



SOCIAL DEVELOPMENT
Ministry of Social Development and Fight Against Hunger

Bolsa Família Program Effects on Health and Education Services: caching unusual suspects

Rômulo Paes de Sousa

**National Secretary of
Evaluation and Information Management**

Ministry of Social Development and Fight Against Hunger

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Why investigating CCT effects on services?

Context:

- A lot of money
- A lot of people receiving benefits and providing related services
- Services: high coverage combined with low quality services
- Almost all Brazilian municipalities involved
- A lot of political pressure

Effect:

- Changes



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Background on Brazil and Bolsa Familia Program



Brazil

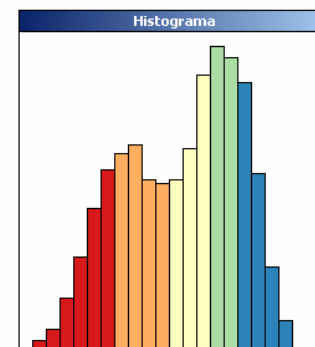
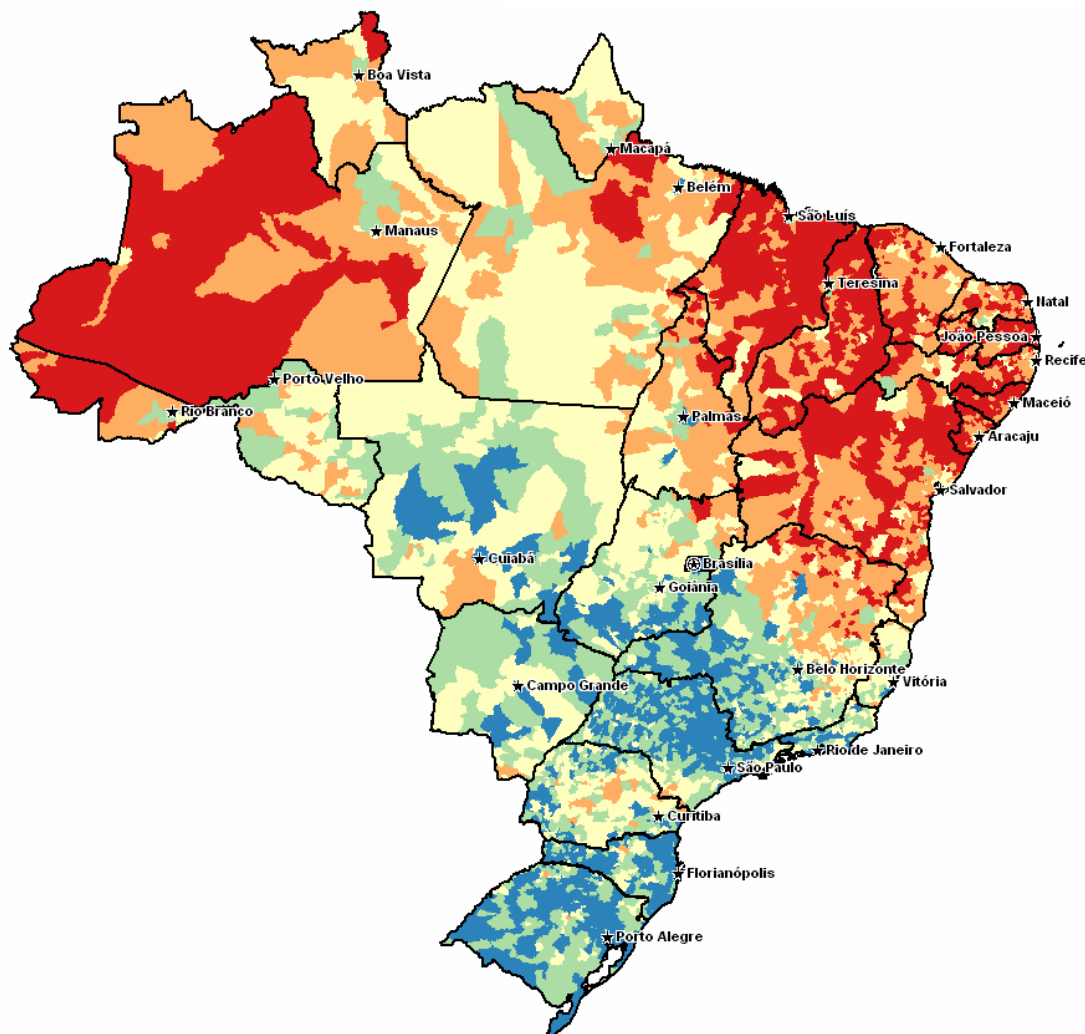


