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Integral Policies of Poverty Reduction: the challenge of Effectiveness

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Introduction

The objective of this work is to analyze the contribution of the Integral Policies in the increase of the effectiveness of the poverty reduction policies.

Observing the poverty and inequality situation in Latin America and its evolution during the last decade, we can conclude that we are going through a process of consciousness-raising about the vital necessity of overcoming poverty and inequity. It is also brown that poor people have any time a bigger notion of their rights and they demand for social services, and that even if the social investment and the services offer increase as well, it seems not enough to assist the increasing demand. Seeing the investment volumes that have been done, the impact seems very low, and there are clear indicators about the poor effectiveness of the use of these resources.

The situations above mentioned mark up a characteristic problem of effectiveness, and therefore, of efficiency, efficacy and targeting of the poverty and inequity reduction policies.

For that reason, the main challenges that the countries of the Region face, include: (a) increase the efficiency of policies, that is, to aid the highest possible number of beneficiaries, with the best quality, using the available resources; (b) increase the efficacy, that is, to make the best to transform the conditions of living of the beneficiaries through services, offering them the necessary opportunities and the resources to overcome the poverty situation; and (c) target these policies on the poorest groups, prioritizing those who are more affected by the other mechanisms of social exclusion, related to race, genre, age and geographic region, as a way of reducing the inequality indexes.

Based on the experience of the countries of the Region such as Mexico, Brazil, Chile and Nicaragua, among others, we postulate that the integral policies can contribute to increase the effectiveness of reduction poverty policies.

In Chapter I, it is conceptualized the Integral Policy as the one which joins programs of creation of employment and income, human and social development, and social protection. It is set, monitored and evaluated in an intersectorial way, decentralized (different levels of government) and participative (different governmental powers, civil organizations, companies and voluntary service). This guarantees the leadership of poor people and targets on geographic areas where the poverty and the poorest families are concentrated, prioritizing the groups with a high level of exclusion.

Basing in this concept, we seek, having always in mind the experience of the countries of the Region, to characterize the different types of integration (programmatic, institutional and social), beyond the discussion of the causes and the ways of targeting on them. The programmatic integration analysis includes the social protection, human, social and economic development programs, which can constitute an integral policy.

Chapter II is dedicated to analyze the implementation process of the integral policies. Starting from concrete examples of the Latin America countries, it is intended to answer the question about how it is possible to create strategies leading to the integration of different sectors, levels and actors. One example of this are the strategies which have objectives and goals arranged as the principal catalytic element, as the Development Millennium Goals, the National Strategies of Poverty Reduction and the Social Agendas, used by subregional unities. The strategies of territorial base are also described, as the proposals of the Local Integrated and Sustainable Development and of Communitarian Development, and those based in the family, as the Life Cycles Perspective and the Family Support Programs.

The experience shows, meanwhile, that the introduction of these strategies depends on the institutional arrangements that favor the integration. Those arrangements will be analyzed next. In this context, the organizational structures that seem to favor the intersectoriality, the decentralization and the citizen participation will be characterized. Following, we will approach other matters of institutional order, which seem relevant for the implementation of the integral policies, as the financing, the training, the computerization and the monitoring and evaluation systems.

Finally, Chapter III presents three experiences of Integral Policies of Poverty Reduction, developed in different countries of the Region, which show successful examples of efficiency increasing of the policies. They are the cases of the Project Alvorada from Brazil, the Opportunities Program from Mexico and the Solidarity Chile Program from Chile.

The available evidences seem to demonstrate, as it is indicated in the conclusions, that the integral policies can contribute to the effectiveness increasing of the reductions poverty policies.

Background

The poverty and the inequality are phenomena as ancient as the history of the humanity. Considered as natural facts, they were initially an object of the philanthropic action that, for ethical, humanist or religious reasons, tried to relieve its more visible effects, as hunger, lack of covering and disease. When they started to be a question of State, the policies directed to the poor people appear under the form of social protection, seeking to guarantee basic minimums of survival. From the '60s, a current born in the civil society, grew with courses of action orientated to organizing the poor people and to offering them instruments of struggle and pressure to press the governments to guarantee the rights of social protection.

From the '80s, however, studies about the causes and the symptoms of the poverty and the inequality arose, as well as its negative consequences, not only under a human and social point of view, but also economical, political and environmental. In a globalized world, urbanized and provided with mass media of long range, the absolute discrepancy between the ideas of equity and a reality with high levels of poverty and inequality, turned into a real "powder keg".

The world society is aware that it is not enough to relieve the effects of the poverty, but to support and to protect the poor people as well, and to organize them in order to fight for their rights. The great challenge of the new millennium is to promote the overcoming of poverty and the decrease of the indexes of inequality. Regarding this subject, 189 countries of the world signed the so-called Millennium Development Goals, promising to eradicate the extreme poverty and to reduce the poverty to the half for the year 2015.

Actually, not only were the advances not significant, but also an increase of poverty took place in the Region. As the information of the Inter American Development Bank shows, the income per capita from the Latin-American countries was in 2002 the inferior one of the last five years. Moreover, the consumption came to a standstill and the external investment fell to the lowest point of the last 10 years. This setback hit principally five countries: Argentina, Venezuela, Uruguay, Paraguay and Haiti.

In this beginning of century, the Region is characterized by high degrees of poverty and inequality, which are incongruous according to the levels of economic and technological development reached. The question is how to decrease this incongruity, reducing the current levels of poverty and inequality.

The Poverty Report 1990 of the World Bank proposed two ways to reduce the poverty: growth with fiscal adjustment and investment in social basic services, mainly, education and health. A decade later, a new report published in 2000, showed that: a) in many countries the economic growth was accompanied by the growth of poverty; b) variations of the economic growth could not decrease the extreme poverty; c) the impact of the economic growth in the decrease of the poverty had been low in the countries with high indexes of inequality; d) there would exist a nucleus of extreme poverty, difficultly reached by the

universal social policies; e) the presence of subjective effects that affect poor people has been identified not only the cause of poverty but in detriment to their full development process.

The study presents the poverty as a multidimensional phenomenon, which includes economic, social and human aspects. This focus considers the economic growth and the stability as essential factors, but not enough to reduce it. In addition, it highlights the importance of the creation of a Net of Social Protection capable of decreasing the extreme poverty by the promotion of the participation and the prominence of the poor.

On the other hand, studies like those of Castañeda (1999) and Glen (2003) show that the poverty tends to reproduce itself across different generations, through factors that affect the possibilities of development of the individuals in each of the stages of their cycle of life.

These studies, made from the analysis of experiences of the countries, show that it exists the need to build a new paradigm for the formulation of the policies to overcome the poverty, showing the multidimensionality and the complexity of the phenomenon, and to increase its impacts.

Reduction Poverty Policies: a diagnosis of the situation in Latin America and the Caribbean

The great majority of the Latin American and the Caribbean countries live today a situation of absolute disparity, between an increasing demand for public policies aimed at the poorest and the quantity and quality of these policies, as well as the volume of investment made and the impacts obtained.

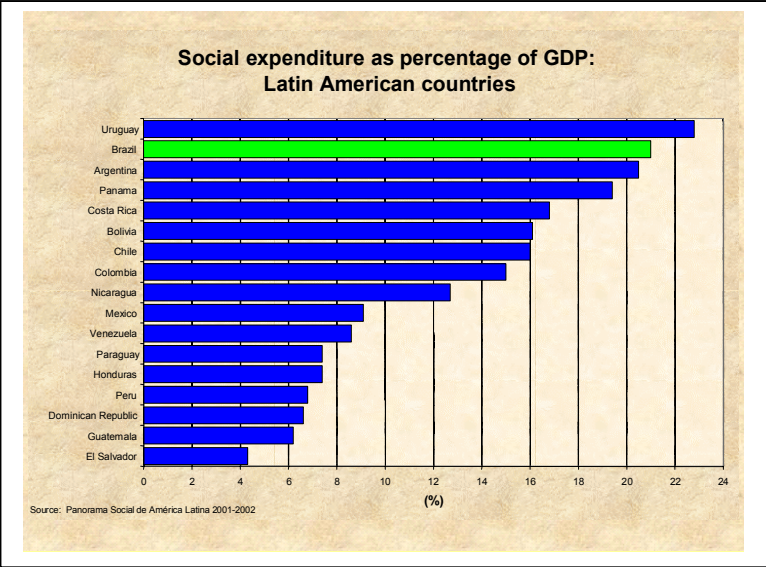
Analyzing the reasons, we notice that on the one hand the demand is growing progressively, more depending on the increase of the poverty as a product of the deep financial crisis that affected the Region, than on the consolidation of the Idea of social policies as a basic right of citizenship.

Box 1 Social Services as Rights

In the case of Brazil, the roots of the idea of the social services as a basic right of citizenship can be found in the decade of 80s. The atmosphere post dictatorship was reflected in the elaboration process of the Constitution of 1988, which institutionalized the rights of universal access to the health, the education and the social assistance, and established the bases for the implementation of a participative democracy. The Organic Laws of education, health and social assistance regulated the creation of Councils in all the federation levels. These are parallel councils where the civil society representatives are chosen by an own forum. By this way, it has been consolidated the civil participation in the definition, complement and evaluation of the social policies. The implementation of these councils in the decade of '90s implied the creation of an institutional field that made possible the social control as well as the new direction of demands, impacting the increase of the social services offer.

In the global area, during the '90s, different International Conferences were realized by the initiative of United Nations. We might say that this set of conferences configured a real "Decade of Rights", which has been synthesized in the formulation of the Millennium Development Goals.

On the one hand, we notice the growth of the demand for programs directed to the poorest, but on the other hand, it is proved a considerable increase of the social expense in all the countries of the Region. As it is possible to verify in Graph 1, at least three countries (Uruguay, Brazil and Argentina) present a social investment over 20 % of its GDP in 2002.



This increase was linked to the pressure exercised by the civil society organizations, as well as to the consolidation of the information about the economic, political and social consequences due to the high levels of poverty and inequality. The correlation established between poverty/inequality and the difficulties of the sustainable economic growth, governance problems, social crises as traffic of drugs, violence and insecurity, enforced the idea of the necessity of multiplying the volume of the social investment.

Meanwhile, it can be observed that in spite of the increase of the social expense, the financial and fiscal crises generated at last cyclical cuts of budget, depending on the financial situation of every country.

Despite this, the expansion of new services offer has been harmed by the existence of rigid budgets, where a great set of items have predefined use.

Another serious problem related to the services offer is the organizational structure of the governments. These favor the division in sectors, a culture of isolation and distribution of the departments among the political parties. The structures made the policies fragmented by

department and often at the offices level, without constituting even a government policy and therefore very far of an ideal State policy across the possible changes of administration.

