

# How does Bolsa Familia Work?

## Best Practices in the Implementation of Conditional Cash Transfer Programs in Latin America and the Caribbean

Aline Gazola Hellmann

Social Protection and  
Health Division

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# How does Bolsa Familia work?

## Best Practices in the Implementation of Conditional Cash Transfer Programs in Latin America and the Caribbean

Aline Gazola Hellmann<sup>1</sup>

### Abstract

Bolsa Família (PBF) is a conditional cash transfer program (CCT) focused on health and education that has been implemented by the federal government of Brazil since 2003. The Ministry for Social Development and to Combat Hunger (MDS) is responsible for the program, defines the eligibility criteria and authorizes payments to families. Some of the principal characteristics of this program are its focus on families as beneficiaries (those with monthly per capita incomes lower than R\$154.00), variable benefits according to the family composition that prioritize children and adolescents, direct payment through a bank card, access to the program throughout a unified mechanism (Cadastro Único), shared management responsibilities with states and municipalities, and the administration of quotas by municipality using an estimate of poor families developed in partnership with the Brazilian Institute of Geography and Statistics (IBGE). In June 2015, PBF supported 13,827,369 families who on average received payments of R\$167.15. With a budget equivalent to 0.5% of the gross domestic product, PBF helped reduce the infant mortality rate caused by undernourishment and diarrhea by more than 50%. The program also increased the passing rate of students in secondary education from 75.7% to 79.7%. This document is part of a series of studies in several countries in Latin America and the Caribbean that aims to systematize knowledge about CCT operations.

**JEL Classification:** I38, N36

**Key words:** *Conditional Cash Transfer programs (CCT), Brazil, Bolsa Familia, eligibility, targeting, enrollment of beneficiaries, payment systems, financial inclusion, verification of conditions, recertification, registries of beneficiaries, information systems, monitoring, evaluation, inter-sectorial coordination*

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## List of Acronyms

BB	Basic Benefit ( <i>Benefício Básico</i> )
BV	Variable Benefit ( <i>Benefício Variável</i> )
BVJ	Variable Youth Benefit ( <i>Benefício Variável Jovem</i> )
Caixa	Federal Economic Fund ( <i>Caixa Econômica Federal</i> )
CGAF	Bureau for Monitoring and Auditing ( <i>Coordenação Geral Administração Finanças</i> )
CGU	Federal General Comptroller Office ( <i>Controladoria-Geral da União</i> )
CMAS	Municipal Social Assistance Council ( <i>Conselho Municipal de Assistência Social</i> )
CRAS	Social Assistance Referral Center ( <i>Centro de Referência de Assistência</i> )
CREAS	Specialized Social Assistance Referral Center ( <i>Centro de Referência Especializado de Assistência</i> )
FAO	Food and Agriculture Organization
FGTS	Time of Service Guarantee Fund ( <i>Fundo de Garantia do Tempo de Serviço</i> )
ICS	Social Monitoring Entities ( <i>Instâncias de Controle Social</i> )
IGD	Decentralized Management Index
IGDM	Municipal Decentralized Management Index
MDS	Ministry for Social Development and to Combat Hunger ( <i>Ministério do Desenvolvimento Social e Combate à Fome</i> )
MEC	Ministry of Education ( <i>Ministério da Educação</i> )
MS	Ministry of Health ( <i>Ministério da Saúde</i> )
NIS	Social Identification Number ( <i>Número de Identificação Social</i> )
PBF	Bolsa Família Program ( <i>Programa Bolsa Família</i> )
PIS	Social Integration Program ( <i>Programa de Integração Social</i> )
Planseq	Sectoral Plan for Professional Qualification of Bolsa Família Program Beneficiaries ( <i>Plano Setorial de Qualificação para Beneficiários do Programa Bolsa Família</i> )
Sagi	Secretariat for Evaluation and Information Management ( <i>Secretaria de Avaliação e Gestão da Informação</i> )
Senarc	National Secretariat for Citizen Incomes ( <i>Secretaria Nacional de Renda de Cidadania</i> )
Sibec	Citizens' Benefits Management System ( <i>Sistema de Benefícios ao Cidadão</i> )
Sicon	System for Bolsa Família Program Conditions ( <i>Sistema de Condicionalidades do Programa Bolsa Família</i> )
SIGPBF	Bolsa Família Management System ( <i>Sistema de Gestão do Programa Bolsa Família</i> )
SUAS	Single System for Social Assistance ( <i>Sistema Único de Assistência Social</i> )
TCU	Federal Accounting Tribunal ( <i>Tribunal de Contas da União</i> )

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## Introduction

Bolsa Família is a conditional cash transfer program for families living in poverty (monthly per capita income of between R\$ 77.01 and R\$ 154.00) and extreme poverty (monthly per capita income up to R\$ 77.00). The program has conditions for participating families in the areas of health and education. Bolsa Família was created by the federal government in 2003<sup>2</sup> to unify management and execution procedures to manage and implement various overlapping cash transfer activities with low coverage and many administrative limitations.<sup>3</sup> For this reason, during the first two years of the program (2003/2004) the difficulties were mainly operational and policy ones. It was thus necessary to implement a new program and at the same time administer what was inherited from the remaining program without causing any interruption in payments of benefits or financial losses for the beneficiary families (Cotta and Paiva, 2010, 61).

The period that followed, 2005/2006, was marked by efforts to complement and enhance the regulations of Bolsa Família, as evidenced by the publication of a large number of standards regarding the awarding and payment of benefits and the management of conditions. The period also saw the initiative led by the Ministry for Social Development and to Combat Hunger (MDS) to determine the quality of information of registries, followed by a major mobilization of the states and municipalities to update and expand those registries. Another important development was establishing bases for decentralized management of the program by defining the responsibilities of the federal entities and the obligation for formal adherence of the states and municipalities into Bolsa Família (Cotta and Paiva, 2010, 61).

During 2007/2008, the MDS established that “the awarding of the benefits of Bolsa Família is of a temporary nature and does not generate a required right, making it necessary to review the eligibility of families to receive these benefits every two years.”<sup>4</sup> It was also decided to expand the target population through the creation of the Variable Youth Benefit directed toward adolescents from 15 to 17 years old in beneficiary families.

The 2009/2010 period saw measures directed toward the consolidation of Bolsa Família, such as refining mechanisms to measure the size of the target population by incorporating methodologies to evaluate the income volatility of the most vulnerable population and to estimate poverty in given areas (Cotta and Paiva, 2010, 63). Such studies determined the basis for the expansion of coverage under Bolsa Família, with the incorporation of more than 1.6 million families. Also of note during this period was the creation of the Bolsa Família Management System (SIGPBF) and the approval of the Protocol for the Integrated Management of Benefits and Services,<sup>5</sup> which defines procedures for individualized social assistance for families participating in Bolsa Família. “The strategy for accompanying families is a framework for Bolsa Família and thus indicates various important developments: the integration between benefits and services and the delivery of social assistance, cooperation between the areas of assistance, health, and education, and the consolidation of a nonpunitive focus for the conditions for the program” (Cotta and Paiva, 2010, 64). This will be seen later in this report.

In 2011, Bolsa Família was integrated with the Brazil Without Poverty Plan (PBM),<sup>6</sup> which adds various programs to combat poverty organized along three axes: (1) an income

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<sup>2</sup> Created by Provisionary Measure No. 132 of 20 October 2003, later converted into law through Law No. 10.836 of 9 January 2004 and governed by Decree No. 5.209 of 17 September 2004.

<sup>3</sup> These are the National Program for Minimum Wages, linked to education (Bolsa Escola); the National Program for Access to Nutrition (PNAA); the Auxiliary Gas Program; and the Single Registry of the Federal Government (Cadastro Único).

<sup>4</sup> Article 21 of Decree 6.392 of 12 March 2008.

<sup>5</sup> [http://www.assistenciasocial.al.gov.br/sala-de-imprensa/arquivos/Protocolo\\_de\\_Gestaa3o\\_internet.pdf](http://www.assistenciasocial.al.gov.br/sala-de-imprensa/arquivos/Protocolo_de_Gestaa3o_internet.pdf)

<sup>6</sup> Created by the federal government by [Decree 7.492 of 2 June 2011](#). Objective: Move out of poverty even those Brazilians living in extreme poverty, including those who have been in Bolsa Família for 10 years. Goal: 16.2 million Brazilians. Time Period: Until 2014. One of the strategies to achieve the goal was Active Search, through which a team of professionals goes



guarantee; (2) access to public services (in the areas of education, health, social assistance, sanitation, and electricity/energy); and (3) productive inclusion. The program also increases the Bolsa Família budget and, with this, extends coverage to more families (Table 1). In December 2014, for example, Bolsa Família benefited 14 million families that received an average amount of R\$ 169.03. According to the MDS, more than R\$ 2 billion in benefits was transferred by the federal government to beneficiary families in that one month alone.

**Table 1. Trends in Numbers of Bolsa Família Beneficiary Families**

Year	Number of Families
2010	12.78 million
2011	13.35 million
2012	13.90 million
2013	14.09 million
2014	14.00 million

Source: Prepared by the author based on data from the “Social Data Report” tool.

The consolidation of Bolsa Família contributed to harmonizing the criteria for conditional transfer programs; access for families to social assistance services; the definition in public policies of a standard for the granting of benefits, a management model, and payments for other areas such as security, culture, and sports; and the creation of a paradigm for the registration of the population that is the target of public policies (the Cadastro Único) as well as a mechanism for beneficiaries to access public financial benefits (the Bolsa Família card) (Paes-Sousa, 2013). See Section K for more information on Bolsa Família evaluations.

In 2014, Bolsa Família was cited by the United Nations Food and Agriculture Organization (FAO) as one of the main strategies adopted by Brazil that resulted in overcoming hunger, thus allowing for Brazil to be taken off the world hunger map. In the same year, Brazil won the *Award for Outstanding Achievement in Social Security* given by the International Social Security Institute as a result of its innovative efforts under this program to reduce poverty.

### *Institutional Framework*

The National Secretariat for Citizen Incomes (Senarc) of the MDS is the entity responsible for Bolsa Família. Senarc has the responsibility to create standards to implement the program; define amounts for beneficiaries; establish the dialogue with municipalities; define and follow up with counterparts; stipulate goals and, in this way, propose Bolsa Família’s annual budget; determine contribution quotas per municipality (based on studies by Brazil’s National Institute for Geography and Statistics - IBGE); establish associations with the states and with other entities of the federal government; and monitor the program throughout its execution and evaluate it regularly.<sup>7</sup> Senarc also establishes the criteria for who receives benefits and how much they receive, puts together the questionnaire for the Federal Government Single Registry of Social Programs (CadÚnico, referred to in this report as the Cadastro Único),<sup>8</sup> and determines the criteria for the suspension or cutting off of benefits, among other definitions of operational parameters.

The Cadastro Único is a mechanism (survey) used to collect information on low-income families (that live on less than half the per capita minimum salary or three minimum salaries of total income). It is required that the Cadastro Único be used for all federal social programs directed toward the population living in the above-mentioned salary bands. Senarc is

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out to look for families that match the criteria for the target population in order to register them and incorporate them into the programs.

<sup>7</sup> Bolsa Família’s most robust evaluations, such as those carried out in 2005 and 2009, had the support of the Secretariat of Evaluation and Information Management as well as the MDS.

<sup>8</sup> Created by Decree No. 3.877 of 24 July 2001 and revoked by Decree No. 6.135 of 2007.

responsible for coordinating, monitoring, and supervising the establishment and execution of the Cadastro Único, as well as for evaluating the quality of its information and defining strategies to enhance it. Being enrolled in the Registry is therefore a requirement for anyone who wants to participate in Bolsa Família (Brazil, 2014a, 2014b).

The Federal Economic Fund (Caixa) is the agent-operator for the Cadastro Único, responsible for developing the Cadastro Único System; processing inscription data and assigning social identification numbers (NIS) to each person registered;<sup>9</sup> sending the registration documents to the municipalities; training managers and technicians in the operation of the Cadastro Único System; and providing operational advice to municipalities, among other tasks. Caixa is also responsible for generating the list of Bolsa Família beneficiaries (in accordance with criteria established by the MDS and taking into account the estimate established for Bolsa benefits for the municipality) and for managing payments (see Section C for more information). In addition, Caixa is responsible for the Benefits Management System (see Section j for more information) (Brazil, 2014a, 2014b).

The Ministry of Health (MS) is responsible for monitoring compliance with conditions in the area of health and sending that information to Senarc. Similarly, the Ministry of Education (MEC) is responsible for monitoring compliance with conditions in the area of education.

The implementation of Bolsa Família is carried out in a shared manner by the states, municipalities, and the Federal District, which participate in Bolsa Família voluntarily.

The municipality is responsible, among other things, for putting together the registry of the low-income population and for updating the Cadastro Único; managing the benefits and compliance with the conditions; coordinating between the municipality, the coordinating entities of the Bolsa Família states, and the MDS for complete implementation of the program; and coordinating relations between municipal secretariats for social assistance, health, and education.

The state is responsible for supporting municipal management of the conditions for Bolsa Família; systematizing and analyzing information; mobilizing the state network to make available information on educational assistance;<sup>10</sup> and helping in monitoring health and social assistance, among other areas. The MDS promotes the enhancement of decentralized management, sending financial resources to the federal entities. This transfer is conditioned on good performance in the management of Bolsa Família and the Cadastro Único (Brazil, 2014a).

Finally, the role of the Single System for Social Assistance (SUAS) should be noted.<sup>11</sup> “The SUAS offered much in terms of an institutional environment for implementation of the Cadastro Único at the local level (municipal), such as a direct interface with beneficiary families, through its public teams and equipment, especially in the Social Assistance Referral Centers (CRAS)” (Jaccoud, 2014, 642). In fact, it is mainly through the CRAS and the activities of its teams that the strategic actions of Bolsa Família are carried out: registering poor families and updating those registrations, monitoring individualized social assistance for families that are not in of compliance, and other activities.

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<sup>9</sup> The NIS is personal and nontransferable. The number is assigned in coordination with other governmental systems, such as the Social Integration Program (PIS).

<sup>10</sup> Generally in Brazil, pre-school education is the responsibility of the municipality, primary education is the responsibility of the state, and university education is the responsibility of the federal government Source: [Law No. 9.394 of 20 December 1996](#).

<sup>11</sup> The SUAS organizes social assistance activities into two types of social protection. The first is Basic Social Protection, directed toward the prevention of social and personal risks through programs, projects, services, and benefits to individuals and families in situations of social vulnerability, delivered through the CRAS. The second is Special Social Protection, directed toward families and individuals in at-risk situations whose rights have been violated through such circumstances as abandonment, mistreatment, sexual abuse, or drug use, among other things. These programs are delivered by the Special Social Assistance Referral Centers (CREAS) <http://www.mds.gov.br/assistenciasocial/suas>.

## I. Project Cycle

### a. Identification of beneficiaries (eligibility and targeting)

The eligibility criterion for Bolsa Família is per capita family income (the sum of all incomes of all members of the family divided by the number of members), as declared in the Cadastro Único. All families living in poverty (monthly per capita income of between R\$ 77.01 and R\$ 154.00) and extreme poverty (monthly per capita income up to R\$ 77.00) are eligible for Bolsa Família. The law that created Bolsa Família defined the family as “a nuclear unit, eventually expanded to include other individuals linked by kinship or affinity, that constitutes a domestic group living under the same roof and maintained by the contributions of its members.”