- **Population: 180 millions**
- **Area: 8,514,215.3 km²**
- **26 States and the Federal District (5 regions)**
- **5,561 municipalities**
- **Poor families: around 11.1 million families (42 million people)**
- **Extremely poor families: around 4.5 million**



Regional Inequalities

Human Development Index, 2000



Legenda	
0,467 a 0,614	(1105)
0,615 a 0,680	(1112)
0,681 a 0,738	(1098)
0,739 a 0,779	(1119)
0,780 a 0,919	(1073)

Brazilian regions: much more than just geographic limits



Education

Indicators	1999	2004
Percentage of people from 5 to 17 years old not attending school (%)	12.0	8.7
Illiteracy rate - 10 years old or more (%)	12.3	10.4
Percentage of people with 11 years of education or more (10 years old or more)	19.0	26.3
Number of years of education (10 years old or more)	5.8	6.6

Source: PNAD – IBGE (2004)



Health

Indicators	1999	2004
Number of medical appointments (SUS) per people	2.29	2.45
Number of hospitalizations (SUS) per people	7.29	6.33
Number of dentists per 1,000 people	0.89	0.98
Number of doctors per 1,000 people	1.44	1.61

Source: Indicadores e Dados Básicos – Brasil/2005 – Ministério da Saúde



Social and Demographics

Indicators	1999	2004
Life Expectancy at birth (years)	68.4	71.7
Male	64.3	68.0
Female	72.3	75.6
Life Expectancy at 60 years (years)	17.6	20.8
Male	15.9	19.2
Female	19.3	22.3
Child Labor Rate (%)	16.6	11.1
Unemployment Rate (%)	9.6	8.9

Source: Indicadores e Dados Básicos – Brasil/2005 – Ministério da Saúde



PBF – Bolsa Família Program

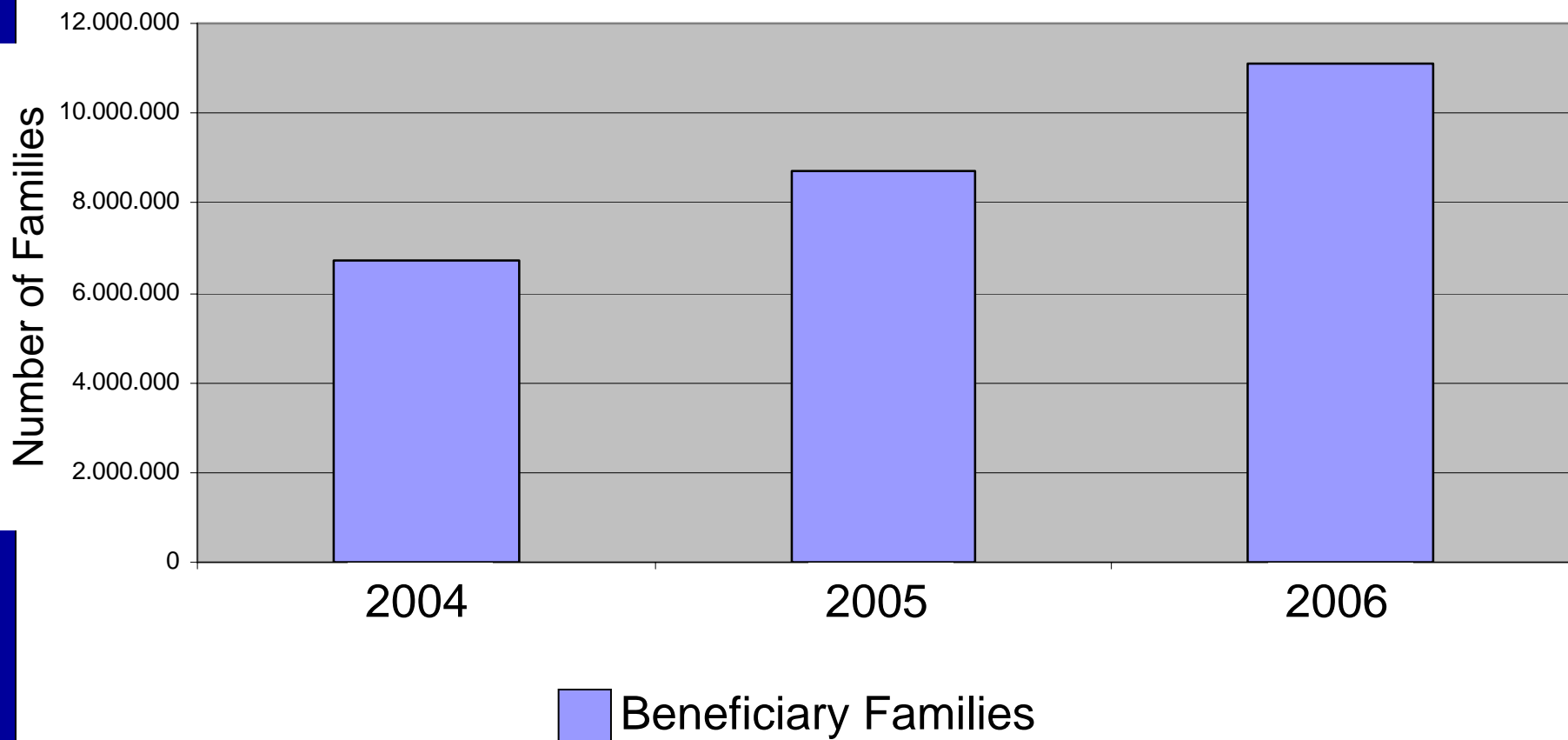
Objective: Fight against hunger and poverty, and promote the poorest families emancipation.