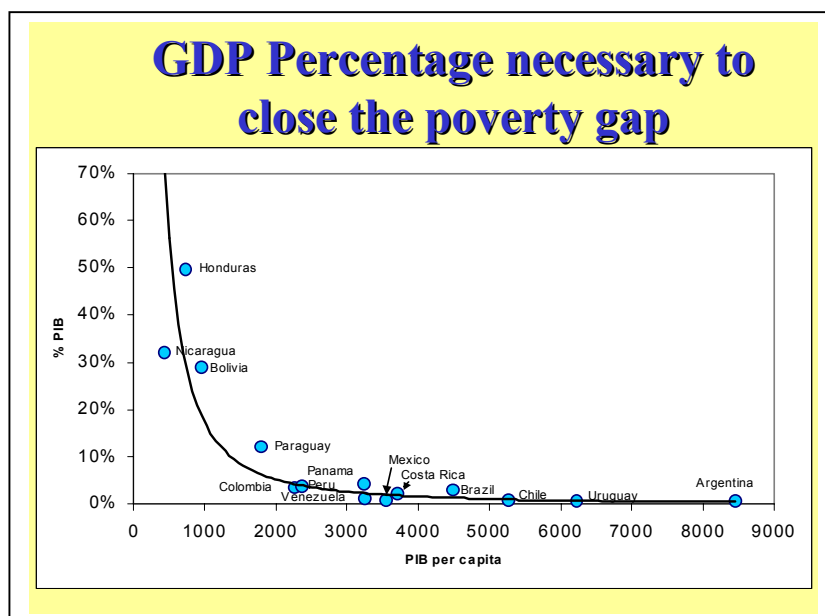
Box 2 An example of fragmentation

In 1999, when the second period of Fernando Henrique Cardoso government began in Brazil, a group of programs on inter-ministerial managements was implemented as managerial strategies. In the social area, one of the criteria for this grouping was the division of the life cycle in different stages. According to that, they created several managements areas directed to the first infancy, to the children between 7 and 14 years, to the youth and to the third age. The first task for the managements was to identify existing programs in the different departments for each phase. Just for children between 7 and 14 years, 49 programs existed, in 9 departments, totally isolated and disconnected among them. Meanwhile, it was verified that, in spite of the wealth of actions, federal programs to attend crucial questions as abuse and sexual exploitation of children who live in the streets did not exist.

The '90s were also a period where the participation of the society organizations, the companies and the voluntarism increased considerably. These new actors contributed to rise the social services offer in all the countries.

Some studies on the volume of necessary resources to guarantee an income of 2 dollars per capita per day for the whole population who is below the poverty line show that for countries of average revenue as Brazil, Argentina and Uruguay, a percentage lower than 5 % of the GDP would be enough. Since these countries are investing more than 20 % of their GDP in the social area, it is imposed to ask how these resources are being applied and if they are really benefiting the poor.

As we can identify problems of lack of resources for poor countries, for those whose average income stand out the question of the efficiency of the reduction poverty and inequality policies.



Summarizing, we might state that already exists a consciousness about the necessity of overcome the poverty and the inequality, that the poor have every time a wider notion of their rights and they demand for social services, that the social expenses and the services offer also increase, but the impacts seem to be very low compared to the volume of the investments made. There are indicators, which point out that the resources have been used in a slightly effective way.

Hereby, the countries of the Region would have three big challenges: to increase **the efficiency, the efficacy and the focalization** of the policies. To increase **the efficiency** would be to assist as much beneficiaries as possible, with a better quality of the services, using the available resources. To increase **the efficacy** would involve making the services capable of transforming the conditions of life of the beneficiaries, offering them the opportunities and the resources necessities for the overcoming of their poverty situation. Since the poverty in the Region happens in a context of extreme inequality, the effectiveness depends on **the focalization** of these policies in the poorest groups, prioritizing those more affected by the rest of the mechanisms of social exclusion, such as race, genre, age and geographical location, as a way of decreasing the indexes of inequality.

Examples as those of Mexico, Chile and Brazil, and of the highly indebted poor countries (HIPC), seem to indicate that the strategies with integral approach might contribute to increase the effectiveness of the reduction poverty and inequality policies. That is because these strategies try to face the challenges by a more holistic and intersectorial focus, integrating various levels of government and participation of different social actors, and targeting these efforts on the poorest population and the most excluded groups.

CHAPTER I: Working concepts

1. What are the integral policies?

The so-called integral policies are developed from five basic principles that direct the diagnosis, the programmatic conception, the institutional arrangements, the monitoring and the evaluation.

(a) Multidimensionality Principle

The conception of poverty as a multidimensional phenomenon, which includes human, social and economic aspects, defines the need of an holistic and intersectorial approach in order to articulate the policies in these areas. Since it is possible to find individual aspects connected to the poverty, as the fatalism, the immediate aftermaths and sometimes the rupture of the social contract as a consequence of illegal acts, the integral policies have to use also a methodology that promote subjective changes in the way the poor are represented to themselves and to the world.

(b) Targeting Principle

The verification of the existence of a nucleus of extreme poverty, or of high vulnerability, difficultly reached by the universal policies of human, social and economic development, indicates the need to create programs targeted on social protection. A Social Protection Network, directed to the families vulnerable to the macroeconomic, social and idiosyncratic crisis (disease, unemployment) as well as to those in situation of extreme poverty, might represent a guarantee of the minimal necessary conditions to begin a process of promotion. In this respect, during the '90s, countries as Mexico, Guatemala, Honduras and Brazil accumulated experience in the implementation of programs of conditioned transference of resources (the access to the monetary benefit depends on the fulfillment of responsibilities tied to education and health), which will be analyzed hereinafter.

(c) Life Cycle Principles

The poverty tends to reproduce itself across different generations, by factors that affect the possibilities of development of the individuals in each stage of their life cycle. This suggests the need to develop and organize the programs according to the life cycles, in order to neutralize these effects, guaranteeing opportunities for the full development of the poor.

(d) Social Participation Principle

The factors responsible for the production/reproduction of the poverty are generated by the social relations, being therefore necessary to increase the social capital of the poor and to strengthen the social fabric, creating relations between poor and not poor. This defines the importance of different social actors' participation, as non-governmental organizations, voluntarism and companies, integrated to reduce the poverty levels, as so as the guarantee of a leading role of the poor.

(e) *Family Centrality Principle*

One of the most important social spaces of reproduction of poverty, but also of its overcoming, seems to be the family. That is why it becomes fundamental to choose the family as unit of action, creating services of socio-psychological support, offering an integrated set of services to its different members, increasing its degree of information and supporting its process of overcoming the poverty, through the human, social and economic promotion.

Based on this principles, an **Integral Policy** is defined as that which brings together programs of **generation of work and income, human and social development and social protection**. It is established, monitored and evaluated as:

- ◆ **intersectorial** (different sectors)
- ◆ **decentralized** (different government levels)
- ◆ **participative** (different governmental powers –the executive, the legislature and judiciary-, civil society organizations, companies and voluntarism), guaranteeing the **leadership** of poor.
- ◆ **targeted** on the geographic areas where the poverty and the poorest families are concentrated, giving **priority** to the groups with a high level of exclusion because of its geographic region, genre, race, the situation of parents (unemployment, schooling, health), etc.

There exist signs which indicate that an intersectorial, decentralized and participative management, capable of integrating human, social and economic protection and promotion, and targeted on the poorest geographical areas (municipalities and communities) and families, involving their own process of development, can produce synergic effects that would increase the impact of the reduction poverty and inequality reduction policies.

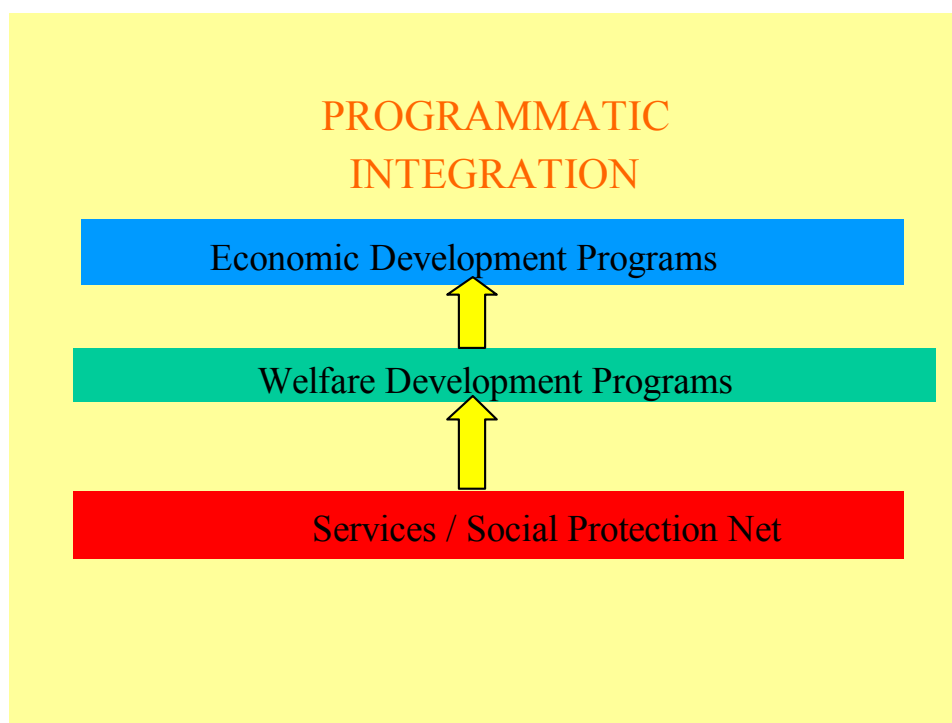
2. What to integrate?

2.1. Programmatic Integration

The own conception of poverty as a multidimensional phenomenon defines the need of an intersectorial approach for the policies that look for its reduction. According to this, a basic question would be how to build a socio-economic engineering, of intersectorial character, capable of reducing the extreme poverty, offering least conditions of safety. This would be the first step of a process of human and social promotion that would make the poor insertion possible in the economic world, as producers as well as beneficiaries of the generated wealth.

Summarizing, the question is how to establish a path from the protection policies to the work and the socio-economic incorporation. This path necessarily involves the building of a Social Protection Net; offering the insertion and support of the poorest in human

development programs; and by actions in the social development field, which strengthen the different types of social base organizations, beyond programs of economic opportunities that allow an effective exit of the situation of poverty.



2.1.1. Social Protection Nets

The Social Protection Nets are public interventions aimed at helping individuals, families and communities to deal with situations of social, economic and natural disasters risks, as well as to support those immersed in extreme poverty situations.

By this way, it can be considered as a part of a Social Protection Net insurance systems, unemployment benefit, and subsidy mechanisms of housing expenses, of transport, health and nourishment, beyond the safety and welfare benefits and the emergency aids.

