine communities, extractive industries, artisanal fishers, traditional communities, family farmers, settlers, people living in camps, and people experiencing homelessness. Quilombola communities are Afro-descendants who live in quilombos (settlements of escaped slaves). Source: CadÚnico data based on cross-referencing with the SGA (Global Agricultural System).

Pnater has good targeting, with a focus on women and traditional populations

700 million to less than R\$ 32 million, with a partial recovery in recent years. The report also identified challenges in monitoring, which is primarily carried out by the "Ater Management System". The tool was described as difficult to use and lacking in functionality, which undermines the quality of monitoring and reduces the time technicians have to work directly with beneficiaries.

Moreover, the evaluation indicates that the current policy design shows excessive standardization, limited territorial adaptability, and restricted coordination with councils and universities. Pnater's governance is complex. Although a National Agency for Technical Assistance and Rural Extension (Anater) was created specifically to streamline the policy, challenges remain when it comes to coordination and dialogue with participatory bodies. This is the case with the National Council for Sustainable Rural Development, the state councils for rural development, as well as coordination—based on strategic alignment—with the Ministry of Agrarian Development and Family Farming (MDA), which is responsible for formulating and supervising the policy.

Pnater Budget Execution 2000 to 2024 - R\$ million



Source: SIOP. Values from 2000 to 2023 deflated by the IPCA as of Oct. 2024. Current values for 2024.

Evidence from the academic literature indicates that Technical Assistance and Rural Extension actions have positive effects on production diversification, access to institutional markets, food security, retaining young people in rural areas, and increasing income. However, especially regarding environmental effects, there is a lack of more robust impact assessments capable of identifying causal evidence—that is, the extent to which the program is directly responsible for improvements in the analyzed variables.

Finally, proposals for improving the evaluation point to three priorities: i) strengthening monitoring and evaluation; ii) defining clear criteria for prioritizing target audiences and projects when it comes to resource allocation; and iii) improving policy governance.



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