- Financial benefits that vary from R\$15.00 to R\$95.00, according to family's *per capita* income and number of children at school age.
- Conditionalities related to health and education: basic health care (vaccination schedule for children 0-6 year old, and to pregnant and breast feeding women) and proper school attendance for children at school age.
- **Target:** Poor families (*per capita* income from R\$60.01 to R\$120.00) and extremely poor families (*per capita* income up to R\$ 60.00)



Bolsa Familia Growth - Brazil, 2004-2006

Growth of Beneficiary Families – Bolsa Familia Program





PBF effect on family budget. August 2006

Brazil

29.17



Families that surpassed the poverty and extreme poverty lines with PBF's transfer. August, 2006 (overflowing)

Poverty: 4,9 % of families moved to non-poor area
(per capita income from R\$60 to R\$120)

Extreme poverty: 31,1 % of families moved to the
poor strip (per capita income up to R\$60)



Sônia Rocha's study presented on October 17th, 2006

Main Results:

In households benefited by the Bolsa Família Program and/or Bolsa Escola, the percentage of Children and Youngsters (6 to 20 years old) who attend school is higher than the one observed at the non-benefited households.

From 14 years old on, the school's non-attendance rises strongly among youngsters from the two groups of households (benefited and non-benefited), but still it's lower among youngsters from beneficiaries households.



Impact Evaluation of Bolsa Família Program - AIBF

Institution: CEDEPLAR

Methodology

- Longitudinal, quasi-experimental study;
- SAMPLE
 - 14.022 households:
 - Treatment group - beneficiaries of BFP,
 - Comparison Group 1 - beneficiaries of other programs,
 - Comparison Group 2 - non beneficiaries.
 - Sample restricted to households with per capita income lower or equal to R\$ 200,00. A second eligibility cut was done on the mark of R\$ 100,00.
 - Representative for 3 great areas of the country - the northeast, the southeast and south, and the north and center-west.



School evasion in the previous year for 7 to 14 year-old children

Applying the matching technique, a reduction of 1 to 1.8 percentage points of school evasion tax has been observed in the comparison between the treatment group and the comparison group 2 (C2). In this case, being beneficiary of PBF reduces school evasion of 48% and 75% in the income per capita ranges up to R\$ 200.00 and up to R\$ 100.00, respectively.