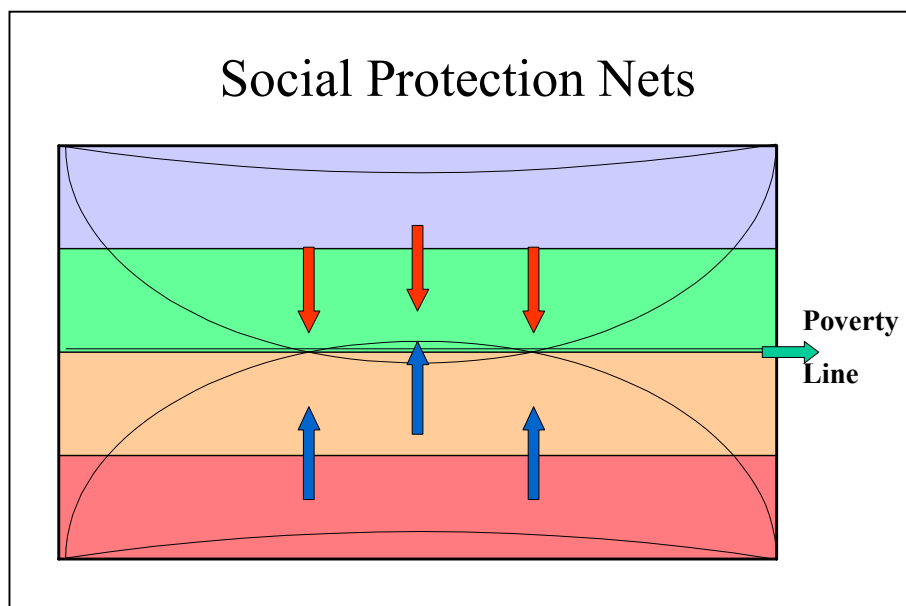
Box 3 The Brazilian Social Protection System

The beginning of the Brazilian Social Protection System can be found in 1923, with the Eloy Chaves Law, which instituted the first pension fund for the rail workers. It was the beginning of the creation of numerous other funds for professional specific categories. Between the '30s and '60s, when Brazil ceased having an eminently agricultural economy and there was beginning the industrialization and urbanization process, proliferated a set of social protection guarantees laws for formal urban workers, consolidated through the Social Prevision Organic Law (1960). Only in 1963, the protection was extended to the rural workers, with the creation of the Rural Workers Assistance Fund (FUNRURAL). This fund guaranteed benefits that, with a few exceptions, were not

depending on previous contributions. In the decade of '70s, the safety benefits for rural and urban workers were generalized through the so-called "salário família and auxílio natalidade and morte" (familiar salary and birth and death support), reaching the domestic employees too.

One of the most important frames of the social protection was the Constitution of 1988 that defined social protection as a citizen right and a duty of the State. It also established specific resources for its financing. The complementary organic laws of Health, Social Security and Social Assistance consolidate this trend with the creation of specific sources and funds. It was also created the Worker Protection Fund (FAT). The idea of protection as a right, which coexisted with the progressive budget deficit, generated the contradictory movement of, on the one hand, establishing links between benefits and contributions and, on the other, producing and expanding assistance benefits not contributing as the Continue Social Security Benefits for senior adults or those who are disabled in situation of extreme poverty. Reaching 2002, the set of benefits with none or very less contribution was coming to near US\$10.000 annual millions, an important part of the budget deficit.

We can identify two levels of Social Protection Nets. The level 1 is directed to protect the families and individuals of structural and idiosyncratic shocks, and to prevent them from becoming poor. This level 2 is basically directed to formal urban workers. This is directed to the extreme poverty and seeks to guarantee minimum standards of income and consumption, reaching principally informal workers of the urban and rural areas.



These two levels of Social Protection Nets might function in a complementary form, that is, level 1 working as mechanism of prevention to avoid more persons falling into poverty and the level 2 as the first step of a way out of poverty process.

In the majority of the countries of the Region, it happens that predominate the typical programs of level 1. Only in the last decade, some countries initiated a process of building a Social Protection Net of level 2, overturned to the poorest, as an attempt of guaranteeing minimal levels of income and consumption.

Analyzing this type of programs, Paes de Barros (2003) identifies, apart from the control of prices, diverse modalities of resources transference, which differ in the form (in kinds, through coupons, or in cash), in the public objective (universal or focalized), and in the counterpart (conditioned transfereces or not conditioned assistance benefits).

The transfereces in kinds, as baskets of food or boxes of construction materials, constitute a very old practice in the field of the social assistance. The first initiative of substitution of the distribution in kinds, of high operational cost and difficult control, was realized with coupons, similar to the American program Food Stamp. The extreme defenders of the transference by coupons, which restrict the type of articles to be acquired by the beneficiaries, argue the possible bad utilization of the transferred resources, which might be used buying drinks or in gambling. Empirical information has demonstrated that this mechanism does not prevent the existence of a trade system, where the resource in kind or the coupons can be changed into those articles to be avoided. Evaluations made over programs of monetary transference (Brazil - Campinas) show that the poor families have a great rationality in the use of the financial resources, investing them mainly in food and medicines.

Box 4 Baskets of food distribution: an experience from Brazil

In 1996, Brazil introduced a program of food transference for the Brazilian cities with the higher indexes of poverty (PRODEA). The original idea was to use the stocks of agricultural reserves and arrange a basket of nourishment with the existing articles in order to be distributed among the poor families of the rural areas. Afterwards these stocks finished and the food began to be bought through centralized biddings, where the big companies from the rich areas of the Brazilian southeast compete. Therefore, the natives from the Amazon started to receive manioc flour from the south and so they stopped their own production, increasing finally the level of economic depression of these areas.

The first beneficiaries' programs, targeted on a pure form of transference of money, were directed to the most vulnerable populations. An example of this kind of program is the Continued Social Security Benefit, created in 1996, which assured a minimum salary for senior adults and those who are disabled and considered extremely poor.

From the second half of the '90s, there began to be created the transference conditioned of resources programs that rapidly expanded to several countries of the Region.

Conditioned Income Transference Programs

In the last decade arose in the Latin American countries a group of projects directed to promote the increase of human capital of the poor families, through conditioned transferences of monetary resources. The followings programs are examples of this group: Oportunidades (Mexico), Familias en Acción (Colombia), Programa de Asignación Familiar - PRAF (Honduras), Programa de Avance hacia la Educación y la Salud (Jamaica), Red de Protección Social (Nicaragua) and Beca Escuela (Brazil).

The basic aims of these programs were to increase the rates of education and schooling, to promote preventive actions of health and to amplify the possibilities of consumption of the families, decreasing their instability.

The majority of these programs have two essential components: Health/Nutrition and Education. The last one consists in determining the transference of resources to the incorporation and basic schooling. Countries like Mexico, Colombia and Jamaica, which already advanced in their rates of education at this level, are including in this benefit the youth in the secondary schools.

Rawlings and Rubio (2003), in a study on the impact of conditioned transference of resources programs in Mexico, Brazil and Nicaragua, concluded that these programs really have a positive impact in the increase of the poor benefited families' human capital. It even exists a clear evidence of the success in the augment of the education rates, in the expansion of the access to health prevention services and in the increase of the consumption level of the families. The direct transference of resources to the mothers, used by the majority of these programs, showed to have a positive effect, both in the utilization of the resources and in the power relations into the families.

Paes de Barros (2003) shows that the conditioned transference of resources programs are useful when the poverty results from the lack of conditions to use the existing services. In a situation of lack of services, the guarantee of amplification of the offer would be a previous condition for its implementation. For the author, the transferences' value must be calculated depending on the number and the difficulty to fulfill the conditions. Since they are targeted programs, it would exist the need to define the targeting more suitable mechanism, as it will be discussed later. The target of the benefit might be an individual or a family.

As the majority of the programs of this kind, it starts from the premise that the principal space of reproduction / overcoming of the poverty is the family. That is why the family is the beneficiary unit in many of them. From there, arises the question of the need of foreseeing values apart from the benefits, depending on the characteristics of the families. Besides, the benefit might change depending on the degree of poverty, race, the presence and age of children, elderly people or adults carrying HIV/SIDA. In agreement with the conditions, differential values might be foreseen by youth in the secondary school or women, as the case of Mexico.

One of the big challenges of this kind of programs is the monitoring of the conditions and of the process of entry and exit of the program. Because of its intersectorial character, this task is in charge of different organizations, which demand the creation of a unified system of information about the families and the fulfillment of their responsibilities.

These programs have used different forms of transference, as bank coupons or direct monetary transferences.

Some cases like the Brazilian one seem to demonstrate that the transference of financial resources for the families increases their power of consumption. As a result, the most economically depressed regions, where these families are centered, increase their local production of goods and services, which multiply the possibilities of work and employment, and consequently the tax collection, creating a virtuous circle of economic local growth.

Box 5. Conditioned Transferences Program: The Brazilian case

From 1966, Brazil created a set of conditioned transferences of resources programs in different departments: Eradication of Infantile Work and Young Agent of Social Development Program, in the State Secretariat of Social Assistance; Scholarship School, in the Education Ministry; and the Nourishment Subsidy in the Health Ministry. These programs, targeted on the poorest families, were connected with the subsidy for acquisition of gas kitchen known as Gas Aid, on the responsibility of the Mines and Energy Ministry.

In order to conform a Social Protection Net comprised by these programs, initially isolated, there was constituted the Unique Register of Poor Families, with property-computerized information, which allowed the emission of a magnetic card called Civil Card, addressed to the family mother. In order that the beneficiaries could have direct access to the financial resources, there were created bank agencies, as bank agents or small commercial units. By this way, the beneficiaries of the different programs of the Social Protection Net could access to the monthly receiving resources through their Civil Card, in the 5561 Brazilian municipalities.

The direct transference through a bank magnetic card, in spite of its higher initial costs, seems to have lower operational costs to medium and long term, besides the great simplification of the transactions logistics. The implementation of this mechanism can be a way for any other kind of program of social protection, including insurances, subsidies, benefits or emergency aids focalized to the poorest families. It can also be used for microcredit access.

The great challenge of the Social Protection Nets is the possibility of avoiding the dependence. Since they are programs targeted on the most poor, there would exist the risk of creating negative incentives, where the families would stop their promotion process and would hide their advances, in order that their benefits would not be decreased or cut.

The attempts of facing this problem include the elaboration of a promotion plan for every family, with certain time of permanency, identification, and resources and opportunities offer, necessary for the overcoming of the poverty. This plan contemplates an agreement defining responsibilities, both for the family and for the State, the creation of a follow-up and evaluation system of the fulfillment of the plan, in order to achieve a goal. The door of goal is the incorporation of the adult members of these families on the job market, preferably in the formal sector, which guarantees their financial autonomy and the access to the Social Protection Net. The way from the benefit welfare to the credit, from the protection to the economic production, must be planned and fulfilled by the family and by the State. An example of this strategy is the Support Chile program, analyzed hereinafter.

2.1.2. Human Development Programs

The basic idea of the conditioned transference of resources programs is to integrate social protection programs, which seek to guarantee minimum income levels with human development programs that provide the necessary conditions to overcome the poverty in the long term.

Considering the social protection as the first step of a solution process of poverty implies the articulation of the programs and services created to increase the human capital of the different members of the poor families, through mechanisms as: (a) conditioned transference of income; (b) orientation to the demand; (c) offer accessibility; and (d) priority to the attention. Likewise, it is fundamental to guarantee not only the services offer, mainly in the education and health areas, but also the orientation on how to deal with them, besides the conditions of priority access to these services.

Beyond this, we have to consider that, besides the programs that support satisfactory conditions of health and opportunities of development offer through a quality education, it would also be necessary to guarantee the access to sports, cultural, entertainment and community activities, which are fundamental for the physical and the psychological balance of the individuals.

On the whole, there should be included in the area of health: primary assistance programs to the poor families, as Health for the Family in Brazil and Family Doctors in Cuba; woman health (reproductive health, universalization of the prenatal assistance, mother mortality decrease); programs of infant mortality decrease and of teenager health (precocious pregnancy, drug addiction, sexually transmissible diseases); and third age health. The proper conditions of health depend fundamentally on the housing conditions and on a healthy environment, which requires of programs of housing and urban infrastructure, as those of regularization of land possession, of housing improvements, of installation of drinkable water, of refuse collection, reforestation, etc.

