

WHO FCTC  
Knowledge Hub for  
Articles 17 and 18



## WHY SUPPORT ECONOMICALLY VIABLE ALTERNATIVES FOR TOBACCO GROWERS?

Article 17 of the Framework Convention on Tobacco Control (WHO FCTC) - which Brazil has committed to - states that “Parties shall, in cooperation with each other and with competent international and regional intergovernmental organizations, promote, as appropriate, economically viable alternatives for tobacco workers, growers and, as the case may be, individual sellers.”<sup>1</sup>

## TOBACCO GROWING IN BRAZIL

### BRAZIL

WORLD'S 3<sup>rd</sup>  
LARGEST  
TOBACCO  
PRODUCER

Solely behind China  
and India.<sup>2</sup>



**95%** of the farms that grow this  
crop are **family-based**.<sup>3</sup>

### SOUTH REGION

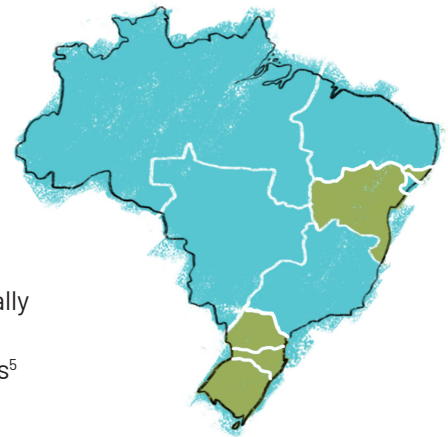
Over **90%** of production<sup>4</sup>

**125 thousand**  
producing families<sup>5</sup>  
in **538 municipalities**<sup>4</sup>

### OTHER REGIONS

Mainly in the northeast, especially  
Bahia and Alagoas

**13 thousand** producing families<sup>5</sup>  
in **107 municipalities**<sup>4</sup>



## HARMFUL EFFECTS OF TOBACCO GROWING

### SOCIOECONOMIC IMPACTS

- Most producing families have an average net income of less than one minimum wage per capita.<sup>6</sup>
- The Integrated Production System can lead families into financial debt to the tobacco industry.<sup>7,8</sup>

### ENVIRONMENTAL IMPACTS

- Soil degradation
- Biodiversity loss
  - Monoculture production
  - High usage of pesticides and synthetic fertilizers.

### HEALTH IMPACTS

Tobacco threatens the health of farmers and their families, especially women and children<sup>9</sup>

#### Green Tobacco Sickness

- Caused by the absorption of nicotine through the skin<sup>10</sup>
- Some of the main symptoms: dizziness, trembling, weakness, vomiting, vision impairment and insomnia<sup>11</sup>

- Risk of acute and chronic poisoning due to pesticide usage<sup>12</sup>

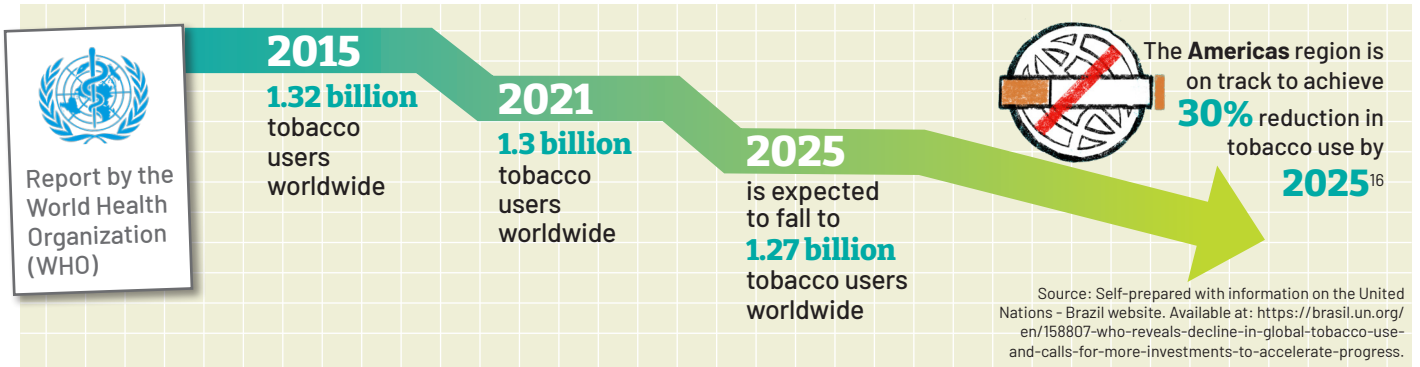


**VERY SERIOUS**

At least **9,200 children**  
work in tobacco production in Brazil.<sup>13,14</sup>

Tobacco farming is on the list of the **worst forms of child labor** established by Brazil in 2008.<sup>15</sup>

# PROJECTION OF TOBACCO DEMAND IN BRAZIL AND WORLDWIDE



## 8 main importing countries

of Brazilian leaf tobacco<sup>17</sup>:

- 22%** Belgium\*
- 10%** United States
- 8%** China\*
- 5%** United Arab Emirates\*
- 4%** Indonesia
- 4%** Russia\*
- 4%** Paraguay\*
- 3%** Turkey\*

Between **2013** and **2021**<sup>17</sup>, total exports fell by

**35%**

\* Are Parties to the WHO FCTC and are committed to reducing tobacco consumption, which impacts their demand for it.