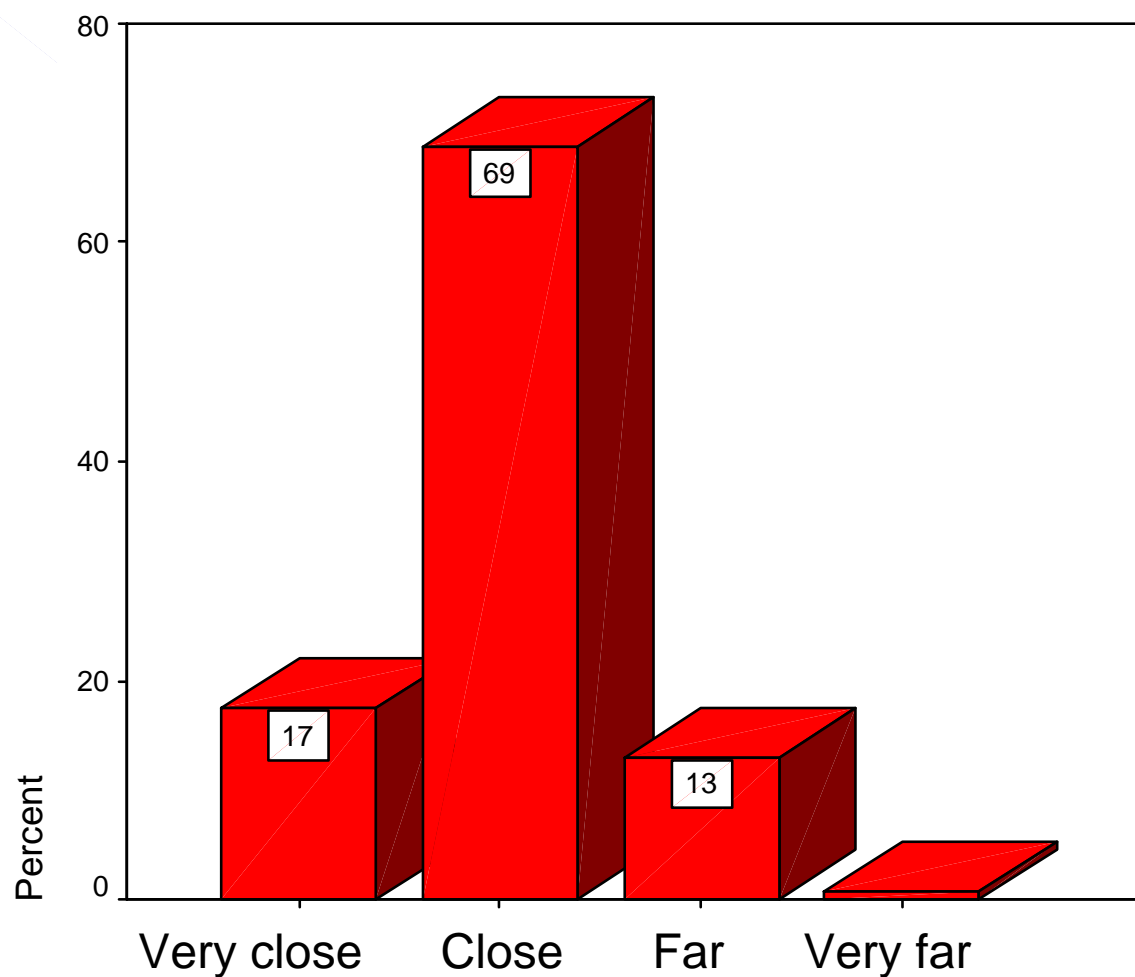


The story behind this



ACCESS TO SCHOOL AND HEALTH PROGRAMS

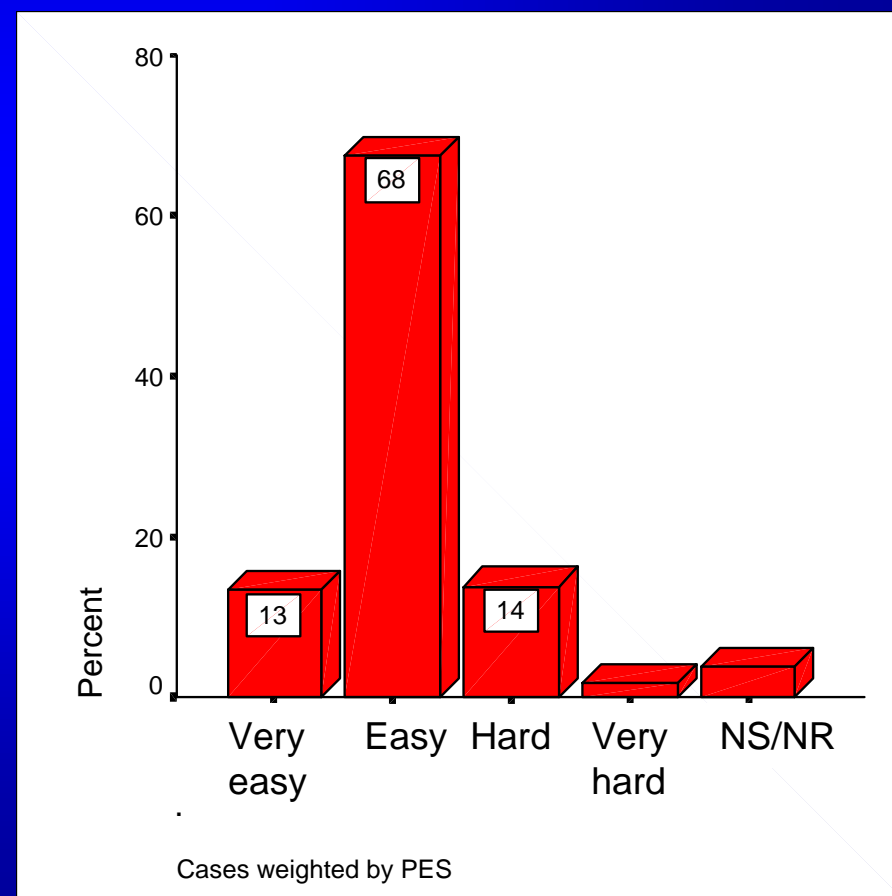
School distance from home