In the education area, it is necessary to guarantee the existence of first childhood attention programs, the access and the permanency in the different levels of the basic education,

adults/youth literacy campaign, supplementary education and post-school programs in the countries that do not possess schools of integral schedule. It is fundamental to face the problem of the real "digital apartheid" that affects the poorest, including the access to computing for the different groups and levels of education.

There would be also necessary some actions to increase the quality of the education offered to the poor, through the improvement of the school infrastructure, salary incentives programs and educational training, as well as improvement of the school management. When we speak about increasing the education quality, we are not referring scarcely to the improvement of the formal disciplines, but also to the education in broad sense. That is an education directed to the construction of a set of knowledge, values and meanings (symbolic representation), which could be used as base to a full process of human promotion. A quality education to overcome the poverty should be intentionally directed to the poor's construction of a positive vision of themselves and of their cultural identity.

In the cultural area, which is fundamental for a process of construction and appraisal of the cultural identity, there should be developed actions of support to the different forms of cultural production from the poor communities. It should be also guaranteed the access to the most universal cultural items, as a way of extending the vision of the world of the poor population. In this respect, it would be very important in a process of social promotion to create conditions to the poor so that they could make tours out of their geographical and symbolic universe.

The access to sports activities, though it is important in any stage of life, it is vital when it has to do with poor youth. Apart from representing a real possibility of social promotion, the sports are important instruments in the construction of the normative system. The access to sports equipment, the creation of sports schools and the professionalization of the most talented would be an important part of the strategies of poverty overcoming and of violence decrease. A successful experience in this respect is the program of Night Sport for young people of poor communities.

We cannot forget that the human development begins from the own formalization of the individual existence. That is why the documentation is the first step in the process of citizenship construction. Several countries, as Brazil, Mexico and Costa Rica, are developing programs of documentation for the poor population, as a pre-requirement for the insertion in social protection programs.

Box 6 The problem of the documentation

Brazil is facing one of the most serious consequences of its historical process of social exclusion: the lack of documentation of wide portions of the poor population. The verification in 1999 that approximately 2 millions of children a year would be undocumented and that the principal reason was the cost of the birth certificate, gave origin to the law of free obtaining of the document. However, there were rejections of notaries who argued the unconstitutionality of the law, which impeded its implementation. The creation of Social Protection Net at the

beginning of 2001 showed that approximately 10 % of the families were not having access to the programs because the mothers did not have documentation.

This fact gave origin to a movement named Brazil with Name and Nickname, which assembled organisms of different levels of the executive, the judiciary, executives' federations and the press (radio and television). The movement developed actions of documentation in the poorest regions of the country and installed documentation posts in maternity hospitals, so that the newborn children left the hospital with their birth certificate.

Costa Rica is facing this question as well as the problem of the definition lack of the paternity, with a law that forces the mother to declare the name of the father before the child's birth. The hospital system has the task of contacting the person in order to recognize the formal paternity, assuming in this way the consistent responsibilities. If there were some case where the father would not recognize his condition, the government makes the DNA test. The positive result generates legal actions process against the father that is obliged to assume his responsibilities and he could compensate the mother for damage done. The negative result implies sanctions to the mother. Even if it is recent, the implementation of this law has been efficient in the unknown paternity cases.

2.1.3. Programs of Social Development

According to the Principle of Participation, if the responsible factors for the production / reproduction of the poverty are generated from the social relations, there would exist the need to promote transformations in the dynamics of these relations, through the social capital turnover of the poor and of the strengthening of the social net, with the establishment of relations between poor and not poor. Thus, the importance of starting supporting actions to the participation of different social actors, as non governmental organizations, volunteers and companies, beside the different types of base organizations being strengthened, including the family, as a way of guaranteeing them a leading role.

Policies of strengthening of existing NGOs and of support to the creation of base organizations, including programs of training, institution development and project financing.

It happens that the geographical distribution of the performance of the NGOs is not equitable either. The presence of these social actors centers in the big cities, where the poverty and the wealth are closer. As the poverty areas move away from the center, the performance of the NGOs is smaller. That is why, it would be fundamental to increase the social dynamism in these poorer areas through the identification and support of informal forms of organization, training and supporting local leaders and new leaders, through programs directed mainly to the young men.

Box 7 The experience of the National Center of Community Formation (CENAFOCO), in Brazil

In 1999 Brazil initiated the implantation of the Project Alvorada (to being analyzed later), directed to decreasing the regional inequalities, and of the National Plan of Public Security

(PNSP), which was seeking to lower the levels of violence. The Project Alvorada targeted on the municipalities with lower IDH, or, the small cities that were constituted in real poverty areas, and the PNSP in the big and violent metropolitan areas. In both cases, there was detected a great fragility and lack of base organizations, which was impeding the participation of the poorest in the programs. To face the problem, there was created the National Center of Community Formation (CENAFOCO). The Center was working in association with ONGs of big and medium size, in a program decentralized of leaders' training for the social initiative, which final product was a project of local development. For that, there existed a financial fund that was guaranteeing resources seed to the best projects and a system of institutional support, monitoring and evaluation of results. An important result of the action of the Center was the creation of numerous base organizations, both in the small cities and in the poor communities of the metropolitan areas.

Besides the so called non governmental organizations created by the poor, it is necessary to verify the importance of other organizational existing forms, of professional, political or religious character and that can be contributing to the creation of a social and economic environment favorable to the overcoming of the poverty, supporting them on this function.

It is also important to mention the actions of support to the families, as mother cells of the social net and principal institution of social protection. In this respect, the followings programs play an important role: (a) psico-social support to the families; (b) social-educational actions through the massive communication media; (c) nursery schools or diurnal attention for senior citizens and disabled adults, guaranteeing the conditions of preserving the familiar links; (d) financial support to the families to avoid/disabled the members hospitalization. It is important to indicate that, in Brazil, the programs of preserving the familiar links are in average three times cheaper than the programs of hospitalization.

As importantly as to create and to strengthen the social organizations of the poor, it is to implement actions that allow the social integration of the poor and not poor, as a challenge to the decrease of the poverty and the increase of the social cohesion. In this respect, the program of incentive and support to the volunteers and the social responsibility of the companies' management stand out.

The creation of Centers of Voluntary Service, in charge of promoting the culture of the voluntarism, to catch volunteers, to qualify recipient volunteers organizations, to direct volunteers for institutions, to accompany and to evaluate their contributions and, to create strategies of public recognition of these contributions, seems to be a programmatical alternative of great effect.

The amplification of the social responsibility of the companies is being looked through actions of inspection and sanction to companies that demonstrate ecological and social irresponsibility and of fiscal and symbolic incentives for those who present high levels of responsibility in these fields. In many countries, there exist a policy of fiscal incentives for persons or companies who contribute financially with programs of reduction of the poverty.

Another measure that is being used, it is the grant of honorable mentions, as diplomas and marks, which help to build a public positive image of the companies and to be able to work as the differential one to motivate the consumption of their products.

2.1.4. Programs of Economic Development

The question of how to overcome the poverty should begin for the investigation of how promoting the economic incorporation of the poor, not only as wealth-producing ones, but as beneficiaries of the produced wealth. The search of solutions leads us to checking that, the overcoming of the extreme poverty, needs to begin with the installation of a Social Protection network that offers minimal conditions of income and consumption, as the first step of a process of promotion. It would be necessary to guarantee human development conditions, through effective policies of health, education, housing, sports, culture and entertainment. It seems that it would be fundamental to strengthen the social organizations of the poor and to increase the social cohesion, through the narrowing of the gap between poor and not poor, in such a way that would transform the social relations responsible for production / reproduction of the poverty and the inequality. All this is to guarantee the conditions and necessary abilities for the full utilization of the economic opportunities.

It ends up stating the need of the creation and extension of economic opportunities for the poor, as policies of economic development in the macro and microeconomic fields.

Thus, the integral national strategies must include macroeconomic policies of fiscal stability, control of the inflation, economic growth and generation of employment. On the other hand, minor levels, they must emphasize policies of professional training, organization and support to cooperative societies and micro-companies, technical advising, support to the marketing of goods and services and access to the micro-credit.

It is important to get committed to change the legal panorama that, in many cases, represents a real barrier for the policies of generation of employment, formalization of links of work, creation and formalization of cooperative societies and small companies and access to the credit. In the majority of the countries, the micro credit is still forbidden to extremely poor persons who do not manage to fulfill the multiple requirements that the programs raise, especially the formal guarantees. A great challenge continues being a bridge establishing between transfer of income and micro credit. In Brazil, it was developed, through the Project Alvorada, a credit line that was allowing the payment as soon as there was realized the first operation of sale of the goods or produced services. The same way, the debtor could pay the first operation through unemployment compensation of equivalent value in schools and public hospitals.

The important thing is that the integral policies include programs of economic development that allow, together with the financial autonomy of the families, the building of a solution to give up poverty.

2.2. Institutional integration: different levels

During the '90s, there was consolidated the offer of decentralization of the social policies, based on the fact that the local level had better knowledge of the characteristics and needs of the poor persons, greater summoning and mobilization power of local resources, beyond better conditions for the participation of wide sectors, specially of the poor themselves, in the design, implementation and social control of these policies.

Thus, the central level should identify of the big political and programmatical lines, to contribute part of the financing (of way of propitiating equity), and the assembly of unique systems of information, which make possible the accomplishment of diagnoses and the implantation of system of monitoring and evaluation.

The intermediate level would be in charge of identical functions to those of the central level, in the area of its administration, and would be responsible for the direct execution of programs of together with the town hall authorities.

The par excellence executor of the policies and programs, in the offers of decentralization, is the local level.

What is happening is that in the same countries in which the process of decentralization is anticipated, this division of roles does not happen in the practice. The great political value to assume the management of a program turns out that all the levels execute the program in an independent, parallel and sometimes competitive way.

The Integral Policies need to create organization mechanisms and to build the integration between different levels of government, regarding the conception, implantation, financing, monitoring and evaluation of the programs of reduction of the poverty.

This might be the type of integration which needs major political skills in the use of strategies of supra party character, as soon as the different levels of government are under the conduction of different political parties and, most of the times, politically opponents.

In spite of the difficulties, it becomes crucial to look for a way to help the institutional integration, including the clear definition of the roles and responsibilities in the implantation of organizational structures of integration (analyzed in the article 2.1), and the creation of a legal panorama to regulate its running.

The institutional integration expected to increase the impact through: (a) complementarity of the roles in the processes of planning, financing, execution and evaluation; (b) creation of the unique systems of information about beneficiaries, services and programs; and (c) identification, organization, integration and rationalization of the offer of services for the poor.

2.3. Integration of different social actors: the civil participation

From the '60s, with the spreading of the theory of the marginality, the question of the participation, such as active (formulation of ideas, political decisions), or passive (benefits and services), happened to be a central subject in the offers of social incorporation, reduction of the poverty and the inequality. The participation acquires, in the following decades, the status of rights of citizenship. Thus, it is stated that the policies of reduction of the poverty and the inequality must include, necessarily, a component of civil participation, as form of: (a) to guarantee the rights of most excluded; (b) possibility of the empowerment of the poorest through the exercise of a leading role; (c) to propitiate the attention of the real needs of the beneficiaries; (d) to increase the transparency in the use of the resources; (e) to increase the social control; (f) to increase the social cohesion, with the narrowing of the relations between the poor and not poor; (g) to create synergic effects along the action of social actors with resources, capacities and complementary limitations.

