



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

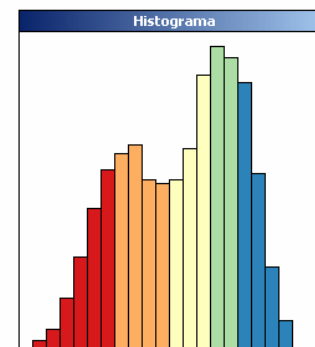
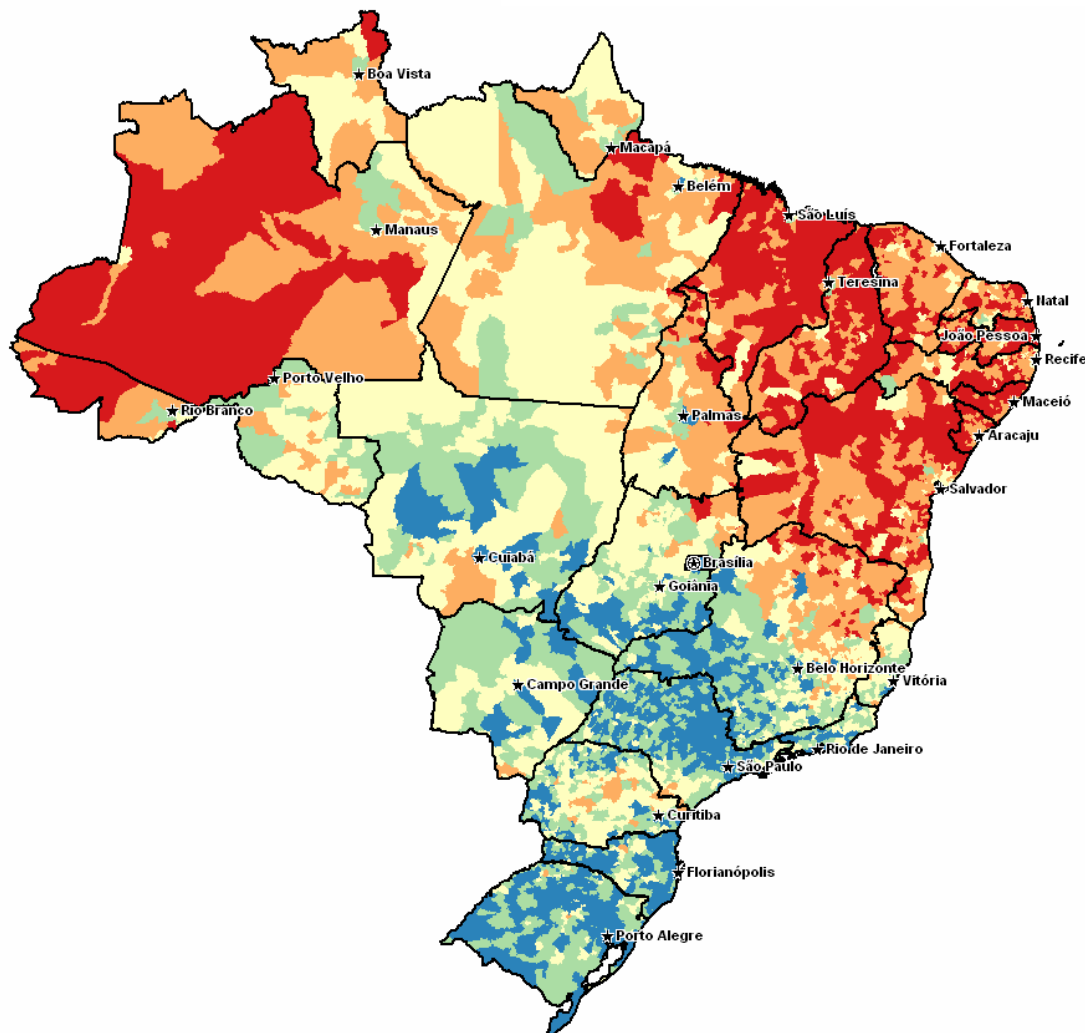


- **Population: 180 millions**
- **Area: 8,514,215.3 km²**
- **26 States and the Federal District (5 regions)**
- **5,561 municipalities**
- **Poor families: around 11.1 million families (42 million people)**
- **Extremely poor families: around 4.5 million**