Access to a place at a public school close to home

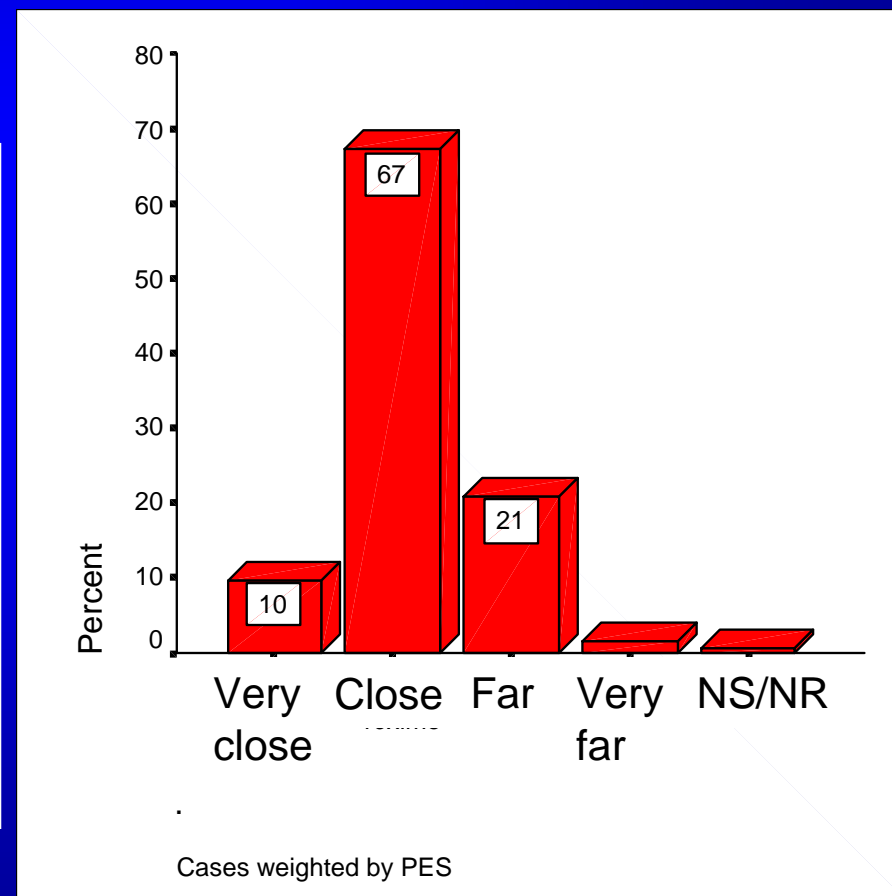
Items	Frequency	%
Very easy	308	13.3
Easy	1565	67.5
Hard	320	13.8
Very hard	39	1.7
NS/NR	85	3.7
Total	2317	100.0