Bolsa Família is a program targeted to families living in poverty or extreme poverty in each municipality (it has no national base). An estimate of the number of families living in these situations was established for each municipality, calculated based on data from the Demographic Census and the National Household Survey, both conducted by the Brazilian Institute for Geography and Statistics (IBGE) (Table 2).<sup>12</sup>

**Table 2. Estimates of the numbers of low-income families (Cadastro Único Profile) and poor families (Bolsa Família profile) in Brazil, in the state of Rio Grande do Sul, and in the municipality of Porto Alegre, 2014**

	Brazil	State of Rio Grande do Sul	Municipality of Porto Alegre	Base year
Estimate of low-income families - Cadastro Único Profile*	20,094,955	776,569	75,958	2010
Estimate of poor and extremely poor families - Bolsa Família profile	13,738,415	461,062	45,580	2010

Note: \*For the Cadastro Único, families classified as low-income are families with monthly per capita income up to half the minimum wage or families with total monthly incomes equal to three minimum wage salaries.

Source: Prepared based on the Social Data Report tool, December 2014.

In this way, the number of families participating in Bolsa Família is limited by the estimation calculated by each municipality, with the national estimate based on the sum of all of the municipal estimates. The incomes of families in the program correspond to the following order: first, families considered to be a priority; second, families with lower per capital monthly income; and third, families with a larger number of children and adolescents up to 17 years old. Groups considered to be a priority by Bolsa Família are *quilombola* families (ethnic-racial groups, according to self-identification criteria, with a corresponding historical trajectory, living in specific territories, and with the presumption of black ancestors related to resistance against historical oppression); indigenous families; families living off recycling; families in which there is child labor; and families with members liberated from circumstances analogous to slave labor. These families must qualify like everyone else for eligibility based on the program’s income criteria, but they will receive the benefit even if the estimated number of beneficiaries for the municipality has been reached.

Incomes are self-declared by the person responsible for the family unit to the official handling the registration for the municipality. In the case of irregularities, Senarc<sup>13</sup> coordinates auditing activities, the objective of which is to clarify any fraudulent conduct by the public official responsible for the organization and maintenance of the Cadastro Único or by the beneficiary who improperly received benefits (Articles 14 and 14-A of Law No. 10.836 of 2004).

<sup>12</sup> These estimates can be viewed on the Social Data Report tool, available online at the MDS website:

<http://aplicacoes.mds.gov.br/saqi/Rlv3/geral/index.php?file=entrada&relatorio=153>.

<sup>13</sup> Through the Bureau for Monitoring and Auditing (CGAF) under the Operations Department (Deop) and also the municipal administrations through local management of Bolsa Família.

The poverty lines adopted by Bolsa Família when the program was established, which used the minimum wage prevailing at the time (R\$ 200.00) as a reference point, were as follows: a fourth of the minimum wage per capita for the extreme poverty line and half of the minimum wage per capita for the poverty line. There is no built-in period to readjust these poverty lines (that could be done by an act by the Executive Branch), and the readjustment is not linked to the minimum wage (Table 3). In practice, the lines are readjusted in accordance with the price index and, in this sense, have served as absolute poverty lines, that is, they refer to absolute minimums for subsistence and they do not evolve over time in tandem with the economic development of the society (Cotta and Paiva, 2010, p. 79).

**Table 3. Trends in the Bolsa Família poverty and extreme poverty lines since the program was established**

	January 2004	April 2006	April 2009	July 2009	April 2014
Legislation	<a href="#">Law No. 10.836</a>	<a href="#">Decree 5.749</a>	<a href="#">Decree 6.824</a>	<a href="#">Decree 6.917</a>	<a href="#">Decree 8.232</a>
Extreme poverty	Up to R\$ 50.00	Up to R\$ 60.00	Up to R\$ 69.00	Up to R\$70.00	Up to R\$77.00
Poverty	From R\$ 50.00 to R\$ 100.00	From R\$ 60.00 to R\$ 120.00	From R\$ 69.00 to R\$ 137.00	From R\$ 70.00 to R\$ 140.00	From R\$ 77.00 to R\$154.00

Source: Prepared by the author based on the legislation.

Qualification and selection for benefits and the granting of benefits is carried out in an automated and impersonal manner by the Benefits Management System, administered by the operating agent for Bolsa Família (Caixa) based on the criteria established by the MDS.

## **b. Enrollment of beneficiaries**

To become a Bolsa Família beneficiary, a family must comply with income criteria and be enrolled in the Cadastro Único. Families provide the information required during an interview with a registration official. The registration process is free and ongoing. It is the responsibility of the municipality and is carried out in three stages.

The first stage, the identification and localization of the families, can proceed in two ways. The first possibility is for the family to come to the municipality to register. The municipality decides how many (fixed or mobile) locations to have to register families and where to locate those registration posts. The second possibility is for the municipality to conduct an Active Search, or use secondary data such as the Demographic Census, to estimate the number and geographic concentration of low-income families, with special attention to those families living in extreme poverty. After this information is assembled, social workers and registrars visit the homes to register these families. As of September 2014, 77% of registrations were made without a home visit and 6.1% with a home visit; 16.9% of registrations did not contain information on how the registration was carried out.<sup>14</sup>

The second stage consists of conducting interviews and obtaining information (completing the form for Cadastro Único, which is the Federal Government Single Registry of Social Programs). The interview is conducted by an official<sup>15</sup> who asks questions and completes the registration (a paper form) in accordance with the responses provided by the responsible member of the family. That person should be at least 16 years of age and preferably be a

<sup>14</sup> Data from Cadastro Único V7, September 2014.

<sup>15</sup> The interviewer should be capable of completing the registration. To provide support, Bolsa Família produced the *Interviewer Manual*, which details step by step how to conduct the interviews.

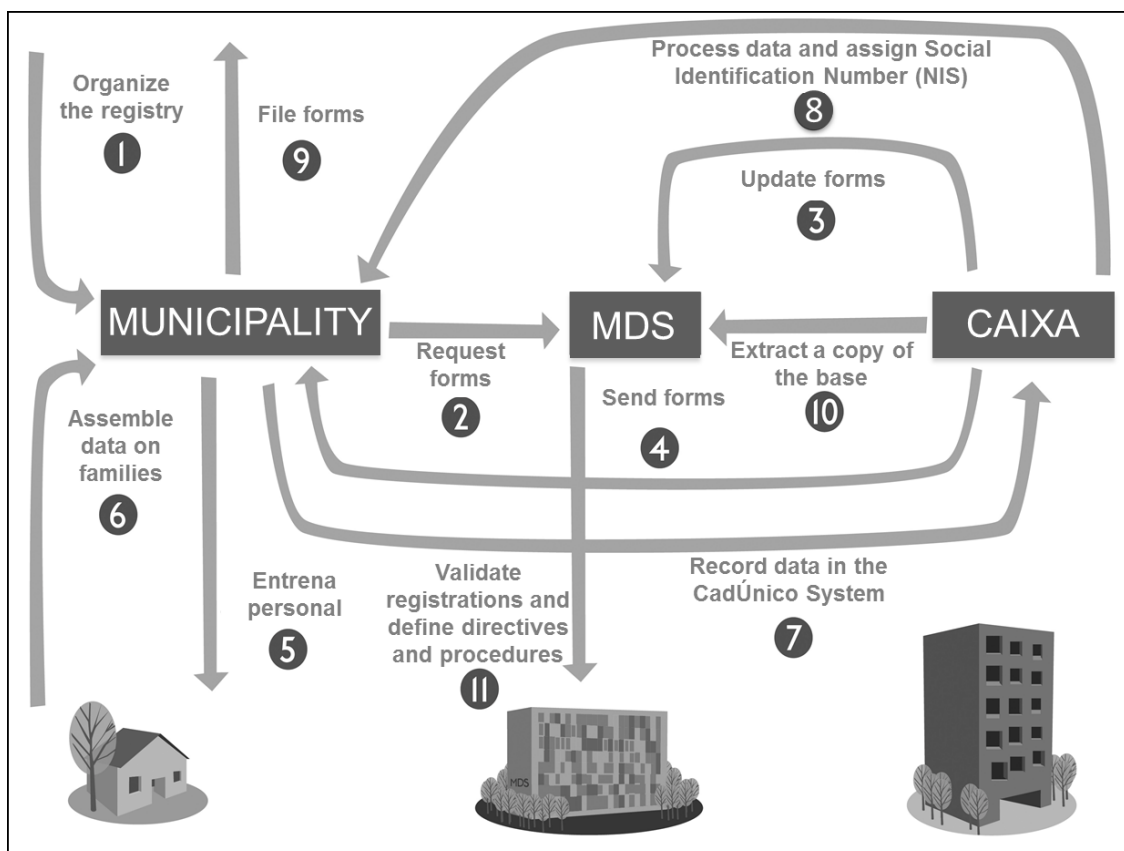
woman. The information provided by the responsible member of the family is self-declared, and it is up to the interviewer whether to accept it. The responsible member of the family is advised of his or her responsibility to provide true statements under penalty of losing the right to be eligible for government programs.

The form is made up of two parts. The first part refers to the characteristics of the family and the home in which it resides, such as the composition of the family; address and characteristics of the residence; access to public water, sanitation, and electricity services; monthly expenses; belonging to traditional or other specific groups; and links with social programs, among others. The second part refers to the characteristics of each member of the family: schooling, labor market situation, needs, civil documentation, and income, among others things.

The third stage is the digitalization of the information gathered in the Cadastro Único System. The registration is only complete when the information gathered is entered into the system by the municipality. At the moment when the information is entered into the system, each member of the family receives and Social Identification Number (NIS) that is generated automatically.

It is the responsibility of the municipality to periodically update data on the registered families (every 24 months), as well as to verify if there are any inconsistencies. In this way, recertification is a condition for continuing payments of benefits. Figure 1 presents a flowchart of the registration process.

**Figure 1. Registration flowchart for Bolsa Família**



Source: Senarc/MDS.

### c. Payments

#### *Types and amounts of Bolsa Família benefits*

The monthly amount that Bolsa Família beneficiaries receive is comprised of four components. Eligibility for each of these benefits depends on the composition and income of the family.

The Basic Benefit (BB) (R\$ 77.00) is exclusively for families in extreme poverty. This benefit depends on the composition of the family. Families living in poverty (as opposed to extreme poverty) do not receive this benefit.

The Variable Benefit (BV) (R\$ 35.00) is for families in poverty and extreme poverty whose composition includes women who are pregnant or lactating and/or children and adolescents up to 15 years of age. Each family can receive up to five of these benefits.

The Variable Youth Benefit (BVJ) (R\$ 42.00) is for families in poverty and extreme poverty whose composition includes youths 16-17 years of age. Each family can receive two such benefits. The family of an adolescent beneficiary continues to regularly receive the payment benefit until the month of December of the year when the adolescent will turn 18.

Table 4 presents the possible payment benefit configurations for families living in poverty and extreme poverty.

**Table 4. Possible configurations of benefit payments (*in R\$*)**

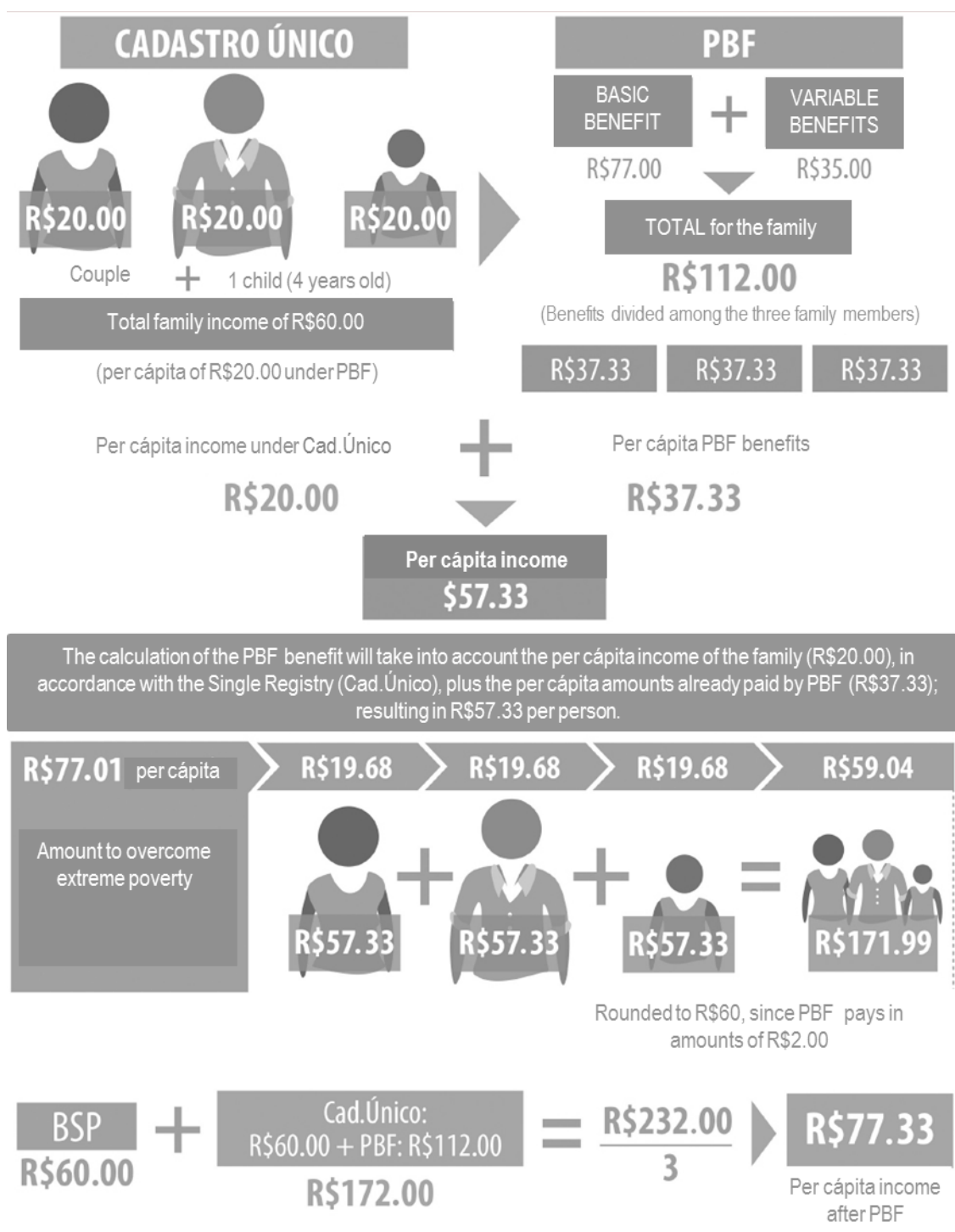
Number of pregnant women, lactating mothers, and children and adolescents up to 15 years of age	Youths 16 and 17 years old	Type of benefit	Value of the benefit for families in EXTREME POVERTY	Value of the benefit for families living in POVERTY (calculated without the Basic Benefit, which is paid only to those in extreme poverty)
0	0	BB	77.00	-
1	0	BB + 1 BV	112.00	35.00
2	0	BB + 2 BV	147.00	70.00
3	0	BB + 3 BV	182.00	105.00
4	0	BB + 4 BV	217.00	140.00
5	0	BB + 5 BV	252.00	175.00
0	1	BB + 1 BVJ	119.00	42.00
1	1	BB + 1 BV + 1 BVJ	154.00	77.00
2	1	BB + 2 BV + 1 BVJ	189.00	112.00
3	1	BB + 3 BV + 1 BVJ	224.00	147.00
4	1	BB + 4 BV + 1 BVJ	259.00	182.00
5	1	BB + 5 BV + 1 BVJ	294.00	217.00
0	2	BB + 2 BVJ	161.00	84.00
1	2	BB + 1 BV + 2 BVJ	196.00	119.00
2	2	BB + 2 BV + 2 BVJ	231.00	154.00
3	2	BB + 3 BV + 2 BVJ	266.00	189.00
4	2	BB + 4 BV + 2 BVJ	301.00	224.00
5	2	BB + 5 BV + 2 BVJ	336.00	259.00

Source: Adapted from the Bolsa Família Management Manual (Brazil, 2014a).



