

2. BRAZIL

❖ PROGRAM NAME: Bolsa Familia

Web Site: <http://www.mds.gov.br>

Year Started: 20/10/2003

Years in Operation: 2.5

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I- GENERAL INFORMATION:

<p>1- Background</p>	<p>Before the creation of Bolsa Família, the federal government had four big and national CCT programs, which targeted the same group of poor families. Besides, many state and local governments had their own CCT programs. The reforms that led to Bolsa Familia intended to promote both the horizontal integration of the previous programs (Bolsa Escola, Cartão Alimentação, Bolsa Alimentação e Auxílio-Gás) and a tighter complementarity with state and local programs.</p> <p>The objective was to overthrow inefficiencies and administrative overlappings as well as to improve the quality of public expenditure in social policies. Hence, the reforms managed to integrate programs in a better and single CCT program called Bolsa Familia (BFP).</p>
<p>2- Objectives:</p>	<p>BFP was launched as a program designed to fight against hunger and poverty, both in the short term (through the cash transfer) and in the long term (through the conditionalities, which aims at increasing human capital).</p>
<p>3- Target Population</p>	<ul style="list-style-type: none"> • The target population of BFP are poor and extremely poor families. • Extremely poor families are those who earn up to R\$60.00 (US\$ 30) as per capita monthly income. • Poor families are those whose per capita monthly income ranges from R\$60.01 to R\$120.00 (US\$ 30 to 60), located in all the municipalities of the country. • The estimated target population is about 11,1 million families.

4- Conditionality:	<ul style="list-style-type: none"> • Children (6 to 15 years old) - Enrollment and at least 85% school frequency; • Children (0 to 6 years old) - Vaccination and follow-up of children's nutritional development; • Pregnant women - Pre natal medical visits.
5- Covered population:	9 million families in April, 2006 (81% of target population; 19,5% of brazillian population).
6- Overall Budget:	R\$6.5 billion in 2005 (approximately US\$3.09 billion) 0.33% of GDP and 1.41% of government expenditure- year 2005.
7- Administrative Cost:	Administrative costs represent a share of 4% of the program budget.

II- BASIC OPERATIONS:

1- Targeting Mechanisms:	<p>Municipalities have the duty of registering all poor families in a single registry (Catastro Único). The federal government has performed consistency tests in the Single Registry data base and has also provided support for the municipalities so they can validate and keep the registry up to date. The beneficiaries are selected in an inpersonal way by an algorithm that uses information from the Single Registry Database.</p> <p>Social control councils (composed by at least 50% of civil society representatives) are stabilished in each municipality and perform an importante role by overlooking the list of beneficiaries.</p>
2- Transfer Size:	<p>There are two types of benefits:</p> <ol style="list-style-type: none"> (1) The basic benefit (R\$50, aprox. US\$25) is transferred to families whose total per capita monthly income is up to R\$60 aprox.US\$30 (extremely poor families); (2) The variable benefit is transferred both to extremely poor and poor families. <p>The extremely poor families receive the basic benefit (R\$50 aprox.US\$25) plus the number of variable benefits (R\$15 aprox.US\$ 7.5) equal to the number of children aged up to 15 years old, but they cannot receive more than three variable benefits.</p> <p>Poor families only receive the variable benefit (according to the number of children - up to three children).</p>

<p>3- Frequency of transfers:</p>	<p>The transfers are made monthly to all the beneficiary families of Bolsa Familia</p>
<p>4- Payment system:</p>	<p>Payment system is ruled by a Federal Bank (Caixa Econômica Federal). All the new beneficiaries receive an electronic benefit card used, every month, to get the transfer in cash. Thus, money is transferred directly from the Federal Government to beneficiaries through a network composed by bank agencies, lottery agencies and banking correspondents.</p>
<p>5- Monitoring Compliance:</p>	<ul style="list-style-type: none"> • Monitoring of conditionalities is executed by the sectoral ministries involved, that is: Education and Health. • Municipalities have the duty to monitor health conditionalities and transmit the data to the Ministry of Health through a system named SISVAN - Nutrition and Food Vigilance System - every six months. • School frequency data are informed to the Ministry of Education every two months through an electronic system. • The municipal manager of Bolsa Familia (usually someone from the Social Assistance Secretariat) must act together with the secretariats of health and education in order to fulfill his/her duties concerning the monitoring of conditionalities. • The Ministries of Health and Education then transmit all data to the Ministry of Social Development. Whenever this Ministry detects that a family has failed to carry out one of the conditionalities, a notification is sent to the family. After the second failure, the family's benefit will be blocked for thirty days. The benefit is cancelled only after five notifications of failure in order to allow public agents to visit the families and solve the compliance problem