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

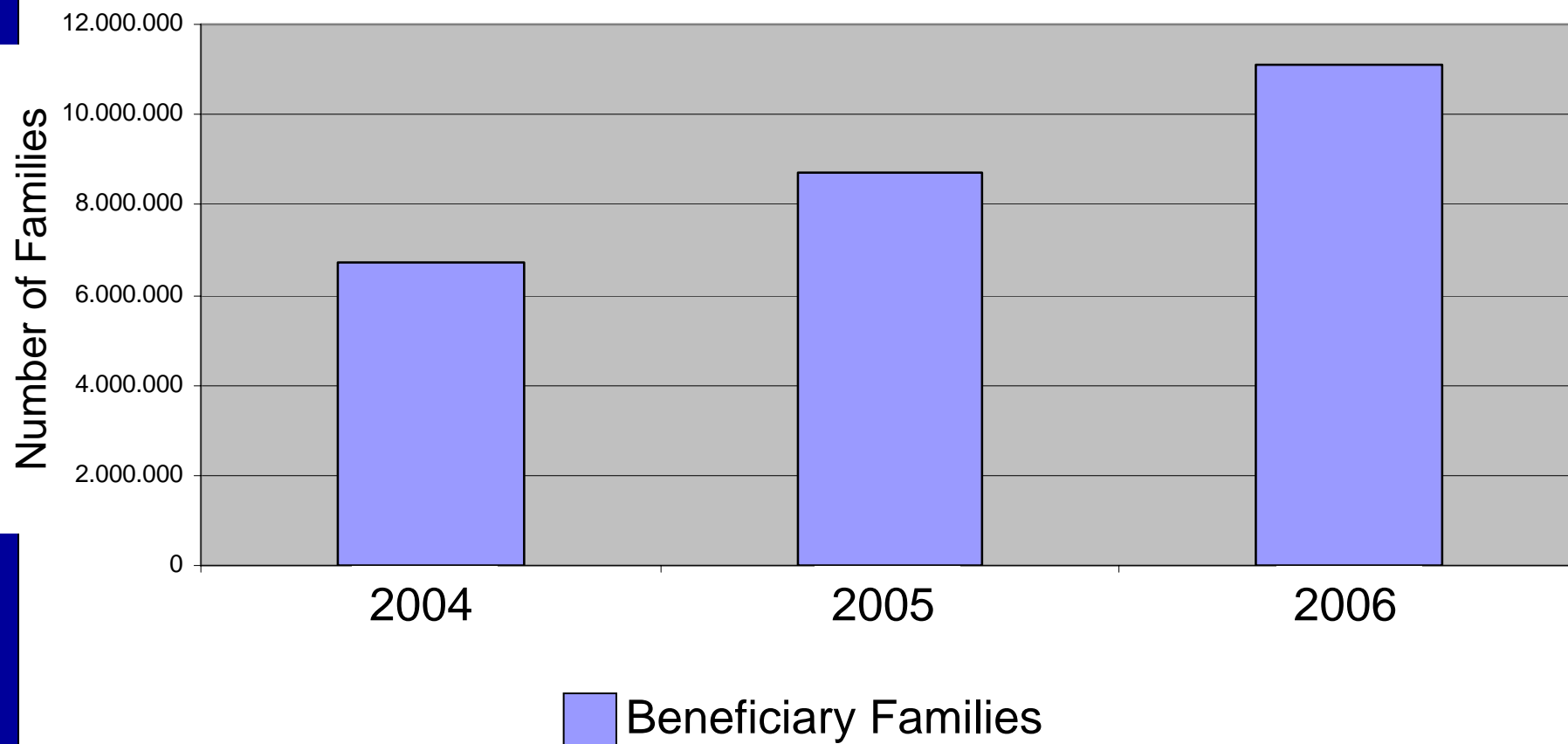
Objective: Fight against hunger and poverty, and promote the poorest families emancipation.

- 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.