Finally, the Benefit to Overcome Extreme Poverty (BSP) is directed toward families that, even though receiving the other benefits related to family composition, have incomes that do not exceed the extreme poverty line. The BSP is calculated on a case-by-case basis. For example, in a family comprised of a couple and a four-year old child, per capita incomes are R\$ 20.00; that is, family incomes total R\$ 60.00, which is under the extreme poverty line (R\$ 77.00). This being the case, the value of the benefit will be that which is necessary for the per capita family incomes to reach the minimum established by Bolsa Família, which is R\$ 172.00, as shown in Figure 2.

**Figure 2. Calculation of the benefits of Bolsa Família**



Source: Bolsa Família Management Manual (Brazil, 2014a, 69).

### Payment of benefits

Benefits are paid monthly during the last 10 working days of each month, following the national calendar (Table 5) and determined by the last digit of the NIS of the responsible family member whose name is on the Bolsa Família card. The card has 13 digits; however, only the first 11 digits correspond to the NIS.

The benefit can be accessed at Caixa offices, lottery offices, authorized bank branches, automatic teller machines, and post offices. It needs to be picked up within 90 days, otherwise it will be returned by Caixa to the MDS (Brazil, 2010c).

**Table 5. Calendar of Bolsa Família payments, 2015**

Month/Day	NIS expired in:									
	1	2	3	4	5	6	7	8	9	0
January	19	20	21	22	23	26	27	28	29	30
February	12	13	18	19	20	23	24	25	26	27
March	18	19	20	23	24	25	26	27	30	31
April	16	17	20	22	23	24	27	28	29	30
May	18	19	20	21	22	25	26	27	28	29
June	17	18	19	22	23	24	25	26	29	30
July	20	21	22	23	24	27	28	29	30	31
August	18	19	20	21	24	25	26	27	28	31
September	17	18	21	22	23	24	25	28	29	30
October	19	20	21	22	23	26	27	28	29	30
November	17	18	19	20	23	24	25	26	27	30
December	10	11	14	15	16	17	18	21	22	23

Source: Caixa website <http://www1.caixa.gov.br/app/Calendario/calendario.html>.

The list of families that will receive the benefit, the payment of the benefits, and the administration of the Benefits Management System<sup>16</sup> is handled by Caixa based on the criteria established by the MDS. The payment page identifies the beneficiaries and the types and amounts of benefits that will be paid each month.

The period for the delivery of the cards is 30 to 45 days after the family has been included in the list of beneficiaries. If it is not possible to use magnetic cards, beneficiaries can access the benefit at any Caixa office by presenting any of the following documents: identity card, driver's license, work and social security card or professional registration card, birth certificate, or marriage certificate.

The cards are sent without the electronic password. To register a password, beneficiaries need to go to a Caixa office with the corresponding receipt and photo identification. Families will be able to receive benefits at all locations authorized by Caixa only after they have activated the card, with is done by registering an individual password. If the card is not activated, benefits can only be picked up at Caixa offices. In cases where there are no offices in the locality where the beneficiary resides, the beneficiary must go to the nearest municipality to activate the card. If the beneficiary is temporarily unable to pick up the

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<sup>16</sup> The Benefits Management System gives municipal managers the autonomy to block, unblock, cancel, or undo cancellations of benefits.



benefits, the municipal manager can issue permission for a third party to do so upon presentation of proper identification (Brazil, 2014a).

In medium-size and large municipalities, the card is sent by mail directly to the person responsible for the family unit at the family residence as declared in the Cadastro Único. The postal service will make three attempts at delivery. If it is not possible to deliver the card, it is returned to the Caixa office closest to the address of the beneficiary. In municipalities that do not have home mail delivery, the postal service will hold the card at the local postal office for the person responsible for the family unit. After 20 days, cards that are not picked up will be sent to the Caixa office associated with the beneficiary's municipality. With the card, the beneficiary receives the Responsibility Agreement<sup>17</sup> along with important information about the Bolsa Família Program (how it functions, the responsibility of the families, and how to contact the MDS and Caixa).

The municipal managers of Bolsa Família can devise alternatives, in cooperation with Caixa, for the delivery of beneficiary cards not picked up at the post office, such as by making home visits to advise people that their card has arrived; helping schools notify parents of the arrival of the card; helping community health agents deliver notices of the arrival of the cards; notifying people through the use of posters in public places; and using mass media such as newspaper, radio, and vehicles equipped with loudspeakers. The local Bolsa Família manager can also organize events specifically for the delivery of cards whenever there are more than 50 in need of delivery (Brazil, 2014a).

In localities that do not have payment channels, Caixa sends a representative or a mobile team on a regular basis in coordination with the municipal manager; puts in place a payment channel in a neighboring municipality within 30 kilometers; or coordinates other measures with the municipal Bolsa Família manager.

**Figure 3. Bolsa Família Bank Card**



Source: MDS.

**Figure 4. Bolsa Família Social Card**



Source: MDS.

The Bolsa Família Banking Inclusion for Beneficiaries Project was launched in October 2009 to enable beneficiaries to open a simplified bank account in Caixa called a “Caixa Easy Account.” This mechanism was developed specifically for persons who make a limited number of financial transactions, as is the case with Bolsa Família users. Beneficiaries receive the benefit directly into the account and can make several withdrawals, on dates of their choosing, with a limit of four withdrawals per month, but without receiving a check stub. The card also allows for accessing financial services such as microcredit, savings, and insurance. The account is also exempt from banking fees and can be opened on the spot.

<sup>17</sup> The Responsibility Agreement is prepared by Caixa, but it makes little reference to the use of the card. The beneficiary needs to sign the agreement and give it to the Caixa office when he or she goes to activate the card. There is no penalty if the agreement is not signed and returned.

Beneficiaries not interested in opening a Caixa Easy Account (Figure 3) continue accessing their benefits with the Bolsa Família card, also known as the Social Card (Figure 4).

The beneficiary who opens a Caixa Easy Account can keep the Social Card, since the Bolsa Família card has the beneficiary's NIS on it and can be used for interactions with other government programs (unemployment insurance, salary allowances, withdrawals from the FGTS,<sup>18</sup> and balances and withdrawals from the PIS)<sup>19</sup> as well as for withdrawing the benefit from the Caixa Easy Account. Table 6 shows the differences between accessing the payment using the Social Card versus accessing the payment using the Caixa Easy Account.

**Table 6. Differences between the Bolsa Família cards (or Social Card) and the Caixa Easy Account**

Ítem	Bolsa Família Social Card (Social Account)	Bolsa Família Bank Card (Caixa Easy Account)
Steps to obtain the card	Issued automatically when the beneficiary enters the program.	Issued for Bolsa Família beneficiaries who have voluntarily chosen to receive program benefits directly in the Caixa Easy Account.
Receipt of the card	Mainly by mail or picked up at Caixa offices.	
Activation of the card and registering the password	Six-digit password set up by the beneficiary in a Caixa office or lottery office after having received the card.	Four-digit password set up when opening the account.
Obtaining benefit payments	The full benefit is withdrawn at one time.	Can be withdrawn in full or in partial amounts. Up to four withdrawals monthly without generating a bank charge.
Period during which benefit must be picked up	Benefit must be picked up within 90 days. After this period, benefits not picked up are returned to the public treasury.	No time limit for picking up benefits.
Activities in the administration of benefits	Benefit is subject to the rules of Bolsa Família's benefit management (cancellation, blocking, and suspension)	
Payment calendar	The deposit of the monthly payment is made on the same date as scheduled in the Bolsa Família payment calendar.	
Amount of the benefits	The amount and composition of the Bolsa Família benefits continue to be the same.	

Source: MDS.

After the benefit is withdrawn, a payment receipt is automatically generated (Figure 5). The receipt has two functions: (1) proof of payment, and (2) to serve as an instrument of communication between Senarc and program beneficiaries by way of messages printed on the receipt. The messages can address various topics such as providing information about the status of the family's benefit or the need to update data in the Registry.

<sup>18</sup> The Time of Service Guarantee Fund (FGTS) was created by the federal government in 1966 to protect workers dismissed without cause. At the beginning of each month, employers deposit – in accounts linked to the work contract and opened in Caixa – an amount corresponding to 8% of the salary of each employee. The sum is delivered to the worker when the worker's employment is terminated. <http://www.caixa.gov.br/beneficios-trabajador/fgts/Paginas/default.aspx>.

<sup>19</sup> The Social Integration Program (PIS) is a salary allowance managed by the Ministry of Finance but it is only available in special situations.

**Figure 5. Extract from a Bolsa Família receipt**



Message on the receipt: “You need to update your registration before 19 September to maintain your Bolsa Família benefit. Please contact the agency responsible for Bolsa Família in your city to update your registration. Do not leave this until the last minute. Bring the documents for your entire family as well as an electricity bill, if you have one. If you have any questions call 08007072003; Reason – Revision of Registration with 2014 data.”

Source: MDS.

The bank reconciliation is simply the verification of the bank accounts with internal financial controls. In this way Senarc, through information updated by Caixa, supervises the payment of the Bolsa Família benefit on a monthly basis. The follow-up to this information allows for monitoring the access of families to the benefit and establishes actions needed to minimize any factors that might complicate effective payment, such as the stock of a large number of undelivered cards in the municipality.

**d. Verification of conditions<sup>20</sup>**

The Bolsa Família Program has conditions that must be met in the areas of education and health (Table 7).

**Table 7. Conditions of the Bolsa Família Program**

Área	Commitments/Conditions	Public Affected
Health	Verification of calendars for vaccinations and growth and development of children.	Children under 7 years of age.
	Prenatal care for pregnant women and lactating mothers.	Women who are pregnant or lactating.
Education	School enrollment and minimum monthly attendance of 85%.	All children and adolescents between 6 and 15 years old.
	School enrollment and minimum monthly attendance of 75%.	Adolescents ages 16 and 17 who receive the BVJ benefit.

Source: Brazil (2014a).

The Brazilian vaccination calendar has more than 11 vaccinations for children up to 7 years of age. To monitor their development, children need to have medical consultations in the first week of life and then in the 1st, 2nd, 4th, 6th, 9th, 12th, 18th, and 24th months. All of the consultations are set up during the first appointment. After the second year, children need one consultation annually. In addition to these conditions, Bolsa Família recommends

<sup>20</sup> The MDS refers to the process of verifying conditions as management of conditions. Similarly, the term assistance refers to the monitoring of compliance with those conditions.

participation in educational activities offered by health teams regarding breastfeeding and the promotion of nutrition.

It is the responsibility of the MDS to select from among the beneficiary families those that have a profile that requires monitoring compliance with the conditions. This selection is conducted using information from the Cadastro Único System, and is subsequently sent to the MEC and MS with the aim of facilitating monitoring in the respective areas in the municipalities. The municipalities and the Federal District, as a result of their proximity to the population associated with Bolsa Família, are responsible for more operational activities related to the management of conditions, such as recording compliance, developing actions to locate families, and carrying out home visits and social assistance work with program beneficiaries. Table 8 shows the total number of families with profiles that require monitoring compliance with conditions in the areas of health and education, along with the actual carrying out of that assistance in 2014.

**Table 8. Monitoring of families' compliance with conditions**

Families in need of monitoring of compliance with conditions	Total	Month/Year
Families with children from 6-15 years old with conditions for education	13,969,843	September 2014
Families with adolescents 16 and 17 years old with conditions for education	3,178,627	September 2014
Families with children up to 7 years old and women from 14 to 44 years old with conditions for health	12,084,288	June 2014
Results of monitoring of compliance with conditions	Total	Month/Year
Families with children from 6-15 years old with conditions for education that are monitored	12,621,448	September 2014
Families with adolescents 16 and 17 years old with conditions for education that are monitored	2,482,435	September 2014
Families with children 6-15 years old with school attendance above the required 85%	12,145,576	September 2014
Families with children 6-15 years old with school attendance below the required 85%	475,872	September 2014
Families with adolescents 16 and 17 years old with school attendance above the required 85%	2,287,997	September 2014
Families with adolescents 16 and 17 years old with school attendance below the required 85%	194,438	September 2014
Families without information about the schooling of children 6-15 years old	1,348,395	September 2014
Families without information about the schooling of adolescents 16 and 17 years old	696,192	September 2014
Families with conditions for health that are monitored	8,860,677	June 2014
Pregnant women with conditions for health that are monitored	209,239	June 2014
Pregnant women with up-to-date prenatal care	206,331	June 2014
Children with conditions for health that are monitored	5,314,975	June 2014
Children with up-to-date vaccinations	5,243,765	June 2014
Children with information about nutrition	4,530,903	June 2014

Note: It can be seen that there are more families assisted in education than in health. This is explained by the difference in the manner in which each of the ministries carries out and organizes the collection of information in its system and forwards that information to the MDS.

Source: Prepared by the author based on the Social Data Report tool.

Management of the conditions includes four activities and procedures. First, the MDS identifies the families that need monitoring of compliance with the conditions (those with children, pregnant women, etc.), using information from the Cadastro Único. The municipalities and states then collect and record that information in systems placed at the disposition of the Ministries of Education and Health. The third step is the application of the measures provided in the legislation. Finally, the MDS conducts an analysis and systematically organizes the information on the monitoring of compliance of Bolsa Família beneficiary families in order to provide monitoring by other public policies to reduce the vulnerability of those families.

Following the identification of families with profiles for monitoring, the management of conditions includes the following periods and actions: (1) period of monitoring; (2) period of registration; (3) sanctions for noncompliance with conditions; (4) appeals; (5) family monitoring; and 6) temporary interruption as a consequence of noncompliance with conditions (Brazil, 2012a).

The monitoring period is the set of reference months for monitoring compliance with the conditions. In the area of health, there are two monitoring periods, each one consisting of two semesters. In the area of education, there are five monitoring periods made up of five terms, excluding the months of December and January, which are periods of school vacation when there is no school attendance (Brazil, 2014a).

The registration period is the set of days when the registration systems are made available by the MEC and the MS for entering data from municipalities on the monitoring of conditions.