The ways of active participation are being increased by the countries through the creation of councils and forums in different levels. In this line, the experiences of participation of the poorest also in the execution of services of environmental conservation, compilation of residues, preventive health, infantile education, cultural and sports actions are outlined. A good example is the Program of Community Agents of Health of Brazil, which uses 120 thousand resident professionals who reside in the poverty areas. This type of participation represents an important source of employment for the poorest and a factor of impact of the programs of reduction of the poverty.

As for the participation of not poor in these policies, in general through voluntary actions and responsibility of the companies, an increase of initiatives is stated in many countries of the region, specially in the south cone. This type of social participation is being showed as an important way of contribution of new human and financial resources to the programs of reduction of the poverty. What is more, it represents a strategic way for the increase of the social cohesion, to make a new way of relationship possible between poor and not poor, different from the traditional relationships established among different groups in the inner world-work.

The critics of the offers of participation accentuate the difficulties of the implementation of the participative models, who would delay the processes of taking decisions, decreasing the impact of the actions. They suggest that sometimes the participation is scarcely a political exercise, without impact on the fundamental decisions. Another reason of criticism would be the fact that the so called organizations of the civil society would be, in name of a claimed representation, defending particular interests, over the welfare state.

There are no controversies on the importance of the participation in the exercise of the social control, of its impact in the empowerment of the poorest and of the synergic effects that might appear as result of the contribution of the different social actors.

It hopes that the social integration is capable of articulating the possibilities of coverage of the governments, the proximity with the problems and the streamlining of the civil society, with the availability and the commitment of the volunteers and the managerial competition of the companies. A product of the facts will be the increase of the offer of services and the possibility of building a real policy of State, overcoming the traditional policies of government.

The most important effect of the participation, meanwhile, will be the concrete possibility of involving the poor in their own process of overcoming of the poverty. Policies and programs can offer the instruments, but the process of human, social and economical promotion will be done, only from the own persons immersed in the situation of poverty.

3. What for targeting?

One of the most controversial questions in the Region is about the universalization against the targeting of the social policies.

The proposals of targeting are not referred to the social policies of universal character, like education and health. In these cases, the controversy is about the prioritization criteria in the use of the resources or about the adoption of the so called affirmative actions.

It is clear that prioritizing does not mean exclusion, although the assignation of the resources, especially when these are limited, must reflect political priorities and, if it exists a government agenda for the poverty and inequality reduction, the programs and services able to promote the development of the people in these conditions should be a priority.

Between the policies specifically directed to the poverty and inequality reduction, Paes de Barros y Carvalho (2004) distinguishes two targeting categories: a weak targeting, which scarcely prioritize poor people, and a strong targeting, which defines an exclusive attention towards the people located under a certain poverty line.

The weak targeting would work in the organization of a “rank” of descendent order in poverty situation and it would try to assist as much people as possible, in accordance to the available resources. The universalization of the assistance for the ones who need it would be obtained progressively at the same time that the resources increase and the beneficiaries go out from the programs.

The strong targeting defines a focal group and puts the others outside the program. In this case, the targeting failures could represent serious problems in relation to the impact.

The critics of the targeting, particularly of the second type, are based upon two main arguments: the universality of the social protection rights and the privacy rights.

The supporters of the protection rights call attention about the fact that the targeting of the extreme poverty excludes the moderate poverty and the new poor. Then, it does not

contribute to avoid the increase of poverty. They also argues that the non assisted groups tend to break the social pact, affecting the governance. In addition, they point out that in case of increasing the results, there could have to assist the non assisted medium poor groups, as soon as the impacts were faster and less expensive.

The ones who defend the privacy right argue that the targeting process demands characterization levels of poor families and this implies a privacy invasion.

On the other hand, cases like Chile, where they practice a successful social policy of universal character, it is evident the existence of a group of about 250 thousand people who have not been assisted by these policies. In other countries of the Region, the quality differences of the universal services offered to poor people is so big, that they do not guarantee the right of equal opportunities.

The enormous indexes of poverty and inequality of the Region show that neither the market nor the offer of universal policies have succeeded in offering an effective equity of opportunities. In a situation of inequality, the way to search the equity lies in the decision of giving priority to the most disadvantaged. In the dispute between David and Goliath a supposed neutrality of the universal actions tends necessarily to benefit Goliath.

It could be interesting to ask to poor people what they think is the most important for them, to protect their privacy or to have access to opportunities that allow them to improve their condition.

With regard to the medium stratus, many countries built historically a social protection net for the formal workers. In this way, in many countries, part of the population have the benefit of the social protection rights. Nowadays, the question is how to guarantee the whole society a reduction of the levels of inequality and the social , political and economic problems produced by them. To face them, the targeting is essential.

For the countries who adopt this perspective, the question is how to do it. How they could indentify the focal groups and assign them different levels of priority? Which are the mechanisms of targeting?

Box 8 Why targeting? Two examples

Example 1: The city of Rio De Janeiro has a nursery network, under the management of the Municipal Secretary of Social Development. They are located inside the 'favelas' (shanty towns) and it is included as an strategy of social protection for poor people. As this benefit was exclusively offered to those mothers who had a job, the children who come from families were the mother did not have the minimum required conditions to be inserted on the work market, they reminded in the worst conditions of growing and development. These children were precisely excluded from a policy of social protection and they later would enlarge the indexes of school desertion, repetition, precocious work, and even worst, childhood morbidity and mortality. It was, then, decided to target on the benefits for the children with a higher social risk (indigent families, malnutrited children, victims of domestic violence, sons of people in prision), verifying a substantial improvement in the social indeces of these areas.

Example 2: The State Secretary of Social Assistance, organization of the Brazilian Federal Government, has the mission of reducing the levels of poverty and inequality, and used a distribution criterion of the resources of the National Fund of Social Assistance, that historically directed its resources to the places where there were services of attention for children, adult or disabled people. The poorest regions, as they did not have the facilities to install such services, were not benefited by these funds. The permanence of this “historical criteria” perpetuates the levels of regional inequality. There was a proposal for targeting on the distribution of these resources; this produced a strong resistance of the National Council of Social Assistance. The distribution criteria remained exactly the same, so it produces a strengthening of the inequality fighting policy.

The process of identification of the focal universes usually goes through two stages: the geographical or territorial targeting, and the targeting of the family units.

Geographical targeting

The identification of the areas to be targeted, demands a process of geographical measure of the poverty. The integral programs adopt a concept where the poverty is considered a multidimensional phenomena, they can not hardly use economical indexes. Some countries are using, for this purpose, synthetical indicators. In Brazil, the Alvorada Project used the IDH to identify states, micro-regions and municipalities-target, creating a scale of priorities from the minimum levels of IDH.

Other countries of the region are using other kind of synthetical indicators, considered more appropriated for the policies they develop. In the case of Mexico, The geographical targeting of the Opportunities Program was developed from the index of marginality, which will be characterized forward. These synthetical indicators are applied when the target is a geographical region.

Family units targeting

There is a fragile knowledge about the poor families, their basics characteristics and main demands in the Region. The definition about who is poor depends, evidently, on the establishment of an absolute poverty line, which is in practice a very difficult task. Historically it is used a method of configure a basic family shopping basket, able to satisfy the minimal nutritional necessities of a person, taking into account habits of consumption of every region. With the base of the relative values of the nourishments, its cost could be calculated. The value of the basket plus de basics expenses of health, education, housing and transportation, they define the line of poverty.

The international organizations use the standard of family income per capita of one dollar a day, in order to identify the situation of extreme poverty and two dollars a day for a condition of poverty. The adoption of this line has the advantage of making a comparison at

international level. Beyond that, the problem with the method of the poverty line hardly takes into account the dimension of the income, without taking the multidimensional vision into account. As the majority of the poor population works informally, with an extremely fluctuant income, it becomes very difficult to use only this criterion.

Attempting to show the multidimensionality of this phenomenon, it appears the method of the basics unsatisfied necessities, which establish a group of indicators connected with the family income, the scholar assistance, the access to health services and housing conditions. A minimum standard is defined and then all the families under this standard are considered poor, at least at one of these basic necessities.

These methods use census data of the home surveys and are important to give dimension to the problem, although they are not enough for targeting policies of reduction of poverty and inequality. In these cases not only it is necessary to quantify the poor families, but also identify and characterize them. In other words, it is important to define how many are the poor, who are they, where they live, which are their necessities, aims and difficulties.

The task of identifying and characterizing the poor families, demands, therefore, some instruments to be built and applied with that specific purpose, and they necessarily invade the privacy of the families.

Colombia, facing the need of targeting the subsidized medical assistance for the poorest, implemented about ten years ago the SISBEN. This system opted for the method of address visits, in spite of its higher cost and time it demanded. They wanted to guarantee a high standard of reliability because it was a high value service.

In the case of Brazil and because the enormous number, about 11 millions, of families in a situation of poverty, it was adopted another method called Unique Register of Poor Families. It was an auto-managed register, built over responsibility of the municipal governments. According to census data, it identifies and records the families. It is a cheaper and faster method but with a big error margin.

Box 9 The Unique Register of Brazil

The Unique Register of Brazil was the first attempt to integrate six programs of transference of resources for the Brazilian families located under the poverty line. The unification of these programs faced great resistance of ministries. So, the creation of a single source of information was shown as the concrete possibility of: (a) to build a base of information of the poor families that could be used for policies of different areas; (b) to avoid the same family to be inquired by different governmental agents; (c) to cross the information of different programs, with the intention of identifying families benefited by several programs and totally neglected families; (d) to rationalize the investments, defining minimal and maximum values of transference, according to the characteristics of the families; and (e) to decrease the operational costs. In spite of these arguments, the offer presented at the end of 2000, had to be regulated by Decree on 7th July, 2001 and then officially established from September, 2001.

The instrument was elaborated from the different existing records, according to the multidimensional conception of poverty, and had a general part, to be used by all the programs, and annexes to attend to specific needs.

The responsibility for the record belong to the municipal government, which used as recorders individuals that worked in the poorest communities, through existing programs of the involved departments. Thus, the recorders were the Communitarian Agents of Health, the Young Agents of Social Development, students of medium education or of technical schools. Multidisciplinary equipments formed by civil servants of the involved ministries trained these agents.

The different municipalities have done the inspection and control. The Federal Caixa Econômica had the role of administrating the Information Bank and of paying organism.

From September, 2001 to December, 2002 there were registered more than 6 million families (26 million persons) and in May, 2004 the whole come to 8.6 million families and 35.5 million persons.

There are some critiques about the instrument, referring to the transparency of the process in some of the municipalities, and to the work of managing of the Information Bank. The initial results showed to be, still, pertinent enough. The Record made the effective integration between the programs of the Social Protection Net that, with the title of Stock Exchange Family, towards the increasing of the coverage and in the establishment of minimums and maximums for family.

Referring to the operational costs, Ramos and Lobato(2004) value in approximately 9 millions of dollars the reduction of the cost, only with the introduction of the Unique Card.