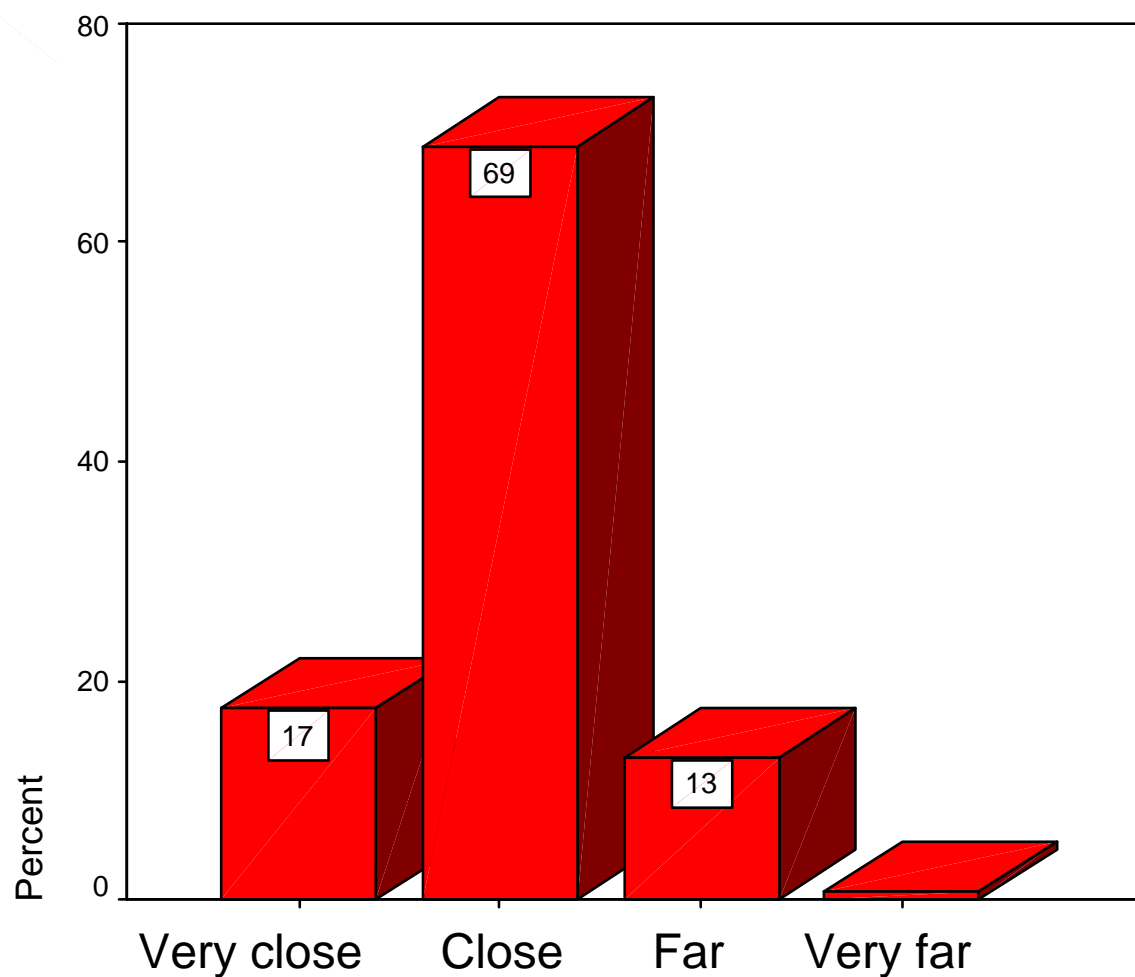


The story behind this



ACCESS TO SCHOOL AND HEALTH PROGRAMS

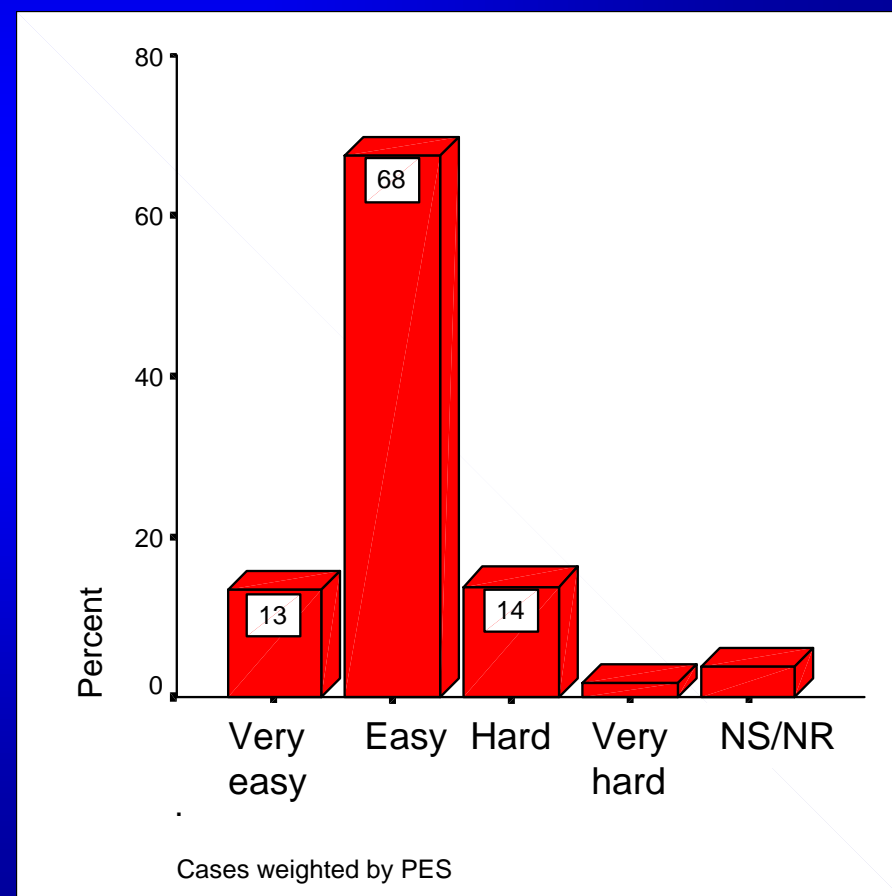
School distance from home





Access to a place at a public school close to home