**Table 9. Period of monitoring and registration of Bolsa Família conditions**

Area	Registry System	Assistance period	Registration period	Month of sanction
Education	Attendance system (MEC) <a href="http://frequenciaescolarBolsaFamilia.mec.gov.br">http://frequenciaescolarBolsaFamilia.mec.gov.br</a>	February and March	April	May
		April and May	June	July
		June and July	August	September
		August and September	October	November
		October and November	December	March
Health	Management System for the Bolsa Família Program in Health <a href="http://bolsafamilia.datasus.gov.br">http://bolsafamilia.datasus.gov.br</a>	January to June	February to June	September
		July to December	August to December	March

Source: Brazil (2014a).

The identification of families in noncompliance with conditions is carried out by the MDS, which then initiates the sanctions related to that noncompliance. Sanctions refer to the gradual application of consequences that can eventually lead to cancellation of the benefit. The process takes place in odd-numbered months, except January, taking into account the most recent results of monitoring of conditions related to health and education (Table 9).

There are four consequences of noncompliance with conditions that progressively become more severe: (1) notification, (2) blockage, (3) suspension, and (4) cancellation (Brazil, 2014a). Upon initial noncompliance with conditions, the family receives a notice but there are no sanctions in terms of the benefits paid to the family (Brazil, 2014a). That notification remains in the family's compliance with conditions records during six months. If after those

six months the family has a new episode of noncompliance, the family receives a new notice. On the other hand, if the family has another episode during the six months following receipt of the notice, the family is blocked. In this case, the payment of benefits is blocked for 30 days, but that payment can be picked up with the next month's payment.

If during the six-month period following the blockage the family has another episode of noncompliance, the consequence will be suspension. If the family continues to not comply during the six-month period following the last suspension, it will receive a new and then subsequent suspensions, that is, the suspension will be repeated. If the family goes six months in compliance with the conditions and then following this period has another episode of noncompliance, it will receive a new notification. The number of repeated suspensions of the family will be monitored by the System for Bolsa Família Program Conditions (Sicon) and interpreted as an index of the family's situation in terms of its vulnerability, requiring social assistance actions (Brazil, 2014a).

The benefit can only be cancelled if the family is in the suspension phase (the six-month period following the last suspension); if there has been monitoring by social assistance services, with a record in the Sicon; and if the conditions of noncompliance continued for longer than a 12-month period, counting as of the date that coincides with the record of the previous actions.

In practice, more recently, the MDS has looked to strengthen family monitoring (also known as social assistance or general monitoring) prior to blocking, suspending, or cancelling benefits. Family monitoring refers to individualized social assistance provided by local public authorities to families that are socially vulnerable, and especially those that are in noncompliance with conditions. The objective is to understand why the family is not complying and help them improve the situation. To ensure the reception of benefits during such a monitoring period, professionals responsible for the family monitoring need to interrupt Sicon's sanctioning of benefits for noncompliance with conditions (notification, blockage, suspension, cancellation) by activating what is known as Temporary Interruption of the Effects of Noncompliance with Conditions. This temporary interruption lasts six months and represents a period during which the progressive sanctions for noncompliance are not applied, that is, the family continues to receive the benefit. This period can be extended as determined by the teams responsible for family monitoring (WWP, 2014).

Families are notified of sanctions for noncompliance by mail from Senarc and/or through messages on the payment receipts for the benefit payment (Table 10). The list of families in noncompliance can be obtained from Sicon by way of the "Search for Advanced Noncompliance." Using this tool, the municipal manager can arrange for monitoring of families considered to be in a situation of serious vulnerability and/or social risk (Brazil, 2014a).



**Table 10. Messages on the receipts of benefit payments**

Message	Information for beneficiary
<p>ATTENTION – IMPORTANT MESSAGE –            YOU NEED TO UPDATE YOUR REGISTRATION BEFORE 12 DECEMBER TO MAINTAIN YOUR BOLSA FAMÍLIA BENEFIT. CONTACT THE BOLSA FAMÍLIA REPRESENTATIVE IN YOUR CITY TO UPDATE YOUR REGISTRATION. GO BEFORE 12 DECEMBER. DO NOT WAIT UNTIL THE LAST MINUTE. BRING DOCUMENTS FOR YOUR ENTIRE FAMILY AND AN ELECTRICITY BILL IF YOU HAVE ONE.            IF YOU HAVE ANY QUESTIONS CALL 08007072003            NOTICE – REVISIÓN OF REGISTRATION OF DATA 2014 –</p>	<p>As a result of the Revision of the Registry, this message calls on beneficiaries to update their registrations because they have been out of date for more than two years. They should go see the Bolsa Família representative with all family documents and update their registration before 16 January (period extended).</p>
<p>ATTENTION – IMPORTANT MESSAGE –            YOU NEED TO UPDATE YOUR REGISTRATION TO MAINTAIN YOUR BOLSA FAMÍLIA BENEFIT. CONTACT THE BOLSA FAMÍLIA REPRESENTATIVE IN YOUR CITY TO UPDATE YOUR REGISTRATION. DO NOT WAIT UNTIL THE LAST MINUTE. BRING DOCUMENTS FOR YOUR ENTIRE FAMILY AND AN ELECTRICITY BILL IF YOU HAVE ONE.            IF YOU HAVE ANY QUESTIONS CALL 08007072003            NOTICE – REVISIÓN OF REGISTRATION OF DATA 2014 –</p>	<p>As a result of the Revision of the Registry, this message reinforces the notice to update their registrations because they have been out of date for more than two years. They should go see the Bolsa Família representative with all family documents and update their registration before 16 January (period extended).</p>
<p>ATTENTION – IMPORTANT MESSAGE –            YOU NEED TO UPDATE YOUR REGISTRATION TO MAINTAIN YOUR BOLSA FAMÍLIA BENEFIT. CONTACT THE BOLSA FAMÍLIA REPRESENTATIVE IN YOUR CITY TO UPDATE YOUR REGISTRATION. DO NOT WAIT UNTIL THE LAST MINUTE. BRING DOCUMENTS FOR YOUR ENTIRE FAMILY AND AN ELECTRICITY BILL IF YOU HAVE ONE.            IF YOU HAVE ANY QUESTIONS CALL 08007072003            NOTICE – REVISIÓN OF REGISTRATION OF DATA 2014 –</p>	<p>As a result of the Revision of the Registry, this message is to alert beneficiaries that they need to update their registrations in order to prevent being BLOCKED from accessing their benefits.</p>
<p>YOU HAVE NOT UPDATED YOUR REGISTRATION.            ATTENTION – IMPORTANT MESSAGE –            TO ACCESS YOUR BOLSA FAMÍLIA BENEFIT YOU MUST CONTACT THE BOLSA FAMÍLIA REPRESENTATIVE IN YOUR CITY TO URGENTLY UPDATE YOUR REGISTRATION. GO BEFORE 20 MARCH. DO NOT WAIT UNTIL THE LAST MINUTE. BRING DOCUMENTS FOR YOUR ENTIRE FAMILY AND AN ELECTRICITY BILL IF YOU HAVE ONE.            IF YOU HAVE ANY QUESTIONS CALL 08007072003            NOTICE – REVISIÓN OF REGISTRATION OF DATA 2014 –</p>	<p>This message communicates the BLOCKAGE of benefits to families that did not update their registration during the period. They need to go see the Bolsa Família representative before 20 March with all documents for their families and update the registration in order to avoid CANCELLATION.</p>
<p>ATTENTION            YOUR BENEFIT WAS CANCELLED BECAUSE YOU DID NOT UPDATE YOUR REGISTRATION OR BECAUSE YOUR FAMILY HAS INCOMES ABOVE THE AMOUNT ALLOWED TO RECEIVE THE BOLSA FAMÍLIA BENEFIT. IF YOU HAVE STILL NOT UPDATED YOUR REGISTRATION GO TO THE BOLSA FAMÍLIA REPRESENTATIVE IN YOUR CITY. BRING DOCUMENTS FOR YOUR ENTIRE FAMILY AND AN ELECTRICITY BILL IF YOU HAVE ONE.            IF YOU HAVE ANY QUESTIONS CALL 08007072003            NOTICE – REVISIÓN OF REGISTRATION OF DATA 2014 –</p>	<p>This message communicates the CANCELLATION of benefits to families that: (1) in updating their information, no longer have a profile to receive Bolsa Família benefits; or (2) did not update their registration before 20 March 2015. The families in this latter category should go see the Bolsa Família representative with all of the documents for their family and update their registration within a maximum period of 180 days from the date of cancellation.</p>

Source: Interviews with the MDS; see <http://www.mds.gov.br/falemds/perguntas-frequentes/bolsa-familia/Registro-unico/gestor/revisao-cadastral>.

Families that have been sanctioned in some way as a consequence of noncompliance can appeal in the following cases: (1) they complied with the conditions but there were mistakes in the registration; or (2) they did not comply with the conditions for a justifiable reason according to the education monitoring and there were mistakes or errors in the registration as a result of a lack of monitoring. Examples of justifiable reasons include absence as a result of the student being sick; illness or death in the family; education/care services unavailable (lack of schools); circumstances that impede getting to school; lack of educational services/care for persons with special needs; end of secondary education;

school suspension; use of semi-distance learning for youth and adults;<sup>21</sup> circumstances in the community that impede the school from enrolling students.

The Bolsa Família municipal manager records, evaluates, and decides on appeals. If the manager accepts the appeal in the Sicon within the period, then the last sanction in the family history of noncompliance is automatically annulled. In this way it is possible to unblock a blocked account or reverse the suspension or cancellation of a family. The municipal manager can also do the unblocking or reversal directly in the Benefits Management System in order to accelerate release of the benefit. The period for the filing and evaluation of appeals in Sicon is up to the last working day of the month following the sanction (Brazil, 2014a).<sup>22</sup>

### Process for monitoring conditions for health

After accessing the list of beneficiaries in the Bolsa Família Management System for Health, municipalities initiate the process of monitoring and recording compliance with the conditions. The municipal administration sends the Bolsa Família Monitoring Maps to the Basic Health Units (Figure 6). The maps contain the records of compliance with the vaccination calendar, attendance at prenatal check-ups in the case of pregnant women, and data for nutritional evaluation (height and weight). The maps are filled out manually by the Basic Health Unit teams.

Figure 6. Map of monitoring of health in the Bolsa Família Program

**Bolsa Família na Saúde**  
 Acompanhamento do Bolsa Família - 2ª Vigência de 2009  
 Município: BRASÍLIA  
 Total de Famílias :1  
 Bairro : AGUA FRIA DE GOIAS

Secretaria de Assistência à Saúde  
 Coordenação-Geral de Alimentação e Nutrição  
 MS / SE / DATA SUS  
 Emissão:08/10/2009 - 17:15:05

**Mapa Diário de Acompanhamento**

Estabelecimento de atenção a Saúde: \_\_\_\_\_ Código CNES: \_\_\_\_\_  
 Profissional de Saúde: \_\_\_\_\_

Tela 1 Página 1

NIS Número de Identificação Social	NOME	Data de Nascimento	Todos		Crianças		Gestantes	
			Peso (kg) *	Estatura (cm / m) **	Vacinação em dia 1 - Sim 2 - Não Aleitamento Materno (2) ***	DUM ****	1 - Gestante 2 - Não Gestante 3 - Não pode ser Gestante 4 - Sem informação	Se Gestante ***** 1 - Cumpriu o pré-natal 2 - Não cumpriu o pré-natal
Endereço: Rua: MATO GROSSO - 01 QD22 - Bairro : AGUA FRIA DE GOIAS - EAS :			Família localizada*: Sim ou Não		Atendimento _____			
			Ocorrência que dificultou o Acompanhamento*: _____					
12295220922	LUCIMAR ALVES CLEMENTE (R)	09/12/1965						
16557049845	PATRICIA ALVES TEIXEIRA DE BRITO	31/01/1988						
16557098358	RAYANE ALVES TEIXEIRA DE BRITO	14/09/1989						
16033073429	DAIANE ALVES TEIXEIRA DE BRITO	31/01/1988						

Source: Brazil (2009a).

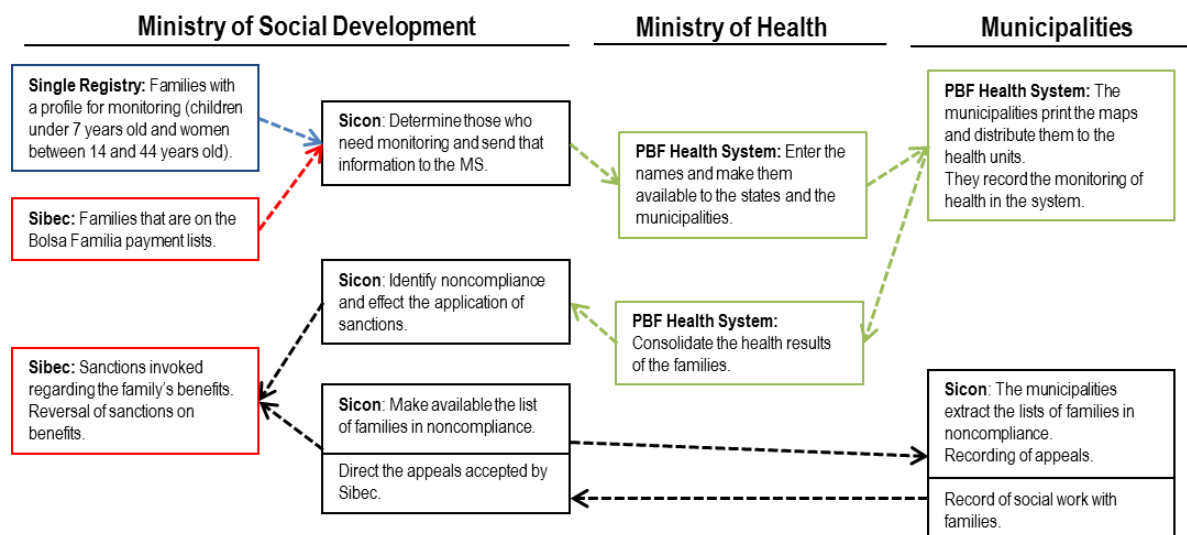
<sup>21</sup> The mechanism for semi-distance learning for youth and adults does not require daily school attendance by the student, therefore making it impossible for the educational institution to respond as to whether the student(s) did or did not attain the minimum school attendance required for Bolsa Família. That being the case, registration in this situation does not address low school attendance. Available at <http://tutorialpresenca.mec.gov.br/registro-da-situacao-de-alunos-em-eja-semipresencial-operador-escolar-dia-a-dia-registro-no-sistema.html> (accessed on 18 February 2015).

<sup>22</sup> The documentation related to the appeal should be filed for a minimum period of five years and should be available for consultation/auditing by the MDS and two monitoring and auditing entities, such as the Federal Comptroller General and Federal Accounting Tribunal. In certain situations, it is possible that the family does not have all of the documents in hand to verify its presentation. In these cases an evaluation is carried out by a social worker or other professional that technically supports the case presented by the family.



The information in the maps is transferred to the Bolsa Família Management System for Health. Through the system, the information is sent to the MS, which then re-sends it to the MDS (Figure 7). Upon receiving this information, the MDS identifies the families that are not in compliance with the conditions and instructs Caixa to invoke the corresponding sanctions. The families are then notified by letter or message on their bank receipts. This initiates the application of sanctions for noncompliance.