Anyway, whatever the method is adopted, a process of identification and characterization of poor families should have different mechanisms of social control for its development. To submit the list of families registered to review of the existing councils to local level, to publish the lists, to create institutional channels for the denunciations, to stimulate the massive participation of the mass media in the spreading of information, they are some possibilities. However, it will be always a general targeting and will demand detailed strategies of inspection.

CHAPTER II: Implementing integral policies

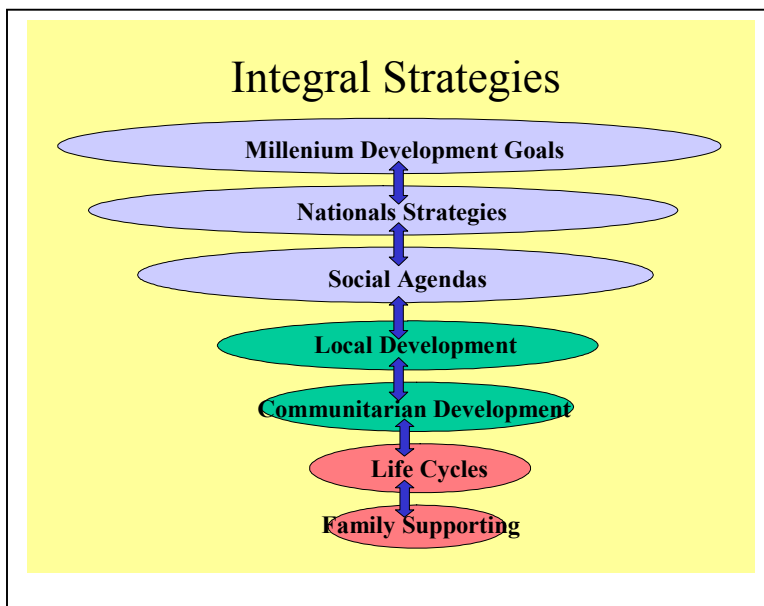
1. How to integrate, to increase the participation and to target

To integrate the different sectors, levels of government and social actors according to a program that manages to offer to the poorest, in a targeting form, actions orientated to the social protection, the human, social and economic development, capable of guaranteeing the necessary opportunities in order to overcome its situation, it is not a simple task.

In order to concrete the integral policies, it is necessary to develop strategies of catalyst character. Strategies capable of articulating, of integrating and rationalizing the efforts depending on goals and common aims, promoting and targeting on the actions, in search of major efficiency of the policies of reduction of the poverty and the inequality.

These strategies of increase of the efficiency are based in: (a) agreed aims and goals; (b) territories with socio-cultural specific identities; and (c) familiar units.

In the first group there might be included the Millennium Development Goals, the experiences of the National Strategies of Poverty Reduction and the Social Agendas. Among the strategies of territorial base, they find the experiences of Local Integrated Development and Sustainable and the programs of Community Development. The strategies based on the family as units of action, include the Perspective of Life Cycles and the Programs of Support to the Families.



1.1. Strategies based in the aims and goals

In spite of the fact that all the types of integral strategies take it for granted their objectives and agreed goals, there exists a group that there take as a reference territorial units and a set of goals agreed as his catalyst element. The reference can be worldwide, as the case of the Millennium Development Goals, a country, as the National Strategies of Reduction of the Poverty, or a sub national area or a great city, as in case of the Social Agendas.

1.1.1 The Millennium Development Goals

In September 2000, in occasion of the 55a. General Assembly of the United Nations, 189 countries of the world promised, with the Declaration of the Millennium, to reach a series of aims and concrete goals for the year 2015, based on the results of the world conferences of the decade of the 90s. The representatives of the World Bank, IMF, OECD and the UN, assumed the adoption of these aims as a common frame for their policies and programs.

These commitments were transformed in September 2001, into 8 goals, 18 aims and 48 indicators, which will contribute to the tasks of monitoring and evaluation. The definite Goals include: to eradicate the poverty and the hunger; to universalize the elementary education; to promote the equality of genre and the autonomy of the woman; to reduce the infant mortality; to improve the mother health; to fight the AIDS, the malaria and other critical illnesses; to guarantee the environmental sustainability; and to promote a world association for the development.

To reach these goals, absolutely strategic from the ethical, social and economic point of view, it will depend not only on the acceleration of the growth, but on the creation of strategies in the field of the public policies that allow to increase the impacts of the realized efforts.

For this, it will be necessary that the efforts directed to the fulfillment of the goals are associated with national strategies of reduction of the poverty and the inequality. It would be the possibility of adapting the global commitments at the level of development, needs and specific conditions of every country.

From its very launching, the ODM turned into a frame of international reference. They might be a valuable instrument to improve the coordination of the different organizations of international financing, and orientate the systematic and transparent monitoring of the results of the public policies created with this one purpose in every country.

1.1.2. National Strategies of Poverty Reduction

The National Strategies of Reduction of the Poverty are proposals of national scope and they seek to create, to establish and to evaluate an agreed plan of reduction of the poverty and the inequality.

In 1996, on initiative of multilateral organisms like the International Monetary Fund and the World Bank, an agreement was signed to help the poor and highly indebted countries, or countries HIPC (Heavily Indebted Poor Country), to reduce and to improve the negotiations of their foreign debts. This agreement proposed that the countries elaborated Strategies of Reduction of the Poverty (ERP), with technical and financial support of international organisms. After three years, when the countries demonstrated advances in their ERP, also known as PRSP (Poverty Reduction Strategy Paper), they might request the first relief of their debt, which only will be total negotiated after the application of the ERP. The total number of ERP in implantation before the end of the year 2003 was coming to 32, of which 18 countries already were in the second phase, among them Bolivia, Guyana, Honduras and Nicaragua.

The ERP has four principal elements: 1. Diagnosis; 2. Conception of the participative process; 3. Definition of a Plan of Prior Actions; and 4. Establishment of goals.

The diagnosis must present an integral comprehension not only about of the poverty, but the inequality and its determinants, and the principal obstacles for its overcoming as well. Every country must be clear on: (a) the sufficiency and reliability of the available information; (b) the nature of the determinant factors of the poverty, the inequality and the vulnerability; and (c) the factors of economic, social and institutional order that impede the proposals of reduction of the poverty. Also there must consist in the diagnosis an analysis of the existing policies, depending on its efficiency, equity, efficiency of the management and conditions of administration.

The participative process must be thought not only from the internal dimension of the government, but in relation to the organizations of the civil society, including the defense of rights of victim groups of exclusion, university and investigation institutions, the private sector, unions, international organisms and principally, the poor and their representatives. It must propose also a Plan of Communication that guarantees that the results of the process of participation will be included in the contents of the ERP.

The Plan of Priority Actions must contain appropriate and viable strategies arisen from the diagnosis of the necessities and on the already existing actions, compatible with the resources and institutional existing capacities. They must be included in the social policies and the macroeconomic, of infrastructure and environmental as well. The Plan needs to contain the necessary changes in the legal area, as well as the measurements of development of the management. Its financing plan must be reliable and a feasible attainable.

The program of goals must define aims of medium and long term, as well as indicators of progress and annual goals. These must be feasible, feasible and compatible with the available resources and with the conditions of follow-up and evaluation. They must be capable also of grasp social inequalities, of genre, regional and ethnic. The system of monitoring, needs to be sufficient and sustainable, and includes participative methods.

In short, the ERP, must be elaborated according to the conception of integral development in which the macro and microeconomic policies are articulated with the political social policies, in a participative process of elaboration of a Plan of Strategic Actions, able of promoting economic growth, with a decrease of the levels of poverty and inequality. The promotion of the integral development (economic, social and human) with social equity and preservation of the environment, demands, meanwhile, a joint effort of the different circles of power (executive, legislative and judiciary), of the different sectors and levels of government and of the diverse organizations of the civil society (managerial, not governmental organizations, unions, churches, universities, etc.), congregated around a Plan of Strategic Actions conceived, implemented, controlled and evaluated in a participative form.

The analysis elaborated by the International Monetary Fund and the World Bank (2003) of 14 countries in process of implantation of their ERP, shows interesting trends.

In relation to the performance of the different circles of power, the study shows that, in the majority of the countries, the ERP develops parallelly to the Plans of Government and involve scarcely to other power, specially to the legislative one. It exists a recurrent difficulty of inter-ministerial cooperation, including the Departments of Finance, which generates weak links between the priority actions defined in the ERP and the budgetary definitions. Beyond it, the changes of government tend to involve breaks in the process, which would be indicating that the PRSP, would not be constituted in real policy of State.

As for the participative process, the information shows that the participation has been growing, without proving that its charitable effects mean a major commitment with the generated offers. They are observed, meanwhile, some indicator of which the participation has positively been responsible of a major transparency, mainly in the use of the resources. The criticism in this respect indicates that the NGOs are outlined more for the criticism to the existing models than for their contributions to the creation of new options. Nevertheless, it is being verified an increase in the participation of the private sector and of the workers' organizations. The participation of the women continues being very low, which is considered to be a determinant factor of the low incorporation of the perspective of genre in the ERP. Besides, some questions, principally of the macroeconomic field, are not included in the participative process, and many suggestions generated in this process are not considered in the Plans of Strategic Actions. Finally, everything seems to indicate that the most important role of the participation is located in the process of monitoring and evaluation.

The information also seems to show that the Plans of Strategic Actions emphasize the macroeconomic aspects, as the decrease of the inflation and the economic growth, than to

specific offers of decreasing of the poverty and the inequality. In fact, in the majority of the cases there is no a clear definition of priorities and, when they exist, these neither are related to the identification of resources and risks, nor are reflected in the budget. Some countries have advanced in their diagnoses on poverty, but they do not demonstrate a clear connection between these and the proposed actions. In general, a great lack of realism exists in the definition of goals, which tends to be reduced in the process of review of the ERP.

The studies propose that the ERP must be more realistic, not only in the definition of the base lines, as in the goals. They need to include the analysis of the inherent risks in the process of implantation, and to relate the economic and social priorities in such a way that they are reflected in the budgetary decisions.

As lessons learned in this process, there is included the need to plan and monitor carefully the process of participation, the preoccupation in relation to the sustainability of the ERP and the need to give special attention to the organizational structure necessary for its implementation.

Despite the fact that the evaluations of the ERP target more on the process than in the results and impacts, it has happened that the growth of the GDP in the countries that are implementing them has been larger that in previous periods and superior to those countries extremely poor that are not involved in this process.

Box 10 Nicaragua, a successful case of Poverty Reduction Strategy

The indexes of poverty and extreme poverty decreased systematically in Nicaragua in the last decade, nevertheless, in the future there will have to be realized efforts directed to the increase of the levels of education and productivity of the population, it indicates a report of the World Bank (2004).

The document, elaborated on the basis of the Program for the Improvement of the Investigation on Measurement of the Standard of Living, which is a part) of the Strategy of Reduction of the Poverty, shows that the poverty decreased from 50,3 % in 1993, to 45,8 % in 2001 and that the extreme poverty fell) from 19,4 % to 15,1 % in the same period.

"Nicaragua made a significant effort of reduction of the poverty during the last decade, in spite of being one of the poorest and less developed countries of Latin America ", it indicates the study.