## THE NEED FOR DIVERSIFICATION

### RECENT YEARS IN BRAZIL

Between **2013 and 2023**, there was a **23.3%** reduction in the **number of families** involved in **tobacco production**, with a downward trend expected for the upcoming harvests.<sup>5</sup>

### 2005 to 2020

Reduction in the area cultivated with tobacco<sup>4</sup>:

**28.4% in Brazil** as a whole  
**29.4% in the South**



**Where did the families who stopped growing tobacco go?**

Are they receiving the support they need for a successful transition towards agricultural diversification?



National Program for Diversification in Tobacco Growing Areas (PNDACT) was important. But...

- It had a low reach. At its peak (between 2014 and 2016), it only reached **7.3%** of all producing families.
- Strengthening it is the path to finding and consolidating economically viable and environmentally sustainable alternatives (under the terms of Articles 17 and 18 of the WHO FCTC).

# HISTORY OF THE NATIONAL PROGRAM FOR DIVERSIFICATION IN TOBACCO GROWING AREAS (PNDACT)



## 2004 | 2005

In the negotiations for the ratification of the WHO FCTC by the National Congress, the misconception that the Convention would prohibit farmers from producing tobacco was disseminated. With this concern, **ratification was predicated on the creation by the executive branch of a program to promote alternatives for farmers.**<sup>18</sup>

(Rangel et al., 2017).



2004

2005



Approval by the National Congress, ratifying the **WHO FCTC**<sup>18</sup>

2006

Creation of the **National Program for Diversification in Tobacco Growing Areas (PNDACT)** under the responsibility of the **Ministry of Agrarian Development (MDA)**.

From **2006** to **2010**:

- **60** Technical Assistance and Rural Extension (ATER) projects<sup>19</sup>
- Actions in **7 states**<sup>19</sup> (3 in the South and 4 in the Northeast)<sup>19</sup>
- **30,000 families** benefited in **600 municipalities**<sup>19</sup>
- Investment of **R\$ 12 million**<sup>19</sup>
- Partnerships with government and civil society organizations, research centers and producers' associations<sup>19</sup>



2010

2011

2013

2014

**2013 | 2014**  
**INTERRUPTION OF ATER SERVICES**

2016

2017

2018

2019

2021

## 2016 EXTINCTION OF THE MDA

The program was now coordinated by the Special Secretariat for Family Farming and Agrarian Development (SEAD) of the Civil House of the Presidency of the Republic.

**2017 | 2019**  
**INTERRUPTION OF ATER SERVICES**

## Change of federal government

- No new public calls



## LIMITATIONS TO THE ACHIEVEMENT OF THE EXPECTED RESULTS:

- discontinuity of services (in red on the timeline)
- reduced size of properties
- little use of ATER to promote access to social programs
- the format of the activities proposed in the public calls and the system of diagnosis and evaluation of results
- lack of coordination with other public policies and programs

INTERRUPTION OF ATER SERVICES

From **2010** onwards, public calls for ATER became the central axis of the program. There were two public calls:<sup>20</sup>



## 2011:

- **10,000 families** (8,000 in the South and 2,000 in the Northeast)
- Investment of **R\$ 11 million**
- Actions carried out between **2011** and **2013**

## 2013:

- **11,200 families** (all in the South)
- Investment of **R\$ 52,6 million**
- Actions carried out between **2014** and **2016**



Creation of the "**National Network for Diversification in Tobacco-Growing Areas**" - a group of more than 20 organizations and representatives of civil society, formed during a seminar promoted by Conicq with the support of SEAD and CETAB/Fiocruz.<sup>21</sup>

## 2018

- **Anater** (National Agency for Technical Assistance and Rural Extension) became responsible for contracting entities that provide ATER services.
- Two public calls were launched to benefit a total of **7,000 families** in the South.
- This represents only **4.7%** of the total number of producing families in Brazil.
- The investment was **50% less** than the previous public call.



**The program was being dismantled.**

**The lack of continuity in the ATER services linked to PNDACT could jeopardize the advances in productive and economic diversification resulting from the work carried out since 2012.**

RECOMMENDATION  
FROM THOSE WHO  
DIVERSIFIED

“We always talk to friends and family who still make a living from growing tobacco and try to show them that it’s possible to have other sources of income. You can’t eat tobacco.”

Adriane Luettjohann, rural farmer, organic producer, and former tobacco grower in Rio Grande do Sul.

## Sustainable Development Goals (SDGs) and 2030 Agenda

Compliance with **Article 17** is related to the following SDGs:

- **Goal 2:** End hunger, achieve food security and improved nutrition and promote sustainable agriculture
- **Goal 3:** Ensure healthy lives and promote well-being for all at all ages
  - Target 3.9:** By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination
  - Target 3.a:** Strengthen the implementation of the World Health Organization Framework Convention on Tobacco Control in all countries, as appropriate
- **Goal 8:** Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
- **Goal 12:** Ensure sustainable consumption and production patterns



The information and views set out on this document are those of the author(s) and do not necessarily reflect the opinion of the Parties to the WHO Framework Convention on Tobacco Control (WHO FCTC), the Parties to the Protocol to Eliminate Illicit Trade in Tobacco Products, or the Secretariat of the WHO FCTC.

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