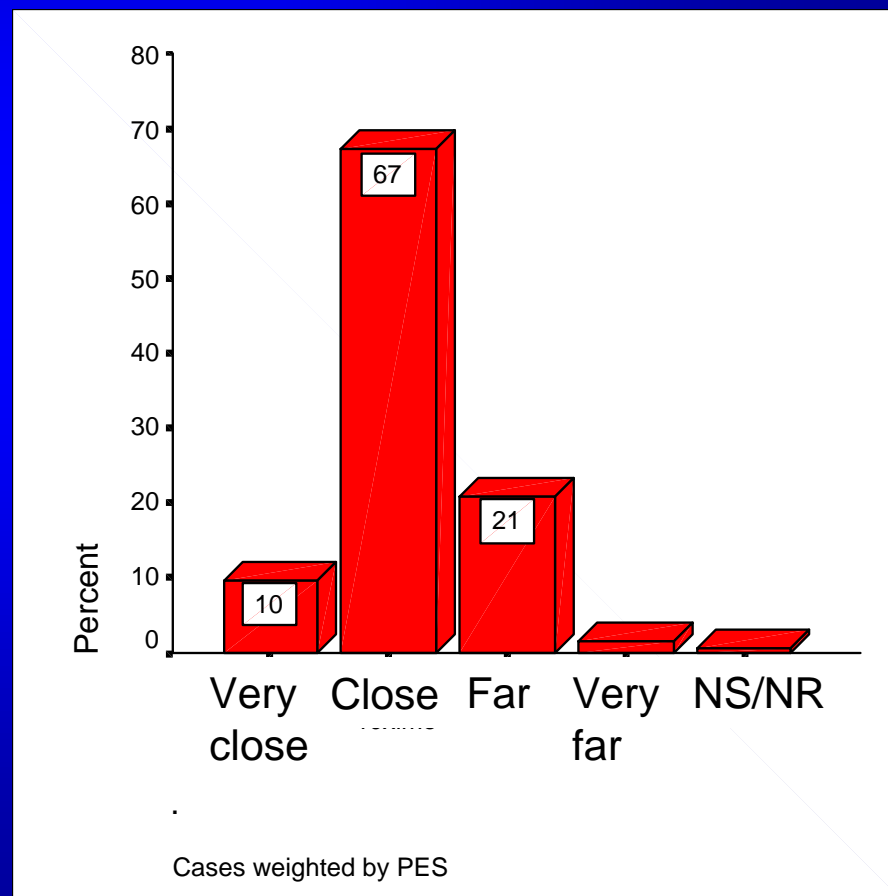
| Items | Frequency | % |
|-----------|-----------|-------|
| Very easy | 308 | 13.3 |
| Easy | 1565 | 67.5 |
| Hard | 320 | 13.8 |
| Very hard | 39 | 1.7 |
| NS/NR | 85 | 3.7 |
| Total | 2317 | 100.0 |