**Figure 7. Relation between systems in monitoring conditions related to health**



Source: WWP (2014).

In the case of health, monitoring is carried out biannually. In 2014, the first period for gathering information was from January to June and the second period was from July to December. Each semester of noncompliance with conditions for health is considered a noncompliant condition in terms of sanctions for noncompliance.

### *Process of monitoring conditions for education*

As with health, Sicon creates a database based on information in the Cadastro Único and the list of Bolsa Família beneficiaries that the MDS sends to the MEC. This provides the information needed for the Attendance System, the MEC's own system for monitoring Bolsa Família conditions (Figure 8). Through this system the municipalities have access to the lists of beneficiaries that need follow-up.

Municipal administrations send the list of students who are Bolsa Família beneficiaries to the schools. In the attendance list for each group, students who are Bolsa Família beneficiaries are indicated as such (with an asterisk next to the name, for example) so that the teacher is aware. Through the use of these attendance lists, school secretaries can provide information in two ways to support the monitoring of these students. The first way, used by schools that do not have Internet access, is to manually fill out the School Attendance Sheet (Figure 8). In this case, the completed form is sent to the municipal administration or to the states, which forward this information for the Attendance System. The second way is to directly enter the data in the Attendance System. In this case, the school secretary provides the information to the system, without the need to use the attendance sheet.

**Figure 8. Attendance system**

**PROJETO PRESENÇA - FICHA DE PREENCHIMENTO DA FREQUÊNCIA ESCOLAR**  
 Frequência 85% (antigo BFA)

**Dados da Escola** **Situação: Ativa**

Escola: <b>C COMUNITARIO SAO LUCAS - CECOSAL</b>		IBGE: <b>5300108</b>	
INEP: <b>53007590</b> Dep Administrativa: <b>PARTICULAR</b>		UF: <b>DF</b>	

ENZO LEONARDO CAIRES DE CARVALHO Nascimento: 30/01/2006 NIS: 21251432605 Série: 07 - CA ( Alfabetização ) \ 1º ano Ensino Fundamental(a partir 6 anos)	Frequência	Motivo	<input type="checkbox"/> NÃO LOCALIZADO
	Fevereiro: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	Março: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	Novo INEP: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>

FABRICIO FERREIRA DE SENA Nascimento: 17/05/2005 NIS: 21206237432 Série: 07 - CA ( Alfabetização ) \ 1º ano Ensino Fundamental(a partir 6 anos)	Frequência	Motivo	<input type="checkbox"/> NÃO LOCALIZADO
	Fevereiro: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	Março: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	Novo INEP: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>

ISAAC ALBERTO DE OLIVEIRA MELO Nascimento: 29/10/2005 NIS: 22000052567 Série: 07 - CA ( Alfabetização ) \ 1º ano Ensino Fundamental(a partir 6 anos)	Frequência	Motivo	<input type="checkbox"/> NÃO LOCALIZADO
	Fevereiro: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	Março: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	Novo INEP: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>

KAUÁ MEIRELES DA SILVA CARNEIRO Nascimento: 01/07/2003 NIS: 16509460271 Série: 09 - 2ª série do ensino fundamental \ 3º ano Ensino Fundamental	Frequência	Motivo	<input type="checkbox"/> NÃO LOCALIZADO
	Fevereiro: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	Março: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	Novo INEP: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>

LETICIA ALENCAR MOREIRA Nascimento: 04/10/2005 NIS: 16475426769 Série: 07 - CA ( Alfabetização ) \ 1º ano Ensino Fundamental(a partir 6 anos)	Frequência	Motivo	<input type="checkbox"/> NÃO LOCALIZADO
	Fevereiro: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	Março: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>	Novo INEP: <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>

Source: Brazil (2013a).

Note: *Frequência* refers to the student's attendance: 85% for beneficiaries between 6 and 15 years old and 75% for adolescents 16 and 17 years old. Reason: There is a list of the most frequent reasons for student absences (Brazil, undated). The system also allows for including a different reason, if necessary. It can happen that the municipal manager for the attendance of a student is aware of noncompliance with conditions because educational services are not available, as in the case, for example, when there is no class for the grade that the student is in.

**Figure 9. School attendance sheet to be completed**

**BRASIL**

Você está como ABDIEL RAMON DO NASCIMENTO JUNIOR, perfil: GRANDES PREFEITURAS-Barra do Corda/MA

**REGISTRAR FREQUÊNCIA POR ALUNO ATÉ 16 ANOS**

FREQÜÊNCIA 85% FREQÜÊNCIA 75%

**DADOS DA ESCOLA** SITUAÇÃO COLETIVA

CODIGO INEP ESCOLA  
 21272123CE DOM MARCELINO DE MILAO - ANEXO  
 ANAPURUS

MUNICIPIO/UNIDADE FEDERATIVA  
 Barra do Corda/MA

DEP. ADMINISTRATIVA  
 ESTADUAL

Frequência Escolar

Com Frequência Sem Frequência

SELECIONAR ESCOLA ENVIAR FREQUÊNCIA

Mostrar somente alunos sem frequência		MÊS	FREQ	MOTIVO
19489441374	LARYSSA DA SILVA ARRAIS	FEV	99%	
Aluno Ativo		MAR	8%	2
20178077140	MARIA RITA DA SILVA VIEIRA DE OLIVEIRA	FEV	%	
Aluno Ativo		MAR	%	
16600259214	RICARDO CARVALHO DA SILVA LIMA	FEV	%	
Aluno Ativo		MAR	%	

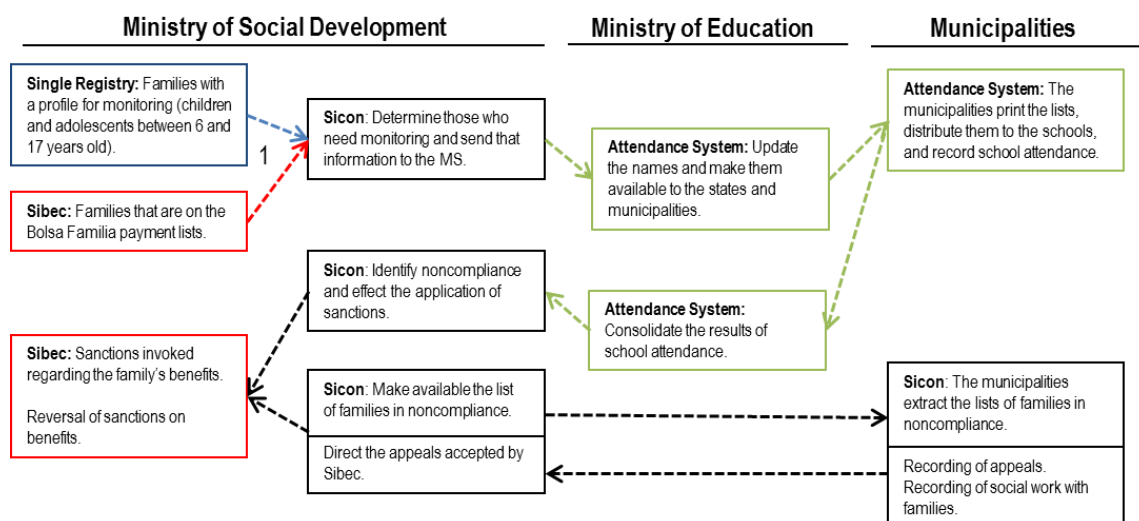
SELECIONAR ESCOLA ENVIAR FREQUÊNCIA

Source: Brazil (undated).

Note: *Frequência* refers to student attendance: 85% for beneficiaries between 6 and 15 years old and 75% for adolescents 16 and 17 years old. Reason: There is a list of the most frequent reasons for student absences (Brazil, undated). The system also allows for including a different reason, if necessary. It can happen that the municipal manager for the attendance of a student is aware of noncompliance with conditions because educational services are not available, as in the case, for example, when there is no class for the grade that the student is in.

Through the Attendance System each municipality sends the data to the MEC, which transfers the information to the MDS. The MDS provides the Sicon with the information from the Attendance System (Figure 10). This process serves to identify families in noncompliance with conditions and initiate sanctions for noncompliance.

**Figure 10. Relation between systems in the monitoring of conditions for education**



Source: WWP (2014).

Families can file an appeal presenting their case and requesting the suspension of sanctions against them. The municipalities analyze each case, either suspending the sanctions or assigning social assistance monitoring to the families in noncompliance oriented toward regularizing their status.

#### e. Relations with other social programs and services

##### *Integration with other cash transfer programs in the country*

The Brazil Carinhoso and Bolsa Verde programs were created within the framework of the Brasil Sem Miséria. Both are cash transfer programs related to Bolsa Família. Brasil Carinhoso handles payments of Benefits to Overcome Extreme Poverty to Bolsa Família families. Initially it was necessary for families to have children up to 6 years old in order to receive this benefit; however, since 2013 the benefit has also been paid to families without children that, even though they receive the Bolsa Família benefit, have incomes that have not exceeded the extreme poverty line. As previously stated, the amount of the benefit is calculated on a case-by-case basis.

Bolsa Verde is directed toward those families that undertake activities for the sustainable use of natural resources in extractive reserves, national forests, federal sustainable development reserves, and settlements that are environmentally differentiated from agrarian reform. Populations living along riverbanks, populations devoted to the extraction of natural resources indigenous populations, *quilombolas*, and other traditional communities can also be included in the program. Bolsa Verde provides a benefit of R\$ 300.00 on a quarterly basis to families in extreme poverty that live in what are considered priority areas for environmental conservation. Bolsa Família beneficiaries are given preference to receive this benefit. The payment of the Bolsa Verde benefit is made through the Bolsa Família card.

### *Integration with cash transfer programs in the states*

The integration of cash transfer programs, also known as linkages, includes cooperative agreements to provide supplementary financing to families that are already beneficiaries of Bolsa Família.

The main model for linkages adopted when the Brazil Without Poverty Plan was launched is that of supplementary financing to reduce the extreme poverty gap to zero. Under this model, the state sufficiently supplements the amount paid by the federal government to reduce to zero the gap between the family's per capita monthly income (calculated after the Bolsa Família benefit has been received) and the floor defined by the state as the limit for extreme poverty in its territory. The state can adopt the floor as defined by Bolsa Família, which is R\$ 70.00, or any other floor that is above that amount.

The state will define the number of families that will benefit from the supplementary financing, and will also be able to provide the supplementary financing to municipalities in the event it is not able to respond immediately to all of the eligible families. The state can consider including the criteria to give priority to the municipalities in its supplementary financing program. These criteria include the Human Development Index, the number of families in extreme poverty, or any other criteria determined to be appropriate to the local situation. Once the number of families to be included in the linkage is defined, eligible families will be selected based on Bolsa Família allocation criteria.

The beneficiary receives the total amount of the Bolsa Família benefit and the supplementary financing from the state at the same time. These amounts are distinguished in the receipts delivered to the families. The receipt text separately describes the transfer amount coming from Bolsa Família and the transfer amount from the state program. To access the benefit, the user receives a new card with the logos of the federal government, Bolsa Família, the state government, and the state program, as shown in Figure 11. With this, the beneficiary can access all of the payment outlets of Bolsa Família beneficiaries: lottery offices, Caixa offices, and automatic teller machines.

**Figure 11. Example of the Bolsa Família card associated with the program RS Mais Igual of Rio Grande do Sul.**



Source: Rio Grande do Sul (2013).

Operational processes for the integration of government programs are carried out by Caixa. This means that, in addition to cooperation agreements signed with the federal government, the state also will need to sign a contract with Caixa regarding the operational aspects of linkages: the availability of joint payments with Bolsa Família, the availability of service locations, empowerment of the target population, and the generation of linkage payment documents. The state pays a monthly fee for the payment operations for linkage families if

the supplementary benefit is not available to be paid out on the same day as the Bolsa Família benefits, and does not pay a tariff for the issuance of new cards for beneficiary families of linkages. The state only pays Caixa a monthly fee (by family in the list of linkage payments) for the generation of the document and other services connected to this operation.

Monitoring and evaluation of the integration of programs are carried out through objectives, indicators, goals, and actions established in the annual Work Plan agreed upon between the MDS and the state. Currently, the following states have integrated cash transfer programs with Bolsa Família: Acre, Amapá, Federal District, Espírito Santo, Goiás, Mato Grosso, Rio de Janeiro, Rio Grande do Sul, Rondônia, and São Paulo.

#### *Integration with social assistance services*

One of the main challenges for Brazilian social assistance policy is integration between cash transfer programs and social assistance services of the Social Assistance Cadastro Único (SUAS). To manage this integration process, the MDS designed the Integrated Management Protocol for Services, Benefits, and Cash Transfers within the framework of the SUAS. In terms of Bolsa Família beneficiaries, the document highlights the need for officials from the Social Assistance Referral Centers (CRAS) and the Specialized Social Assistance Referral Centers (CREAS) to identify vulnerable and at-risk beneficiary families and prioritize the delivery of appropriate social assistance services to them, especially to those who are in repeated noncompliance with conditions of the program.

The Pro-Adolescent Project is an example of more consolidated coordination between social protection services and Bolsa Família. The project is a socio-educational, basic social protection service offered to adolescents by the CRAS and by entities associated with the social assistance network. It focuses on strengthening family and community life and on getting adolescents back into the education system on a permanent basis through activities that promote the social fabric, citizen participation, and general worker training. Participants in the program must be from 15 to 17 years of age. Two-thirds of the slots for participants for the Pro-Adolescent Project are set aside for Bolsa Família beneficiaries.

#### *Integration with productive inclusion programs*

In the productive inclusion sector, Bolsa Família is related with three programs. The first is the Sectoral Plan for Professional Qualification of Bolsa Família Program Beneficiaries (Planseq), also known as Next Step. Created in 2008, Planseq is a joint initiative by the MDS and the Ministry of Labor and Employment (MTE). The program consists of a series of courses for professional qualification in the areas of civil construction and tourism. In civil construction, courses are offered to develop skills as masons, electricians, painters, plasterers, plumbers, and site managers, among others. In tourism, courses are offered to prepare persons to work as waiters, kitchen assistants, bellboys, and housekeepers, among others.

Planseq courses are free. To be able to participate, the beneficiary must sign up at an office of the National Employment System (Sine) or CRAS. After completing the course, the beneficiary receives a certificate and is directed to the Sine registry. Sine will then intermediate between the job search and the job market.

The second program is the Program to Promote the National Petroleum and Natural Gas Industry (Prominp), a national professional training plan that aims to train professionals for jobs in this area. Participants in the program who are unemployed receive a subsidy that

ranges between R\$ 300.00 and R\$ 900.00. Participants are chosen through selection processes that include Portuguese and mathematics, and can include other subjects if the job demands those skills. In cooperation with the state and municipal governments, the MDS provides incentives to offer educational support classes for Bolsa Família beneficiaries and those enrolled in the Cadastro Único in order to prepare for the selection processes. In addition, Bolsa Família beneficiaries do not pay the inscription fee for the selection process.