Health center distance from home

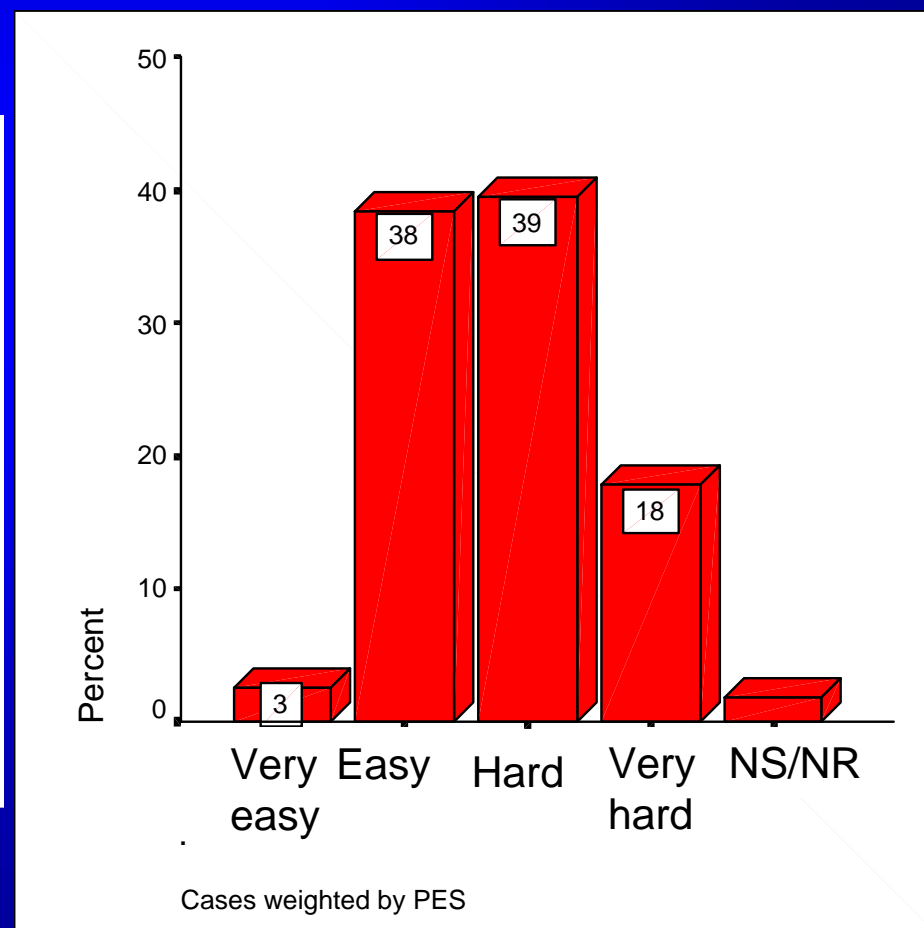
Items	Frequency	%
Very close	226	9.7
Close	1556	67.1
Far	485	20.9
Very far	35	1.5
NS/NR	16	0.7
Total	2317	100.0





Access to a procedure at a health center close to home

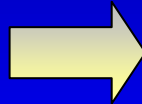
Items	Frequency	%
Very easy	59	2.5
Easy	889	38.4
Hard	914	39.5
Very hard	411	17.8
NS/NR	43	1.9
Total	2317	100.0





Innovative Management in Decentralized Context

➤ **Joint Management Agreements (*adesão*)**



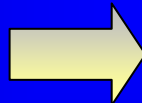
States and municipalities committed to managing program implementation

➤ **Cooperation Partnerships (*pactuação*)**



Federal, state and municipal governments vertically integrating income transfer program

➤ **Decentralized shared management**

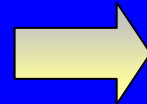


Municipalities implementing the program according to the Joint Management Agreements; implementation monitored and measured by Quality Indicators for Decentralized Implementation



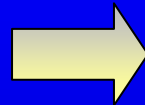
Innovative Management in Decentralized Context

➤ **Financial incentives
& cost sharing**



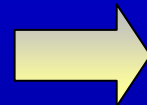
Transfer of Federal funds to States and Municipalities based on performance on Quality Indicators

➤ **Building capacity**



Decentralized course in 17 micro regions for 1600 top municipal managers (network). Distance learning courses (6 modules) for all municipalities 2-5 per municipality (14000 municipal staff).

➤ **Intensive use of IT
systems**



Availability of internet-based applications for implementing decentralized management actions. Municipal programs tools.