The advances in the reduction of the poverty, in the period 1998 2001, are observed through significant increases of the familiar income and the decrease of the price of the food.

The study highlights that this improvement in the situation of the poor was notable in spite of the problems derived from the drought and the crisis in the production of coffee. Nevertheless, the study aims that there exist indicators linked to the situation of poverty as the rate of fecundity, principally teenager, low quality of the education, as well as under access to the services of drinkable water and clearing up.

1.1.3 Social Agendas

The process of joining the National Strategies and the Social Agendas might result from the subdivision of the National Strategies in Social Agendas, in administrative subunits, as well as from the construction of the National Strategy parting from the Social Agendas.

The importance of the Social Agendas is that every national subunit chooses the most appropriate goals according to their own reality, which are capable of mobilizing efforts and catalyzing actions of different sectors and actors. An experience in this respect that took place in Brazil in 1999 showed that every state selected indicators and defined goals of differentiated form, according to their own degree of development. Thus, the principal challenges for Piauí, the poorest state of the Federation, were the infant mortality and the illiteracy, while for Sao Paulo, the richest one, it was the average education, the unemployment and the youth mortality for external reasons.

As other strategies based on aims and agreed goals, the Social Agendas must begin diagnosing the situation and choosing indicators and goals that could be used as real catalyzes flags of actions between the different levels, sectors and actors.

With a geographical targeting more restricted than the National Strategies, the Social Agendas have a superior power for: (a) identifying needs and possibilities; (b) defining more pertinent strategies of action; (c) identifying and mobilizing the interested people and organizations in contributing with the struggle against the poverty.

A Social Agenda should be conceived, implemented and evaluated through a participative process. It should also have a diagnosis of situation and a set of achievable and viable goals, execution strategies, definition of roles and responsibilities, a plan of diffusion and marketing, a plan for gaining resources and a system proposal of monitoring and evaluation.

It would be important to include a Social Agenda commitment, in order to involve people and organisms to sign an agreement to fulfill their specific responsibilities to assume in public their obligation with the Agenda's goals.

1.2. Territorial Base Strategies

The territorial base strategies are those that, besides promoting goals and agreed aims, have their more important catalyst in the territorial base and in the socio-cultural identity of the resident population. As other strategies of integration, they are supported by the basic principles of integration, multisectoriality, targeting and participation.

Relating to the targeting principle, the first step of this kind of strategies will be to delimit the geographical area and to delineate its demographic, structural, human, social, cultural and economic characteristics. The majority of these experiences begin by a Participative Diagnosis. It would be fundamental for this diagnosis to include a process of registering the

resident families, which would be useful to identify their characteristics and demands, as well as the services and the programs to which they already have access. The register would be extremely useful to define the families with priority to different services and as base line for further evaluations of impact.

The first step is the programmatic integration and the accomplishment of a Catalog of Organizations and Existing Services, including governmental organisms and services, not governmental secular and religious services and companies' and community's initiatives. It can be useful to stimulate the articulation between the different governmental levels performing in the area.

The territorial base strategies emphasize the participation, stimulated and facilitated in these cases by the existence of a territorial definite identity. Likewise, the work of identification of different social actors with interests in the process of local development becomes more concrete. The governmental organisms of different levels, the non-governmental organizations, the different kinds of local organizations, the executives with interest in the area, the universities and the volunteers are included as associated to the process. The integrated participation of these different actors will be a fruit of an intense work of mobilization that needs to its sustainability a solid institutional base.

Another characteristic of this kind of strategy is the importance brought to the social development, and to the strengthening of the different types of local organizations, in order to play a leading role in the process of development.

Depending on the extension of the targeted area, the territorial base strategies are denominated Integrated and Sustainable Local Development, when it is a small city and, Community Development Programs, in case of neighborhoods and great urban communities.

1.2.1. Integrated and Sustainable Local Development (DLIS)

During the last years, there have arisen several methodological proposals of local development induction. A wide diversity of experiences exists in course: economic local development, sustainable local development, Local Agenda 21, Associative and Productive Systems and Associate Nets -alternative economy and solidarity. In Brazil, the experience of greater dimension from the ends of the '90s has been the so called DLIS, Integrated and Sustainable Local Development.

According to what is happening in several parts of the world, DLIS is a new strategy of induction and promotion of development that facilitates and empowers the collective participation. It also promotes alliances and associations between the civil initiatives and the public programs, integrating dispersed areas and promoting new synergies among the diverse already existing actions.

With base in a preliminary process of sensitization and training of leaders of different sectors, this kind of integral strategy proposes the elaboration, in a participative way, of a local plan of development that includes actions in the economical, structural, social and human field. The implementation, monitoring and evaluation processes must be coordinated by a Local Development Forum created for this purpose, which works as an institutionalization factor of the alliances.

The DLIS is fundamentally a strategy of investment in social capital made through some social innovative technologies, including the articulation of social nets and the practice of democratic and participative processes in local scale.

The basic steps of the DLIS methodology include the same sequence as any methodology of local development:

- 1) Every district makes a participative diagnosis to know its situation, in order to identify its problems and to discover its vocations and potentials.
- 2) From this diagnosis, a plan of local development is made, in a participative way too.
- 3) From this plan, it arises the agenda of priority actions, that should be executed in a joint way by the local community, the municipality, the provincial government, the national government, the companies and the civil society organizations.
- 4) All this is organized by a Forum integrated by the local leaders.
- 5) These leaders take part in a previous training process for the community management and the promotion of the development process.

1.2.2. Communitarian Development

When we arrive at the minor geographical unit level, as a neighborhood or a community with a cultural specific identity, we find the strategy known as Community Development. Parting, as in the previous cases, from a diagnosis of the problems, of the town potential and of the interesting people and entities participation, this modality seeks to conceive, to implant and to evaluate a Plan of Community Development, composed by programs and services integrated and adapted to the possibilities and the specific needs of every community.

As a way of institutionalizing these governmental alliances, this strategy proposes the creation of a Governmental Organizations Forum, and the organization, maintenance and legitimization of an instance called Community Development Forum, integrated by different social actors, including the governmental components. In spite of the fact that the fundamental responsibility belongs from the governments, mainly in the implementation of the actions, the supporters of this strategy highlight that it is important not to replace the community prominence with the state prominence. It is fundamental guaranteeing the prominence of the principal interested part in the diagnosis, planning, execution, monitoring and evaluation. In fact, this prominence not only will increase the possibilities

of major impact of the actions, but it will also act in the increasing of the local social capital and the empowerment of the poorest. It is also proposed the participation of the inhabitants as executors of services, in which they have demonstrated a great power of impact.

1.3. Strategies with Familiar Base

Perhaps the most powerful catalyst element of the poverty reduction policies is the family. Working as a cell mother of the reproduction process, but also of overcoming of the poverty, the family turns into a social space suitable to promote the integration of services and programs aimed to offer the opportunities and the capacities necessary to give up of the poverty situation.

Considering that the different members of a poor family are tied, in each stage of their life, to the influence of factors that can harm the process of development and cause the reproduction and even the deepening of the poverty situation, it would be necessary to conceive and organize the set of services and programs offered to the different members of a poor family by stages of the life cycle, in order to neutralize the responsible factors for the intergenerational transmission of poverty. According to this, one of the strategies with family base is known as Perspective of Life Cycles.

Apart from seeking to attend every and all the members of a poor family, the strategies based on the family try to act with the whole familiar unit, through Supporting Families Programs, which seek to involve them directly in the process of promotion. Finally, there arrives to the cell mother of the social fabric: the family. When we take the family as a basic unit of performance, we are in the area of the strategies with integral approach known as Life Cycles Perspective and Supporting Families Programs.

1.3.1. Life Cycles Perspective

The Life Cycles Perspective is a strategy with integral approach based on the Life Cycles Theory.

According to Elder and others (2003), the Life Cycles Theory is based on the following principles: (a) the human development spreads during the whole life cycle of a person, and still the adults in advanced stages of their existence suffer transformations from the biological, social and psychological point of view; (b) the individuals develop their own lives from choices and acts depending on the opportunities and lacks of their historical and social circumstance; (c) the life course of the individuals is marked and defined by the historical time and by the space in which they live; (d) the same events and experiences can affect the individuals in a different way, according to the stage of life in which they are; (e) the lives are lived in an interdependent way, this causes that the socio historical influences

express themselves through these interrelationships, and the transformations happened in a person frequently affect others to which he or she is related.

These principles orientate some basic premises of the Life Cycles Perspective:

- (a) The assist programs to any member of a family tend to generate benefits for the whole family unit, specially when the beneficiary is the mother;
- (b) The combined offer of programs, assisting the demands of different family, tends to generate a synergic effect, capable to break the process of intergenerational poverty transmission;
- (c) The process of giving up the poverty situation must be the result of an agreement of social promotion signed by the family.

By this way, we can characterize the Life Cycles Perspective as a strategy that proposes the integration of social protection, human, social and economic development programs, organized according to the stages of the life cycle, as a way to facilitate successful transitions among the key phases of this cycle. This integrated offer of services and programs to the diverse members of a family must be considered as a starting point of a planned process to give up the poverty situation.

Organization of the programs according to the stages of the life cycle

The first step of this strategy is to organize the programs according to the stages of the life cycle. It would be fundamental to identify existing programs in different levels of government, different sectors and executed by different actors, for each of the stages of the life cycle: the first infancy (0 to 6 years), childhood (7 to 14 years), youth (15 to 24 years), adults (25 to 60 years) and third age (more than 60 years).

The result of this identification/organization is the Unique Programs and Services Register, geographically referred. With this instrument, it would be possible to identify superposition, parallelisms and complementarities. It will be also possible to do a fast evaluation of the existing programs, and depending on its cost - efficiency, to facilitate the successful transition between the key phases of the life cycle of the individuals and the families. As result of this evaluation, it will be possible to eliminate the programs and services of less efficiency.

The Unique Programs and Services Register also allows the identification of blanks in the coverage of services considered fundamental. This can imply the need of creation of new programs and / or the expansion of the existing ones, for regions of low coverage.

The final aim of the organization of the programs according to the life cycle is to eliminate, create and integrate programs, with the intention of increasing the impact of the set of them on the process of poverty and inequality reduction.

Programs for first infancy

Researches made in 16 Latin American countries show that the period of life between the conception and six years of age, especially between 0 and 3 years, is the most critical in the intergenerational poverty transmission process. During this period, the vulnerability is bigger than the pernicious poverty effects. On the other hand, the impact of the interventions to break the poverty reproductive cycle is, in this phase, more effective than in other stages of life.

During this period, there are formed the 75% of the neurological connections; the first symbolic representation of the self and of the own world are constructed; there begins the constitution of the normative system, very important for the comprehension of the laws and rules of a society; there are developed the fundamental cognitive skills for acquisition of the literacy and of the logical thought; and the most significant emotional relations are constructed.

The investment in social policies for children in this stage seems to have high profitability, not only in terms of reduction of future social expenses as failure at school, school desertion, health, social protection net, public safety, assistance to lawbreakers in the penal system, but in terms of the wealth that an individual with opportunity of phisic, intellectual, social, emotional and ethical development can produce in the future.