Health center distance from home

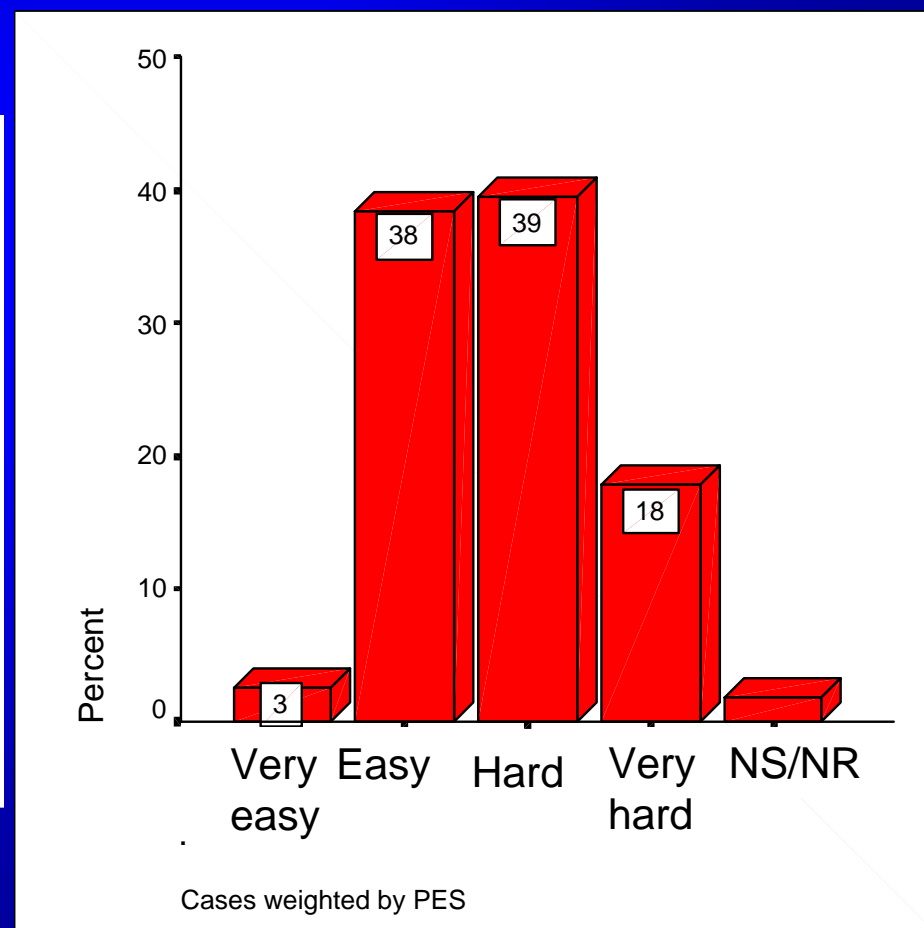
| Items | Frequency | % |
|------------|-----------|-------|
| Very close | 226 | 9.7 |
| Close | 1556 | 67.1 |
| Far | 485 | 20.9 |
| Very far | 35 | 1.5 |
| NS/NR | 16 | 0.7 |
| Total | 2317 | 100.0 |





Access to a procedure at a health center close to home

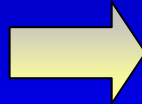
| Items | Frequency | % |
|-----------|-----------|-------|
| Very easy | 59 | 2.5 |
| Easy | 889 | 38.4 |
| Hard | 914 | 39.5 |
| Very hard | 411 | 17.8 |
| NS/NR | 43 | 1.9 |
| Total | 2317 | 100.0 |