Decentralized Management Index - IDG

- Varies from 0 to 1 and expresses:
 - Quality and integrity of CadUnico information (% of valid registers)
 - CadUnico database updating (% of updated registers every 2 years, at least)
 - Education conditionality followed-up information
 - Health conditionality followed-up information
- Monthly updated and published in MDS' website



Conditionalities Perception by the families

Items (up to 3 items mentioned)	Frequency	%
Keep children at school	2041	88,1
Keep children vaccines updated	568	24,5
Do prenatal care during pregnancy	268	11,6
Others	98	4,2
Total of valid items	2973	-
Total of households sample	2317	-



Degree of agreement to the conditionalities

97% percent of interviewed agree with the conditionalities established by the Bolsa Familia Program.

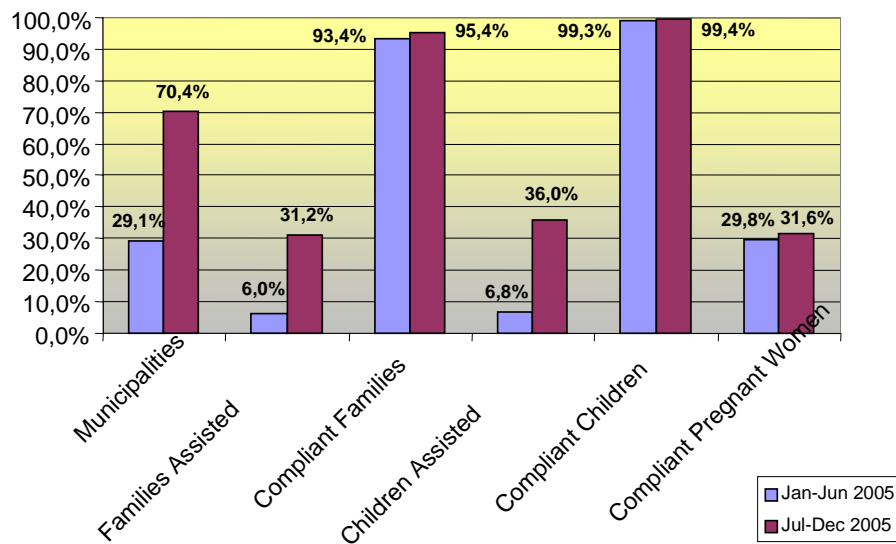
Items	Frequency	%
Completely agree	1983	85.6
Agree in part	270	11.7
Disagree in part	47	2.0
Completely disagree	7	0.3
NS/NR	10	0.4
Total	2317	100.0



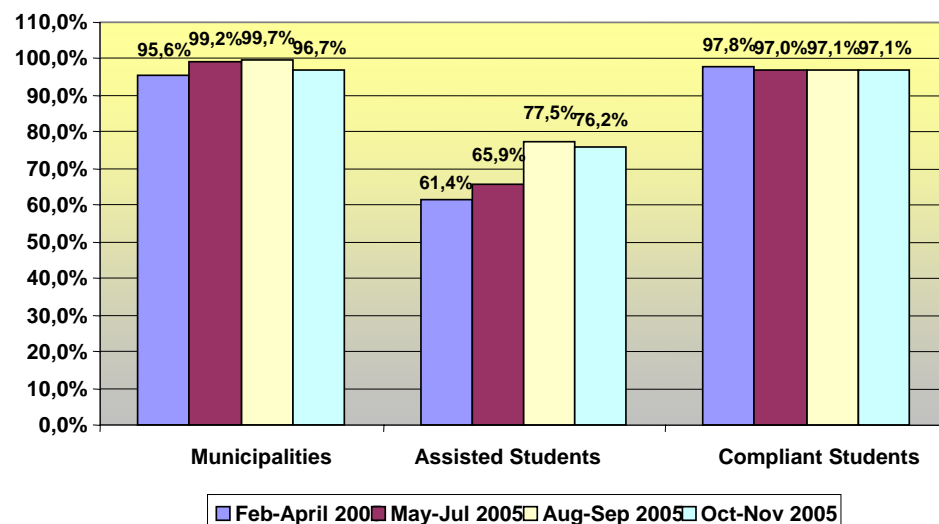
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Conditionality

Health-Related Conditions



Education-Relation Conditions





Some missing questions

- Are health and education services getting better due to CCTs?
- Are beneficiaries getting better treatment by the school and health centers personnel? “positive discrimination”
- Are school and health centers changing their routine due to CCTs? If they do so, What are they?
- Are they afraid to deal with CCTs beneficiaries?