The third program is the Accreditation Program, another professional training initiative for Bolsa Família beneficiaries. This program is carried out jointly by the MDS and the private construction firm Odebrecht. The Accreditation Program trains professionals in machine operation, mechanics, electricity, and civil construction so that they can be hired as local manual labor in areas where there are projects headed by Odebrecht. Bolsa Família beneficiaries are given priority in professional training and in contracting for works by the construction company.

#### **f. Updating of beneficiaries' registration (recertification)**

The process of recertifying Bolsa Família beneficiaries is carried out in two ways: revising and updating registries. The revision of registries is an annual procedure designed to update information on family beneficiaries whose last update was more than 24 months earlier. In the process of reviewing the information, the registration form used is the same as that used for the first registration. However, all of the information needs to be provided anew.

At the start of recertification, Senarc makes available in the Bolsa Família Management System (SIGPBF) the list of beneficiary families that need to update their registration and the period of time available to do that updating. When that period is over, the beneficiary's payments will be blocked for two months. If during that period the beneficiary does not update the registration, the family benefit will be cancelled. It is the responsibility of the municipal manager to obtain the lists of revisions of registrations and disseminate them as widely as possible to schools, health centers, community radio stations, vehicles with loudspeakers, CRAS, etc.; to educate families about the importance of updating their registration; and to update the registrations in the management system (Brazil, 2014a).

Bolsa Família beneficiaries are contacted about the revision of registrations through messages on benefit payment receipts and by way of a letter sent by Senarc. The families need to contact the registration office of a public social assistance team (CRAS or CREAS) or the municipality in order to make the updates. The municipal administration also uses Active Search to seek out new registrations of families that are highly vulnerable and at risk.

Updating registrations can be done at any time at the initiative of the beneficiary, and is not restricted only to the period when registrations are being reviewed. Updating their registration enables beneficiaries to communicate changes in the composition of the family and in incomes that can generate changes in the types and amounts of benefits. In updating the registration, it is not necessary to complete the entire form. The only information needed is that which makes changes to the information in the previous registry. Changes in the original benefits and modifications to registrations are needed basically for two reasons: changes in per capita family incomes, and changes in the composition of the family (Table 11).

**Table 11. Changes in benefits as a consequence of modification of registration**

<b>Reason: Changes in per capita family income:</b>
If the updated amount is less than R\$ 77.00, the family will proceed to receiving the Basic Benefit.
If the updated amount is between R\$ 144.00 and half the minimum wage, the family will enter into a temporary holding status (see section below on “Criteria and rules for separation”).
If the updated amount is more than half the medium minimum wage, the family will be separated from the program. Note that, in this case, the separation only happens if the new incomes are continual over 12 months, that is, at the time the amount is updated the incomes of the last 12 months are verified as being above the eligibility criteria.
<b>Reason: Change in the composition of the family:</b>
Families without an identified responsible person, leading to cancellation of the Bolsa Família benefit.
The arrival or departure of children and/or adolescents can lead to receiving benefits or having benefits cancelled.

Source: Prepared by the author based on Brazil (2014a).

Families that do not have updated registrations will have their benefits blocked the following month, and the benefits will remain blocked until the updating is carried out. After a two-month period, the family’s benefits will be cancelled. Meanwhile, as in the case of conditions, the MDS will direct the responsible Bolsa Família teams to seek out the family so that the registration can be updated before sanctions are imposed.

#### **g. Criteria and rules for separation**

There is no set period for families to separate from Bolsa Família. The main reasons for leaving the program are: (1) repeated noncompliance with the conditions, and (2) an increase in per capita family incomes.

There is no restriction against persons with formal employment receiving the Bolsa Família benefit, as long as the per capita family incomes are within the program’s financial limits. Detection of an increase in incomes that exceed the program’s limits occurs during the process of recertification (every 24 months), either through discovery by authorities or voluntarily disclosure by the beneficiary.

Sometimes this separation from the program is not complete, but rather involves changes in the total monthly benefit amount as a result of a change in the family’s composition or socioeconomic situation. For example, when an adolescent reaches 18 years of age, the family that received the Variable Youth Benefit no longer receives it. Similarly, when a child is born, the family has the right, upon updating its registration, to receive the Variable Benefit for this child.

These modifications can also occur as a result of an increase or reduction in incomes. If a family that was in extreme poverty gets a new source of income that elevates its per capita family incomes above the extreme poverty line (but not above the poverty line), the family stops receiving the Basic Benefit but will continue receiving the Variable Benefit.

#### *Temporary permanent status in cases of an increase in incomes*

Resolution GM/MDS No. 617 of 11 August 2010 created the mechanism for the verification of benefits. It guarantees that the Bolsa Família beneficiary family will continue with Bolsa Família for two more years in cases where monthly per capita incomes surpass the limit established by the program and do not surpass the limit of half the monthly minimum wage per capita. In other words, although the family has increased its incomes above the limits of the program, its benefit is not automatically cancelled, as long as the family stays within the



limit of half the monthly minimum wage per capita (Brazil, 2010d) that is the profile of the Cadastro Único.

The possibility of staying with the program for a two-year period, starting when the increase in incomes is communicated, is aimed at enabling beneficiary families to look for other sources of income without risk of losing their benefit before having reached a more stable financial situation. Once the two-year verification period is over, the benefit will be cancelled if the family continues to have incomes above the limits of the program or no longer updates its registration.

#### *Voluntary withdrawal and guaranteed return*

Families can ask to voluntarily withdraw from the program. To do this, the person responsible for the family unit needs to contact the registration locality and sign a document requesting withdrawal. Subsequently, the field of the Cadastro Único that calculates incomes needs to be updated. Finally the municipal manager carries out cancellation of the benefit in the Citizens' Benefits Management System (Sibec).

Since 2011, the federal government has offered incentives for this practice through implementation of the guaranteed return mechanism. The guaranteed return mechanism refers to the possibility of reversing the cancellation at any time up to a period of 36 months counted from the date the benefit was cancelled. Thus, during three years families that voluntarily withdrew from the program will be able to return in case a new need arises. However, in these cases, the reversal of the cancellation does not mean that payments will be made in arrears for the months previously cancelled.

#### **h. Client services for beneficiaries**

The MDS Main Service Center is the principal point of contact for Bolsa Família beneficiaries to ask questions and obtain information about the functioning of the program.<sup>23</sup> Client services at the center are available by telephone, email, or through the form entitled "Speak with the MDS" available on the ministry website (Figure 12).<sup>24</sup> The center has 261 operators available.

Client services by telephone are available Monday to Friday from 7 a.m. to 7 p.m. (except holidays) and from 10 a.m. to 4 p.m. on weekends. In addition, electronic client services are available 24 hours a day, providing such information as dates of Bolsa Família payments, among other information. Calls are free of charge.

On average, the Main Service Center receives about 16,400 calls and 200 e-mails a day. Although the Main Service Center is not the only client service location for Bolsa Família, the MDS estimates that approximately 95% of contacts with the center are related to the program or to the Cadastro Único. The most frequent topics are verification and updating of information, withdrawals and amounts of benefits, blockage and cancellation of cards, inclusion in the Cadastro Único, and registration location. To help address any questions, operators at the Main Service Center are equipped with 448 pre-prepared responses to the most frequent questions.

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<sup>23</sup> <http://www.mds.gov.br/falemnds>.

<sup>24</sup> [http://www.mds.gov.br/form\\_fale\\_conosco](http://www.mds.gov.br/form_fale_conosco).



**Figure 12. Electronic document “Speak with the MDS”**

Fale com o MDS

■ Campos de preenchimento obrigatório

Nome ■ (obrigatório)

Sexo ■ (obrigatório)

E-mail ■ (obrigatório)

Insira o E-mail novamente ■ (obrigatório)

Endereço

CEP

Estado ■ (obrigatório)

Cidade ■ (obrigatório)

Telefone

CPF

NIS

Mensagem ■ (obrigatório)

Enviar

Caso deseje atendimento por telefone, o número da nossa Central de Atendimento é 0800 707 2003

Source: MDS website.

The Main Service Center is exclusively responsible for responding to queries and providing information. Complaints, suggestions, criticism, and praise are channeled to the Office of the Ombudsman, which receives the comments and forwards them to the relevant entity. The Office of the Ombudsman has among its principal functions to receive complaints from any citizen. Persons filing the complaints can do so anonymously or identify themselves. Contact with the Office of the Ombudsman can be made by telephone (a free call), through an electronic document available on the website, by postal mail, or personally.

Another important way for the beneficiary to obtain information is through the Bolsa Família website.<sup>25</sup> The website has information regarding the program such as laws, resolutions, decrees, procedural instructions, and manuals. The most recent news about current topics, events, or operations related to Bolsa Família are posted on the home page.

In addition to services for its beneficiaries, Bolsa Família has service channels available for the program's municipal managers. The Main Service Center also is prepared to respond to queries and requests for information from the Bolsa Família municipal managers.

An informative bulletin called the “Bolsa Família Newsletter” was created to facilitate the provision of information to municipal managers.<sup>26</sup> This weekly bulletin is sent by e-mail to Bolsa Família municipal managers. Its objective is to clarify in detail the main activities of the program, informing the municipalities and states about management activities as well as new developments regarding Bolsa Família.<sup>27</sup>

Other modes of communication also enable Bolsa Família managers to stay in contact with the other institutions involved in execution of the program. The Ministry of Education maintains the Operators' Main Service Center.<sup>28</sup> The aim of this service is to respond to any queries from managers regarding monitoring of school attendance of children and adolescents who are program beneficiaries. Contact can be by e-mail or telephone.

<sup>25</sup> [www.mds.gov.br/bolsafamilia](http://www.mds.gov.br/bolsafamilia).

<sup>26</sup> All editions of this report are available at <http://www.mds.gov.br/bolsafamilia/informes/informe-gestores>.

<sup>27</sup> <http://www.mds.gov.br/bolsafamilia/informes/informe-gestores>.

<sup>28</sup> <http://frequenciaescolarpbf.mec.gov.br>.

Similarly, the Ministry of Health also provides support to managers for the monitoring of compliance with conditions for health.<sup>29</sup> This contact can also be by telephone or e-mail.

Caixa also offers services to respond to operational queries or difficulties with the Cadastro Único System and the Citizens' Benefits Management System (Sibec). This operational and electronic support from Caixa is available by telephone.

## **II. Cross-cutting issues**

### **i. Information management systems**

The Bolsa Família Management System (SIGPBF) is a portal accessible via the Internet that stores the main managerial information about the program. The system is administered by Senarc in conjunction with the MDS Technology Department. It can be used by the public to review information about the relationship between the municipalities and the states with Bolsa Família, and by managers to access, using a password, information about beneficiaries. During the first stage of implementation of the national system, the following informational tools were made available to Bolsa Família managers/technicians, to the three levels of government, to control institutions, to social monitoring entities, and to citizens looking for information about local management: 1. Application for Control to Access – User and Password; 2. Application for Municipal Adhesion; 3. Application for State Adhesion; 4. Application for Upload/Downloading Files; 5. Application for Documents (Sasf) for Management of Requests for Cadastro Único Forms; and 6. Application for Integration with Sicon.

The Cadastro Único (V7) is a system that stores and updates information on low-income families through the digitalization of data gathered in registration interviews. From the base of the Cadastro Único, Bolsa Família automatically and impersonally selects families with the profile for the program. It is important to point out that the Cadastro Único does not contain any information about the family with regard to Bolsa Família (that is, whether or not the family is a beneficiary). Questions related to the management of benefits (payments, blockages, suspensions, cancellations) are handled by the Sibec.

The Sibec is a system comprised exclusively of families enrolled in the Cadastro Único that were selected to receive the Bolsa Família benefit. The Sibec is responsible for operations to manage the benefits, allowing for, among other functions, blocking, unblocking, cancelling, or reinstating benefits. It also facilitates the generation and review of financial and operational reports on Bolsa Família beneficiaries in municipalities. Its availability and maintenance are the responsibility of Caixa.

The System for Bolsa Família Conditions (Sicon) is a family monitoring mechanism of the Bolsa Família Condition Management System created and developed by the MDS. The Sicon integrates the information on the monitoring of conditions in health and education. The system consolidates the information from the associated systems – such as the Bolsa Família Attendance System (MEC) and the Bolsa Família Management System for Health – where information on the monitoring of conditions is stored. Following the consolidation of this information, this system supports the Sibec so that the sanctions for noncompliance with conditions can be effective. The Sicon also records the diagnosis of the vulnerability of the families monitored, the activities with which they are involved, evaluations of the work carried out, and which Social Assistance Referral Center (CRAS) and Specialized Social Assistance Referral Center (CREAS) is monitoring the family.

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<sup>29</sup> [http://bolsafamilia.datasus.gov.br/w3c/bfa\\_suporte.asp](http://bolsafamilia.datasus.gov.br/w3c/bfa_suporte.asp).

The System for Monitoring School Attendance in the Bolsa Família Program (Attendance System) was designed to report on the school attendance of children and youths between the ages of 6 and 17 in families participating in Bolsa Família, a condition related to education. This is under the responsibility of the Ministry of Education.

The Bolsa Família Management System for Health monitors and reports on conditions related to health for families with children under 7 years old and women between 14 and 44 years old, as well as pregnant and lactating women. The system was created by and is maintained by the Ministry of Health.

The System for Consultation, Selection and Extraction of Information from the Cadastro Único is a tool designed by the Secretariat for Evaluation and Information Management and the MDS to support actions by managers in the states and municipalities to plan and implement public policies directed toward low-income families. This system is an important instrument to support management, as it makes available information (extraction of reports) that allows for identifying the social needs of families enrolled in the Cadastro Único and for planning the provision of public equipment and services based on a dynamic socio-territorial diagnosis.

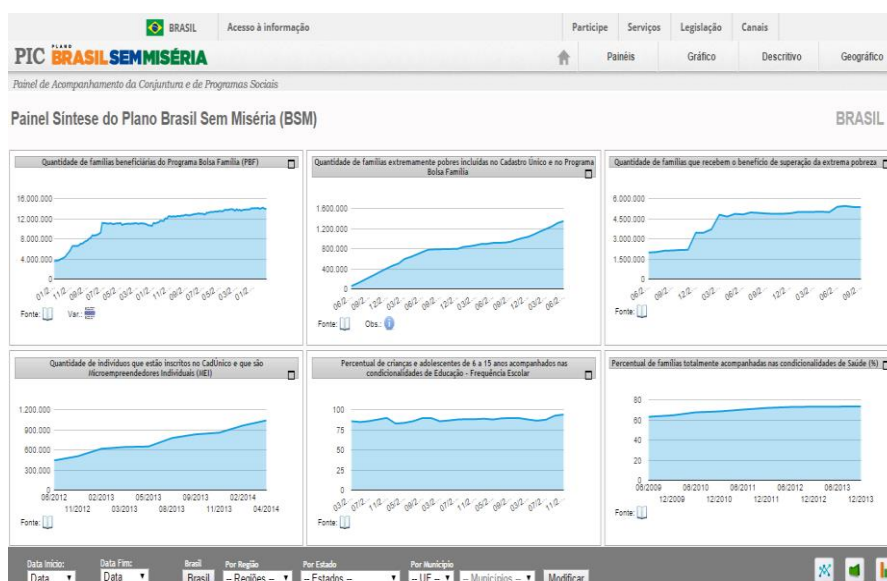
#### **j. Monitoring system**

##### *Monitoring*

The monitoring and evaluation of actions and programs undertaken by the MDS are conducted by the Secretariat for Evaluation and Information Management (Sagi), which also carries out and presents studies and research and organizes training cycles for public employees and social workers. The work carried out by Sagi – and particularly the results from impact evaluations in 2005 and 2009 – was critical to establishing the legitimacy of the program. It also contributes on an ongoing basis to enhancing Bolsa Família through the financing and coordination of numerous evaluations. Sagi's agenda of activities is determined by demands structured through social development policies.