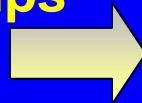
Innovative Management in Decentralized Context

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



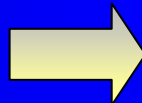
States and municipalities committed to managing program implementation

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



Federal, state and municipal governments vertically integrating income transfer program

➤ **Decentralized shared management**

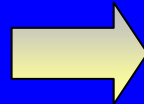


Municipalities implementing the program according to the Joint Management Agreements; implementation monitored and measured by Quality Indicators for Decentralized Implementation



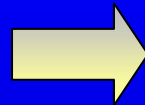
Innovative Management in Decentralized Context

➤ **Financial incentives
& cost sharing**



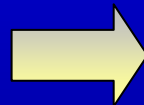
Transfer of Federal funds to States and Municipalities based on performance on Quality Indicators

➤ **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 |

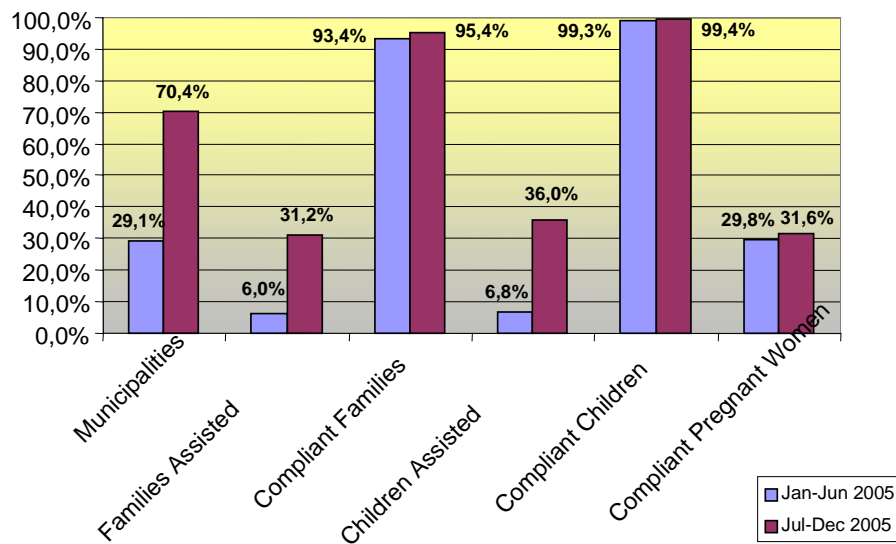


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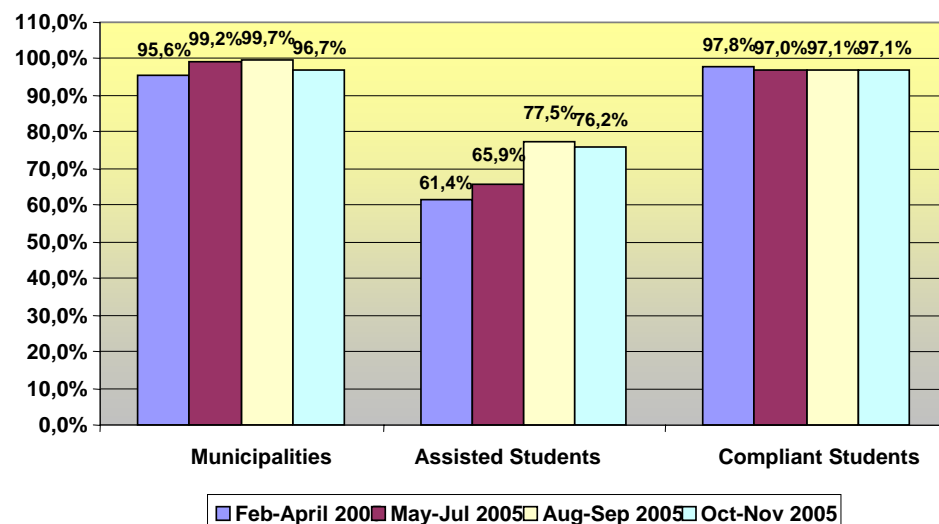
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Conditionalities

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?