III- MANAGEMENT FUNCTIONS:

<p>1- Monitoring Performance:</p>	<p>The main performance indicator starting to be used is the Index of Decentralized Management. It is calculated for all municipalities and it includes indicators on the quality of the Single Registry data, and on the monitoring of health and education conditionalities. Local governments with high indexes get extra resources from the Federal Government. In addition to this, the Ministry also has data bases related to local managers and social control councils, benefit management, etc. The creation of a single management information system is being planned.</p>
<p>2- Accountability:</p>	<p>There is a Public Network of Inspection, which involves the Ministry of Social Development, internal and external control institutions, as well as the state and Federal Prosecutor agencies. There is a constant flow of information between the ministry and the other institutions that belong to</p>

	<p>the Public Network of Inspection. Besides, all municipalities have formally created social control councils, whose members are both civil society and government representatives. The social control councils must monitor and inspect all the processes related to the program, as well as its targeting.</p>
<p>3- Complaints Resolution:</p>	<p>Local managers of the program are in charge of managing the payment of benefits as well as all the processes related to benefit management. Beneficiaries have also direct access to the Ministry through a toll free telephone service called Dial Fome Zero, which receives such grievances. In these cases, the Ministry either solves the problems related to its legal competence or demands the state and local governments involved to address the problem.</p>

IV- INSTITUTIONAL ARRANGEMENTS:

<p>1- Implementing Agencies:</p>	<ul style="list-style-type: none"> • There is a Council for Management of Bolsa Família (Conselho Gestor do Bolsa Família) at the federal level, composed of the ministries of Social Development and Hunger Eradication (MDS), Health, Education, Finance, Planning, Presidency (Casa Civil), and by the president of the federal bank responsible for the payment system (Caixa Economica Federal). This council is in charge of the guidelines for the implementation of the program. • MDS is responsible for the management of the program at the federal level, including its evaluation and the promotion of complementary programs to families. The ministries of Health and Education are responsible for monitoring conditionalities. • Caixa Economica Federal acts as the operator agent of the program. • State governments are responsible for supporting as well as training local governments concerning the program management, providing municipalities with physical infra-structure when necessary, and helping in the registering process of indigenous and other traditional people. • Local governments are responsible for managing the program, supplying health, education and complimentary services to beneficiary families.
<p>2- Improving the supply of social services:</p>	<p>MDS has sent Single Registry data to the ministries of Education, Labor, Energy and Human Rights so they can focus and target their programs on this vulnerable population.</p>
<p>3- Exit strategies:</p>	<p>The aim is to direct beneficiary families to complementary programs, especially those aimed to income generation, so they may gradually leave the program's poverty line.</p>

V- BEYOND HEALTH AND EDUCATION

1- Services to age group 0 to 5:	Mothers who participate of Bolsa Familia also participate of breastfeed and healthy nourishment programs, supplied by local governments.
2- Services for youth:	The Ministry of Education tries to focus some education programs on beneficiaries of Bolsa Familia, especially youth and adult literacy programs.
3- Services for adults:	Adults are benefited by youth and adult literacy programs, as well as by social assistance services, productive inclusion projects and other local programs, including employment and income generating programs, offered by municipalities.
4- Empowerment and social cohesion:	There is an agreement with the Secretariat of Human Rights in order to increase access of beneficiary families to ID cards. Besides, beneficiaries gain access to the bank system as they need to go to the bank to receive the benefit.
5- Services for special groups (indigenous, disabled, etc.):	MDS is developing strategies to include indigenous and other kinds of families who belong to traditional populations (such as quilombos originally resistance nuclei created by former slaves) and homeless people.

VI- IMPACT EVALUATION:

<p>There is an impact evaluation of Bolsa Familia program on food expenditures as well as food items purchased by benefited families. Besides, the study is expected to evaluate the anthropometrics status of children under 7 years of age, household expenditures on schooling, health and clothing, as well as other items of families' budgets. Given the conditionalities of the Bolsa Família program, the study also collects data regarding enrollment, attendance and health assistance. The questionnaire applied collected data on the socio-economic profile of the benefited families; this is a longitudinal study, whose first round was conducted in the end of 2005 and the second will be executed in the end of 2006.</p> <p>This evaluation adopts a quasi-experimental design, contrasting families receiving the benefit (treatment group) with families that do not (control group), in order to evaluate the evolution of the effect of the Bolsa Família program over time.</p> <p>The sample used is representative of the joint South and Southeast region, and the joint Northeast, Midwest and North regions, with the exclusion of the rural regions in the North. The sample covers 269 municipalities and approximately 15,000 families and is representative of the national population.</p>
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