For monitoring, Sagi designed a set of informative tools that allows for accessing data on the progress of social programs implemented by the MDS. These data are largely gathered from administrative records and through research conducted by Sagi or other governmental research organizations (particularly the Brazilian Institute for Geography and Statistics – IBGE) and systematized into indicators.

**Figure 13. Monitoring panel for the grouping of social programs**



Source: Social Program Group Panel website.

Noteworthy among the tools is the Social Program Monitoring Panel (PIC) (Figure 13), which was created to monitor the programs and activities of the Brazil Without Poverty Plan, including Bolsa Família. The PIC facilitates the monitoring of indicators on the socioeconomic situation of a locality, Bolsa Família coverage, compliance with Bolsa Família conditions, and coverage of the Cadastro Único, among other aspects relevant to monitoring the program. The information in the PIC can be aggregated by municipality, by state, or for the entire country. The data in the PIC are open to the public and available on the Sagi portal.

### *Auditing*

The objective of audits of the Bolsa Família Program is to investigate and prevent unwarranted payments to beneficiaries. These irregularities can result from bad faith of beneficiaries or program managers. The first case can be due to the presentation of false information or the use of illicit means to qualify as the program's target population. The second case can be a result of entering false information in the Cadastro Único system. To address these issues, the audit process was designed to be decentralized, and currently involves joint work between Bolsa Família management in each municipality, the MDS through Senarc's General Bureau for Monitoring and Auditing (CGAF), and agencies designated as Social Monitoring Entities (ICS).

To prevent the improper receipt of benefits, Senarc uses the following control mechanisms: (a) Prior control: Looks to prevent the act that is illegal or contrary to the public interest by, for example, auditing the Cadastro Único to verify declared incomes and comparing them with earnings recorded in other public registries; (b) Concomitant control: Includes mechanisms that audit actions while they are being executed, for example, systems that, in selecting beneficiaries to participate in Bolsa Família, automatically and impersonally verify if enrollments in the Cadastro Único meet the criteria to receive the benefit; (c) Ex-post control: By way of an allegation or information received about possible irregularities, the CGAF conducts onsite or offsite inquiries or investigations requiring local Bolsa Família management to confirm information entered into the systems or provided in interviews from home visits (Brazil, 2014a, 58-59)

An investigation into allegations of irregularities can start with either the municipal administration or Senarc. However, the conclusion of the process is the exclusive responsibility of Senarc. When municipal management of Bolsa Família is presented with an allegation, it should: (1) identify the family; and (2) issue a preliminary order to investigate the socioeconomic situation of the family and, in the event that the family's socioeconomic situation does not meet Bolsa Família requirements, block the benefit and forward the allegation to the CGAF. The CGAF will investigate whether there was willful declaration of false information or the use of any other illicit means to improperly enter into the program. In the case of willful intent, the punishment provided under the law that established Bolsa Família is the return of the funds illegally taken. If a public official participated, a fine will be levied that is more than double the amount of the funds illegally received. When necessary, CGAF representatives can go to the municipality and conduct an on-site audit.

The Bolsa Família Program's ICS are municipal councils whose aim is to audit all stages of execution of the program in their municipalities. The ICS is responsible for verifying that families with the socioeconomic profile in the municipality are registered, recertification activities are in place, families that are within the Bolsa Família parameters are included in the program, and local authorities provide health and education services that are in line with compliance with the program's conditions, among other important aspects for effective implementation of Bolsa Família.

The ICS were created by the law that established Bolsa Família, and all municipalities that participate in Bolsa Família should have one. They should be made up evenly of members of municipal management and representatives of civil society. In addition, the intersectoral nature of the program should be represented in the composition of the ICS, including participation of representatives of health, education, and social assistance. The selection of civil society entities to participate in the ICS should be carried out in consultation with the public (Brazil, 2008).

In addition to the internal monitoring of the MDS and the social monitoring carried out in the municipalities by way of the ICS, auditing of the program includes participation of state entities that are outside of Bolsa Família management. Since January 2005 there has been a Public Auditing Network that includes participation of federal and state public ministries, the Federal General Comptroller Office (CGU), and the Federal Accounting Tribunal (TCU). The joint work of these institutions, together with the MDC, aims to strengthen joint actions that guarantee the monitoring and control of activities directed toward executing Bolsa Família, without this representing any interference in the autonomy and competency of each of the institutions (Brazil, 2010e). Among the network's activities is the exchange of auditing information and methodologies, the holding of training events for human resources involved in the auditing of Bolsa Família, and the organization of joint activities to monitor and investigate allegations.

The CGU is an entity linked to the Office of the President of the Republic that has among its objectives to increase the transparency of management and of efforts to combat corruption. For the auditing of Bolsa Família, the CGU uses a system of random selection of municipalities. The municipalities selected are visited by CGU technicians who analyze the procedures and effectiveness of the program. The results of the visits are published in a report available to the public.

The TCU is an entity linked to the legislative branch that has as its objective the nation's financial and budgetary oversight. The TCU's audits are mostly conducted by cross-checking data from the Cadastro Único with other databases. The administrative registries used to verify the veracity of information in the Cadastro Único include the Information System for the Death Registry, to identify beneficiaries who have died; the National Automobile Registry, to identify beneficiaries who acquire high-value automobiles; the database of the Supreme Electoral Court, to identify elected officials who are receiving

benefits; the database of the MDS, to identify beneficiaries who receive pensions not declared in the Cadastro Único; and the Annual Social Information Report, to identify the existence of undeclared formal labor ties. This information can also be supplemented by interviews or requests for information from the MDS. The presence of the TCU in the Auditing Network is important because it is an external control agency without ties to the Executive Branch, which allows auditors a greater degree of autonomy.

In 2009, for example, a joint effort between the MDS and the TCU identified inconsistencies in 878,026 registrations of Bolsa Família beneficiaries and in 1,467,932 registrations of nonbeneficiary families. After an examination was carried out to determine the reason for the discrepancies, 194,869 beneficiary families were excluded from the program. On the other hand, 629,692 nonbeneficiary families updated their registrations, and 838,240 who did not update their registration were taken out of the registry (Paes-Sousa, Regalia, and Stampini, 2013).

The Brazilian Public Prosecutor is an entity without links to any branch of government. Its responsibility is to ensure that the legislative, executive, and judicial branches respect the country's legal structure. Its main functions in the Bolsa Família Auditing Network are to conduct investigations of fraud and take legal action to punish those responsible for misuse of the program.

Finally, it is worth remembering that the previous estimate of the number of beneficiaries by municipality, based on the Demographic Census, serves as a form of control in that it impedes the municipality from distributing benefits arbitrarily. In addition, the list of beneficiaries is public knowledge and is available on the Federal Government Transparency portal,<sup>30</sup> thus contributing to control efforts.

#### **k. Evaluation policy**

Since 2004, more 130 research evaluations have been carried out by the MDS. Sagi created the Evaluation Portal to make the results of those evaluations available in three formats: (1) Executive Summary: Summary of all elements of the research evaluations; (2) Technical Sheet: Simplified format for dissemination of the results of the research evaluations that brings together institutional data related to the authority involved and the entity carrying out the investigation; and (3) Microdata: Raw data from the quantitative investigations to enable deeper analysis of the evaluations by other researchers.<sup>31</sup>

The data are open and accessible to the public. For this reason, prior to publication of the information, the data are adjusted so as to protect the anonymity of the persons participating in the research evaluations. In addition to the portal, a series of publications serve to disseminate the results of the research evaluations, including the Social Development Studies Notebooks and the Technical Studies of Sagi. The evaluations are also available on the Sagi portal.<sup>32</sup>

Bolsa Família is among the programs with the largest number of research evaluations available on the Sagi portal. In total, 23 research evaluations have been carried out since 2004. These evaluations used diverse methodologies to evaluate different aspects of the program (Table 12).

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<sup>30</sup> <http://www.portaltransparencia.gov.br/> .

<sup>31</sup> The microdata are available at the Social Information Consortium (CIS), a portal maintained by the Department of Sociology at the University of São Paulo and the National Association for Post-Graduate Studies and Research in the Social Sciences (ANPOCS), with logistic and financial support from the University of São Paulo and the National Council for Scientific and Technological Development (CNPq).

<sup>32</sup> [http://aplicacoes.mds.gov.br/sagirms/ferramentas/nucleo/grupo.php?id\\_grupo=53](http://aplicacoes.mds.gov.br/sagirms/ferramentas/nucleo/grupo.php?id_grupo=53).

**Table 12. Evaluation of Bolsa Família carried out by Sagi/MDS**

Year	Title	Methodology
2004	The Importance of Bolsa Família in Brazilian Municipalities – First Study	Comparative research
2005	Research on Households with Beneficiaries in the Bolsa Família Program	Survey
2006	Evaluation of the Epidemiological and Social Impact of the Bolsa Família Program on the Municipality of Bahia	Survey and focus groups
2006	Research on the Perception of Bolsa Família Program Beneficiaries about Conditions relating to Food and Nutritional Security	Survey
2006	The Bolsa Família Program and Efforts to Address Gender Inequalities	Case study
2006	The Importance of Bolsa Família in Brazilian Municipalities – Second Study	Survey
2006	Study on Control and Auditing of the Bolsa Família Program	Case study
2007	Evaluation of the Impact of the Bolsa Família Program – First Round	Survey
2008	Evaluation of Implementation of the Bolsa Família Program	Survey
2009	Case Studies on Social Monitoring of the Bolsa Família Program	Case study
2011	The Importance of the Cadastro Único in Brazilian Social Protection	Case study
2011	Analysis of the Performance of Management of the Bolsa Família Program in Minas Gerais through Data Envelopment Analysis (DEA)	Survey
2011	From the Point of View of the Children: Access, Implementation and Effects of the Bolsa Família Program in the Semi-arid Northeast	Ethnography
2011	The Bolsa Família Program in the Context of Social Protection: Meaning and Reality of the Conditions and the Decentralized Management Index in the State of Maranhão	Case study and focus group
2011	Conditions and Monitoring: Challenges for Management of the Bolsa Família Program in Municipalities of Paraíba	Case study
2011	The Bolsa Família Program and the Single Health Registry: Challenges in Implementation of Conditions in the Municipality of Gran Porte	Case study
2012	Gender Difference and Support to Combat Poverty in the Bolsa Família Program	Survey
2012	Evaluation of the Impact of the Bolsa Família Program – Second Round	Case study
2012	Qualitative Research Evaluation of Conditions of Access to Health Services and Education through Monitoring of the Conditions of the Bolsa Família Program	Case study
2012	Study of the Results of the Audit by the Federal Comptroller General of the Bolsa Família Program	Case study
2013	Study on the Design, Management, Implementation, and Flows of Monitoring of the Conditions for Health of the Bolsa Família at the Municipal Level	Case study
2014	Profile of Families Whose Bolsa Família Benefits Were Sanctioned as a Consequence of the Registry Revision Process	Survey
2014	Research with Focus Groups of Bolsa Família Beneficiaries to Rate Letters and Messages	Focus groups

Source: Sagi/MDS website.

### *Evaluation of the impact of the Bolsa Família Program (AIBF)*

Since the creation of Bolsa Família, research evaluations of the program's impact have been carried out in 2005 and 2009 (Paes-Sousa and Vaitsman, 2007; Tapajós and Quiróga, 2010). The first round of interviews, conducted in 2005, included: (i) beneficiary families of the program; (ii) families that were not program beneficiaries but were included in the Cadastro Único; and (iii) families not included in the Cadastro Único, but with a profile that matched that of registered families. In total, the evaluation interviewed 15,426 families in 269 municipalities and 23 states and the Federal District.

In 2009, the evaluation was the same as that of the first round. The loss of sample was considered within the parameters of the program for evaluations of this type: 74.1% of the families interviewed in 2005 were located (that is, 11,433 families). The objective was to determine if there had been changes in the living conditions of the beneficiaries and whether those changes could be attributed exclusively to Bolsa Família. The results of the



evaluations, for the most part, involved conditions of the program related to health and education (Box 1).

The comparison between the results in 2005 and 2009 showed significant improvements in the lives of the families interviewed, including that 95% of children up to 1 year of age in interviewed families (beneficiary or nonbeneficiary) had been or were being breastfed since 2009. However, more children in Bolsa Família beneficiary families than in nonbeneficiary families were breastfed exclusively up to six months of life (62% versus 54%).

Child vaccination coverage also improved according to the comparison between the two evaluations. Although the vaccination level was high in both periods studied, beneficiary families had higher levels than nonbeneficiary families.

There was practically no change between 2005 and 2009 in the proportion of children 8 to 13 years old attending school, either among children of beneficiary or nonbeneficiary families (with rates staying around 95%). However, in 2009 school attendance by youths from 15 to 17 years old in beneficiary families was greater than that among youths in that age group in nonbeneficiary families. In addition, the proportion of children in Bolsa Família beneficiary families who stayed in school until 14 years old was higher than in nonbeneficiary families, as were school grade promotion rates.

Isolating the impact of Bolsa Família from the effects of other programs, the two evaluations affirmed that participation in Bolsa Família had a positive impact on pregnancies, with a lower number of premature births among beneficiary families. The number of non-premature births was 14.1 percentage points higher among beneficiary families than in nonbeneficiary families.

Participation in Bolsa Família also had a positive impact on the education of children and youths. School attendance among children 6 to 17 years of age among beneficiary families was 4.4 percentage points higher than that of children in nonbeneficiary families. In the Northeast region, attendance was 11.7 percentage points higher for children from beneficiary families. In addition, promotion from one grade to the next among children 6-17 years of age was 6 percentage points higher in beneficiary families than in nonbeneficiary families. The impact was greater among girls 15 and 17 years of age, where the difference was 19 and 28 percentage points, respectively. Box 1 summarizes the main results of the Bolsa Família evaluations.



## Box 1. Summary of the main results of the research evaluations of the impact of Bolsa Família

1. *Bolsa Família has a low cost to the public treasury*, representing 0.45% of Brazilian GDP.
2. *Bolsa Família has stimulated the economy*. The resources that finance Bolsa Família return to the public treasury through taxes and are used mainly to buy basic products for immediate use, such as food and medicine, or in the medium term for durable goods. As this represents dynamic, widely circulated money, it also stimulates the economy from below to above, consequently dynamizing the country's services sector. As a result, it is estimated that each additional real spent on Bolsa Família stimulates R\$ 1.78 in GDP growth.
3. *Bolsa Família has helped 36 million persons escape poverty*. Combined poverty and extreme poverty declined from 23.9% to 9.6% of the population. Bolsa Família was responsible for 13% of the unprecedented reduction in income inequality in Brazil over the past 10 years.
4. *Bolsa Família has improved the health of the low-income population*. There was an improvement by 51% in the average height deficit among children in beneficiary families. Five-year old boys from beneficiary families grew by 8 millimeters, on average, over four years. Between 2005 and 2009, vaccination coverage among beneficiary families went from 79% to 82%. Pregnant women beneficiaries have 1.6 more consultations than nonbeneficiary pregnant women. In addition, there was a reduction in infant mortality by 58% for children up to 6 years of age for infectious diseases related to malnutrition and diarrhea, as well as an increase in the percentage of infants up to 6 months of age exclusively breastfed.
5. *Bolsa Família has improved the education of the low-income population*. The program keeps 16 million children and adolescents in school. In secondary schools, the dropout rate among Bolsa Família beneficiaries was 2.8% compared with 3.2% among nonbeneficiaries. In other words, compliance with Bolsa Família's school attendance condition not only keeps children going to school, it also results in better indicators than those for poor children from nonbeneficiary families.
6. *Bolsa Família has reduced child labor*. The program helped reduce the number of domestic hours worked among children and adolescents between 5 and 17 years old by 4.5 hours overall and by 5 hours for boys. It slowed entry into the labor market for boys and adolescents by 10 months.
7. *Bolsa Família has contributed to the empowerment of women*. Bolsa Família payments are made directly to the woman responsible for the family, which has led to the empowerment of women in their households. With control over the family's expenditures, the beneficiaries have greater decision-making power regarding purchases and more control over their conjugal relationship. With the financial security provided, women feel less dependent on their husbands, many of whom can be abusive, and have more power in the event of an eventual separation. Beneficiaries increased their use of contraception by 9.8%, strengthening their autonomy and the exercise of their reproductive rights as women.
8. *Overcoming prejudices against Bolsa Família (1)*: "Bolsa Família encourages the poor to have children." In reality, the trend among all income levels in Brazil continues to be toward having fewer children, and recent declines have been most pronounced among the poorest population.
9. *Overcoming prejudices against Bolsa Família (2)*: "Money from Bolsa Família ends up getting spent on brand name products. The beneficiaries don't use the cash transfers appropriately." In truth, it has been verified that poor families in precarious situations are more likely to spend their money on food.
10. *Overcoming prejudices against Bolsa Família (3)*: "The laziness effect: Bolsa Família coddles people who don't want to work." In terms of occupations, the search for employment, and working days, the data are the same for beneficiaries and nonbeneficiaries of the program. In addition, there is a greater probability that persons who receive Bolsa Família benefits are working (1.7% for men, 2.5% for women) than those persons at the same income level who do not participate in the program. There are also studies showing that Bolsa Família does not encourage informal work. The incentive for casual or informal work is practically nil. It is estimated that 1.7 million families have voluntarily left the Bolsa Família program.
11. *Overcoming prejudices against Bolsa Família (4)*: "Bolsa Família stimulates local corruption and clientelism." Payments are made from Caixa directly to families using a bank card, with no interference from local authorities. Local authorities simply gather information about beneficiary families, which is then sent to the MDS for analysis of the family's eligibility and for selection to determine who will be program beneficiaries.

Source: Adapted from Pinheiro-Machado and Goveia (2014).

## **I. Differences in the implementation of processes by geographic area and ethnic area**

Within the framework of Bolsa Família, there is no differentiation between urban and rural populations. However, particular effort is needed by the government to address the needs of people who live in remote areas. This is done through Active Search, mobile registration and payment posts, etc. A geographic focus has been used only to prioritize temporary and short-term interventions in response to natural disasters. For example, since 2009 Bolsa Família has provided payments in advance to beneficiary families living in regions affected by flooding (without distinguishing the amount of damage experienced by each particular family). The program transfers additional subsidies to be used to pay for temporary shelter for families during the reconstruction of their homes (Paes-Sousa, Regalia and Stampini, 2014).

As discussed earlier, there are families that are considered public priorities for Bolsa Família: *quilombolas*, the indigenous, families that live off recycling, families in which children work, and families with members liberated from a situation analogous to slavery. During the registration process, indigenous and *quilombola* families receive special treatment that takes into account their specific cultures, in addition to facilitating their registration with whatever identification document they might have available, waiving the requirement that they present documentation from the CPF (Registry of Living Persons) or a Voter Identification Card, as is required of the rest of the population. There are specific fields in the Cadastro Único that allow for the identification of these ethnic groups. In the case of *quilombola* families, there is a field that can be filled out to identify their *quilombola* community. For the indigenous, in addition to a field to identify the name of the indigenous group to which the family pertains, there is a field for the family to declare if they live in an indigenous reserve and to identify the name of that reserve.

Both indigenous and *quilombola* families must meet the criteria for incomes in order to participate in the program. The payment to these beneficiaries is also made using a bank card and the program conditions to receive benefits are the same. However, Senarc examines the specific circumstances of these communities to ensure that the lack of adequate public health and education services for these populations does not lead to the interruption of benefit payments to the families.

Another group that receives special treatment at the time of registration is people living on the street. Given the extreme vulnerability of these persons and their lack of a fixed residence, special approaches are needed to take into account their circumstances. The MDS recommends that those who register these persons establish a dialog with them in order to clarify what is involved with registration for Bolsa Família, and that they respect the lifestyle of those living in the streets. It is also recommended that these persons be directed to CRAS or CREAS to register. If persons refuse to go to these agencies but still show interest in registering, they are allowed to do so. In cases where there is no fixed address, the location to which to send the card for the enrollee can be the CRAS, CREAS, or other safe havens with which the persons have some connection. Persons living on the street are also considered public priorities at the time of selection of beneficiaries, although the forms of payment to them and the conditions that they must meet are the same as for other beneficiaries.

## **m. Coordination with health and education sectors and different levels of government**

The institutional design of the Bolsa Família Program provides for decentralized management and execution, coordinating the efforts of municipalities, states, and the federal

government. The adhesion of municipalities and states to the Bolsa Família Program is voluntary. For a municipality to access the program, the mayor must sign a participation agreement, accepting the commitments for management of Bolsa Família at the municipal level. The same occurs with state governments.

Resolution GM/MDS No. 246 of 2005 requires that municipalities designate a responsible authority to carry out the role of municipal manager of Bolsa Família. This manager is responsible for coordinating municipal activities within the framework of the program.

The municipalities are responsible for preparing the structure for the registration and recertification of the program's target population. To do this, the municipalities are required to request the forms for the Cadastro Único; train human resources who will handle the registry so that it will be filled out correctly; promote public awareness of the need for the target population to register; and outline strategies for Active Searches to register populations that, despite fitting within the program's parameters, are not part of the local registry, for whatever reason.

The requirement to monitor compliance with program conditions also falls to the municipality. This being the case, the municipal manager of Bolsa Família needs to coordinate intersectorally in the areas of social assistance, health, and education. For the latter two areas, special coordinators can be put in place to register, systematize, and send data on compliance with conditions for federal management. The other municipal responsibility is to constitute the Social Monitoring Entities (ICS).

At the state level, the structure of Bolsa Família management is similar to that at the municipal level. The states also need to establish a State Coordination Agency. The main function of the states in the management of Bolsa Família is to provide support to the municipalities in carrying out the program's functions. This support involves logistic and technical training for the administrations in all stages of management of the program. The Secretariats of Health and Education of the states can also establish coordination entities to help the municipalities monitor program conditions.

### *Decentralized Management Index (IGD)<sup>33</sup>*

The Decentralized Management Index (IGD) is an index that measures the quality of management of Bolsa Família and the Cadastro Único by the municipalities and states. The better the management, the better the value on the index (which goes from 0 to 1), which in turn means that more resources will be sent by the federal government to those states and municipalities.

The Municipal IGD (IGDM) represents a way to measure the coverage and quality of the Cadastro Único and the monitoring of program conditions in the municipality. The IGDM is the multiplication of four factors. The formula therefore is as follows:

$$IGDM = \text{Factor I} \times \text{Factor II} \times \text{Factor III} \times \text{Factor IV}$$

The first factor (*F*) is the result of the average of the four variables (Table 13): (1) the quality and integrity of the information maintained in the Cadastro Único (coverage rate of the Registry - TCQC); (2) updates of the database of the Cadastro Único (rate of updating of the Registry - TAC); (3) information on compliance with conditions in the area of education (rate of children for whom there is information on school attendance –TAFE; and (4) information

<sup>33</sup> For more information see Brazil (2014a, 2012c).

on compliance with conditions in the area of health (rate of families with monitoring of health-TAAS. Table 13 shows how each of these variables is calculated. Thus the formula to calculate Factor 1 can be expressed as follows:

$$FI = \frac{TCQC + TAC + TAFE + TAAS}{4}$$

**Table 13. Calculation of the variables that make up Factor I of the IGDM**

Variables	Formula for calculation
1	$TCQC = \frac{\text{Number of valid registrations}}{\text{Estimated number of families for inclusion in the registry}}$
2	$TAC = \frac{\text{Valid and updated registrations in the past two years}}{\text{Valid registrations in the municipality}}$
3	$TAFE = \frac{\text{Child beneficiaries with information on school attendance}}{\text{Total number of children of beneficiary families in municipalities}}$
4	$TAAS = \frac{\text{Beneficiary families with information on health}}{\text{Total number of family beneficiary health profiles}}$

Source: Brazil (2012c).

The second factor (FII) of the IGDM is the factor for belonging to the Single System for Social Assistance (SUAS). The value of 1 is attributed to municipalities that adhere to SUAS and a value of 0 to municipalities that do not. The third factor (FIII) is referred to as the factor for information on the presentation of verification of expenditures of the IGDM resources. It is also attributed a value of 1 or 0 depending on whether the manager of the Municipal Social Assistance Fund recorded the expenditures in the SUAS information system (SUASWeb). Finally, the fourth factor (FIV) is the factor for information on total approval of the verification of expenditure of IGDM resources by the Municipal Social Assistance Council (CMAS). The factor indicates if the body recorded the overall approval of the accounts presented by the manager for the Municipal Social Assistance Fund in SUASWeb, with 1 representing council approval of the total and 0 representing nonapproval or partial approval.

In cases where the municipality is apt to receive financial resources from the IGDM, the value is calculated and sent monthly from the National Social Assistance Fund to the Municipal Social Assistance Fund. The formula that determines the amount to be transferred (base value) is as follows:

$\text{Amount to be transferred} = \text{IGDM} \times \text{R\$ } 3.25 \times \text{number of valid registrations updated}$
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An updated valid registry is one that has all of the required fields of the Main Formula totally completed for all components of the family, and that presents, in the field for the person responsible for the family unit, the inscription in the Registry of Living Persons (CPF) and/or the voter identification card, with the exception of indigenous and *quilombola* families, for whom the person responsible for the family unit may present any other identity document specified in the registration form (Brazil, 2012c, 11)

It is important to note, however, that the only municipalities that receive the IGDM are those that attain a minimum value of 0.55 in the calculation of the Operation Factor as well as a minimum value of 0.20 in each of the four rates that constitute it.

## IGDM Incentives

In addition to the base value, the municipality will receive an incentive of 3% of the base value, proportional to the monitoring of the beneficiary families in noncompliance with conditions that are in the monitoring process.<sup>34</sup> The municipality will receive 3% more when it addresses, within the periods stipulated, the Senarc's requests with regard to the investigation of eventual irregularities in the local execution of Bolsa Família. It will receive 2% more when it has 100% of the information on municipal management updated in the Bolsa Família Management System (SIGPBF) dating back at least one year. Finally, it will receive another 2% when it presents at least 96% of the Bolsa Família cards delivered on the date of analysis of the IGDM (Brazil, 2012c). In other words, if it addresses the four criteria, the municipality can receive as much as 10% of the value of the IGDM.

For example, in a given month, a hypothetical municipality "A" obtains the following results: (a) TCQC – Coverage Rate for Registrations = 0.48; (b) TAC – Rate for Updating of Registrations = 0.68; (c) TAFE – Rate of Children with School Attendance Information = 0.80; and (d) TAAS – Rate of Families with Monitoring of Health = 0.78. Applying the calculation from Factor 1, we obtain as a result 0.69  $(0.48 + 0.68 + 0.80 + 0.78 / 4)$  (Brazil, 2012c).

The municipality was part of the SUAS and thus Factor II is equal to 1. The manager of the Municipal Social Assistance Fund punctually entered the verification of expenditures in SUASWeb for review by the CMAS. So Factor III is equal to 1. Finally, there was total approval of the verification of expenditures of IGDM resources by CMAS, recorded on the SUASWeb. That is, Factor IV is equal to 1. The IGDM for municipality "A" will therefore be:

$$IGDM = \text{Factor I } (0.69) \times \text{Factor II } (1) \times \text{Factor III } (1) \times \text{Factor IV } (1) = 0.69$$

To calculate the resources to be transferred, it is necessary to multiply the IGDM by R\$ 3.25 for each valid and updated registration. Suppose that the municipality presents 20,000 families in its poverty estimate, (Cadastro Único Profile), of which 7,166 are valid and updated registrations. Therefore we obtain:

$$IGDM (0.69) \times R\$ 3.25 \times 7.166 = R\$ 16,069.76$$

The next step is to add the financial incentives. In this example, municipality "A", hypothetically, recorded in the Sicon the process of monitoring all beneficiary families in noncompliance with conditions. It therefore has the right to a 3% increase that, on top of the sum of R\$ 16,069.76, amounted to R\$ 482.09.

The municipality also updated during recent months all of the data from the municipal manager in SIGPBF. It therefore has a right to another 2% (R\$ 321.40).

Therefore, the amount to be transferred will be:

$$R\$ 16,069.76 + R\$ 482,09 + R\$ 321,40 = R\$ 16,873.25$$

In the example, the municipality did not obtain the incentives resulting from addressing requests from Senarc. Nor did it obtain the incentives related to the delivery of the Bolsa Família Program cards.

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<sup>34</sup> Therefore, if the municipality manages to monitor 100% of families, it receives 3%; if it monitors 50% of families it receives only 1.5%, and so on.

### *Good Practices Observatory for the Bolsa Família Program*

The MDS created the Good Practices Observatory in 2006 to disseminate the actions undertaken by the management of Bolsa Família. The Observatory aims to catalog good management practices with the aim of incentivizing the adaptation of these innovative practices in other localities. In addition, by disseminating these practices the MDS looks to establish an exchange network for municipal and state Bolsa Família managers.

For an activity to be integrated into the Observatory, it is necessary that the municipal or state manager make a record of the practice. Practices may involve different aspects of Bolsa Família (integrated management, registration of families, management of benefits, management of conditions, auditing, social monitoring of families, intersectoral coordination, and family social assistance). Senarc is responsible for judging the merit of the practices against pre-established criteria. The actions selected are published on the Observatory website.<sup>35</sup>

The existence of the Observatory demonstrates the considerable degree of autonomy that the municipal and state managers have to develop activities related to the management of Bolsa Família. Innovative practices are not only permitted for the institutional design of programs but also encouraged by the central agencies involved in Bolsa Família management, in line at all times with the program's national directives.

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<sup>35</sup> <http://www.mds.gov.br/bolsafamilia/observatorio-de-boas-praticas-na-gestao-do-programa-bolsa-familia-pbf>.

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