An integral policy for these children must guarantee the favorable conditions for their integral development. This includes the universalization of the prenatal insurance, the access to papers, healthy nutrition, health and immunization services, and school assistance beyond the offer itself, mainly for the most vulnerable. Since these children are most of the time with their families, this one will have to be the preferential space of the policies. From there, the importance of the socio-educational actions with the families. This can be made by periodic meetings with the adults that they take care of the children or by the media as radio and television. Questions like maternity without risk, nursing and healthy nourishment, infantile development, care for newborn and reproductive health are crucial topics.

The conditioned transference of resources programs must include the responsibility of providing the children services of preventive health, as well as guarantee good nutritional and growth levels. Some countries like Mexico include the distribution of an extra nutritive food. In Brazil, there exists the experience of extra nutritive flour, which has had a verified impact in the reduction of the malnutrition indexes.

In the topic of preventive services for high risk groups, there should be created programs to support orphans and to incentive adoptions, to assist children victims of violence and undernourished children, and to combat the beggary using children.

It is very important in this period of life to offer school assistance in kindergartens and pre-school, as well as training professionals from the infantile formal education and care mothers.

The idea of integral policies for children from 0 to 6 years must consider the need to offer social protection programs articulated to others capable of promoting the increase of their human and social capital. At the same time, it should contemplate the creation of bases for the development of capacities and visions of the world favorable to the future incorporation to the work ambit.

CHILDREN FROM 0 TO 6 YEARS OLD

Economic Development		
Social Development		
Human development	Cultural Devel.	Access to cultural assets
	Education	Infant education (institutioned and non-institutioned)
	Health	Weight/Height Vaccinations Pre-born
Protection	Services	Papers Abandon Domestic Violence Sexual Abuse Malnutrition
	Protection Net	Food grant (Nutrition Scholarship)

Childhood Programs

Unlike the programs directed to the first infancy and the family, the performance area of the programs in this phase changes to the school. The basic aim of the integral policies must be the insertion, permanency and good performance of the children in good quality schools.

With the objective of assuring the insertion and the permanency of children in the school, there stands out the conditioned transference of resources programs for its verified impact, as School Bag in Brazil and Opportunities in Mexico.

In order to guarantee the good performance of the schools, many countries developed complementing school programs, which include actions of school support, sports, cultural and recreative activities, as well as the access to Internet.

The programs and services directed to high social risk groups must include the questions of the street children, the infantile work, specially in its worse forms as the abuse and the sexual exploitation, the physical and sexual violence, the use of drugs, the crime and the precocious pregnancy.

In this phase, the protection actions must be also associated with human and social development programs, which establish the bases for a future full insertion in the economic field and the work market.

CHILDREN BETWEEN 7 AND 14 YEARS OLD		
Economic Development		Infantil work eradication
Social Development		Positive socialization groups (scholar organizations)
Human Development	Cul.Dev	Sporting and artistic initiation Access to cultural assets/folk groups
	Education	Basic Schooling of quality Schooling complementation
	Health	Health Education
Protection	Services	Papers Abandon Domestic Violence Sexual Abuse Crime Drugs (traffic and use) Homeless Children Precocious
	Net	Food grants (Schooling Scholarship)

Youth Programs

Analyzing the situation of the poor youth, in the majority of the Latin-American countries, problems of all kinds stand out: high indexes of unemployment, use and traffic of narcotics, precocious pregnancy, sexually transmissible diseases, violence and death for

external reasons. Behind these indexes, it is the cruelest of the realities: the loss of the perspective of future of our youth.

According to Bernfeld (1992), the youth is characterized as a phase of the "puberty cyclone". For the author, the organic, emotional and social transformations that happen in this period cross themselves to form a circumstance detonative of a trend that goes to the infraction of the norms.

In this respect, Erdheim (1992), affirms that the crisis of the adolescence would support the behaviors related to the family structure, turning the individual insecure and inclined to look for new experiences. The group would become the most important reference to the young man and the group or individual experiences would be orientated by aggressive and erotic forces and by the fantasies of omnipotence. The author identifies two stages in this process. The first one, characterized by the "teenager unhappiness", product of a inferiority feeling and disability in relation to the adult. A second characterized by the narcissism would be accompanied by a mechanism of disqualification of other one, especially of the adults. The reality would be distorted by this feeling of omnipotence. According to the author, the adolescence would represent the second opportunity to save the deepening of the psychological damages suffered at the beginning of the life, because in this phase the tensions change their tone permanently.

These characteristics make the violence as one of the problems that concern the youth, mainly of the masculine genre. In Rio de Janeiro, for example, the city with higher percentage of deaths among the young men for external reasons, the homicides, suicides and accidents of traffic were the reasons of death of 74,3 % of the young men in the year 2000, while the murdered ones came to 55 %. The effects are so devastating that, while the average international difference of life expectation between women and men (the women live more), places between 3 and 4 years, in Rio de Janeiro it reaches to 12 years. Besides victims, our young men are also the principal agents of the violence.

The fundamental question of our poor youth is the lack of opportunities, of expectations, of projects of future. Their vital force, their recklessness, their need of acceptance, recognition and opportunities of expression require an integral offer of the public policies.

Taking as starting point the characteristics of this phase of the life cycle, some possible success factors of programs directed to the poor youth might be: (a) the possibility of exercise a certain degree of protagonist role; (b) work in groups; and (c) an integral action through the articulation between monetary benefits (scholarships) and actions of human development (increase of the education), social (community participation) and economic (development of basic skills to be inserted on the work market).

An effective public policy for the youth in risk, should spread from 15 to 24 years old, making a bridge between the programs directed to the infancy and the introduction to the work world and to the adult life. It would be fundamental to offer, until the insertion in the first job, a determined financial benefit that make possible the satisfaction of the minimal needs of consumption of the young man and to guarantee its insertion and permanency in

some type of education. It should also promote the participation of the young men in community works (15/16 years) and in specialization courses (17/18 years), culminating with the opportunity of the first job.

Complementing this way from education to work, there should be created positive spaces of socialization, as Youth Centers, taking advantage from the facilities and the community ambits already existing, principally the schools. These centers should work as real head offices of opportunities with access to Internet, cultural activities (cinema, theatre, dance, painting), sports and participation in walks and trips.

The most important aspect of the youth policies, would be a change of approach. Without stopping proposing programs and services targeted on the problems that concern this phase of the life cycle, an integral policy for the young men should see them as part of the solution.

A typical example of this perspective is the Brazilian program Young Agent of Social Development. This conditioned transference of resources program acts with young people from 15 to 17 years old in situation of high social risk. As conditionality, these young men are urged to remain or return to some type of education and qualified to act as agents of transformation of their own communities, in the areas of health, environment and citizenship. It is a program of great impact, with a cost per capita twenty times below the attention in lawbreaker units.

YOUTH		
Economic Development		Professional Training First Job Young Entrepreneurship
Social Development		Young agents of social development Civil / militar service Youth organizations support Young leadership development Young Voluntarism
Human Development	Cultural Devel.	Youth Centers Access to cultural assets Cultural manifestations support Sport team support
	Education	Middle Education and supplementary (literacy)
	Health	Health Education Assistance Centers to young people Drug addiction
Protection	Service	Papers Precocious Pregnancy HIV /AIDS Bands Drugs (traffic and use) Crime Sexual Abuse and Exploitation
	Net	Non-contribute benefits (Young Agent Scholarship)

Adults programs

Normally the reduction poverty policies are targeted on the cycle life phases of more vulnerability, leaving the attention of the adult population to the education, health, work and housing policies.

Even the welfare policies often leave out high risk situation that affect poor and extremely poor adults, as the lack of papers, the lack of housing, the unemployment and the emergency situations caused by natural or economic crisis.

The principal aim of an integral policy directed to the poor adults should be to guarantee the conditions and opportunities for their performance as individuals producers of wealth and beneficiaries from the produced capital, supporting an income level over the line of poverty in a sustainable way.

Thus, as a starting point, an integral policy should offer a social protection net with conditioned transference of resources programs, which place the participation in programs of education increase, professional training and community work accomplishment as a user responsibility. The important thing would be to articulate the social protection net and the universal programs of human, social and economic capital through a definition of priority attention to these beneficiaries.

ADULTS		
Economic Development		Professional Training Technical Advising Micro -credit Commerce Supporting Cooperative organization and micro-companies Making the formalization process non-burocratic
Social Development		Incentive to participate in social organizations Support to preserve the familiar links
Human Development	Cultural Development	Access to cultural assets Incentive to cultural productions
	Education	Supplementary Schooling (literacy)
	Health	Health Communitarian Agents Reproductive Health, Mental Health, Drug addiction
Protection Net	Services	Papers Homeless Housing improvement Popular Pharmacy
	Net	Non-contributive benefits

Programs for the Old Age

As part of the demographic revolution happened in the last twenty years, the programs targeted on the third age gain importance increasingly.

The aim of these programs is to provide a better quality of life to the aged persons, increasing their time of autonomous life and guaranteeing their basic rights, principally of familiar living together.

In the familiar dynamic of poverty the elder people recover a very important role in taking care of children, so the adults could go out to work when there are not programs of infantile education. In Brazil, for example, there exist 2.1 million grandsons and great-grandsons on the responsibility of elderly women.

From the moment their degree of autonomy decreases and they need special cares, they start to be a factor of crisis in the families, since the possibilities of work for the adults are more difficult. For these cases, it is fundamental the offer of centers of living together or of daytime attention that allow to support the familiar links and the possibility to work. Programs of this kind are at least four times cheaper than hospitalization.

As in other phases of the life cycle, it would be important to articulate protection services programs with actions of human, social and economic development, considering that, as the life cycles theory claims, the human development spreads during the whole life and the adults in advanced phases of their life also suffer transformations from the biological, social and psychological point of view.

SENIOR ADULTS		
Economic Development	Economic	Insurance Benefits (contributives) Access to the work market
Social Development		Living-together centers Voluntarism Support to Retired Organizations
Human Development	Cultural Develop.	Access to cultural assets Sports for senior adults Support to Cultural Production
	Education	Supplementary Education (Literacy)
	Health	Home assistance (senior adults' keepers) Rehabilitation Services Popular Pharmacy
Protection	Services	Day Houses Republic Asylum Assistance
	Net	Non-contributive Benefits (Continuing Loan Benefit)

1.3.2 Families Support Programs

In order to obtain a synergic effect, capable of increasing the impacts of the poverty reduction policies, the offer of programs and services to each member of the family in the different stages of life is not enough. It is necessary to act over the familiar unit, intercepting the family demands with the services offer. The poverty situation is often so serious that the family does not have autonomous conditions of access to the existing opportunities.

On the other hand, the utilization of this set of opportunities must be referred to a plan of familiar promotion orientated to the exit process of the situation of poverty. From a socio-educational work, a familiar unit might be able to analyze its current situation, of projecting its not poor future, identifying its demands and defining a period to reach a certain degree of autonomy.

To fulfill this role, the Family Support Programs must have a data base of the poor families (the Unique Families Register), as well as of the programs and existing services in the region (Unique Programs and Services Register).

The principal regional experiences are in Chile and Brazil. In Chile, the Units of Familiar Intervention direct the families towards the services and programs of Solidarity Chile, through the program Bridge. In Brazil, the Supporting Families Nuclei (NAF), elaborate and pact with the families a Familiar Promotion Plan, orientating them towards the existing services in the region and developing a program of socio-educative action with groups of families.

Familiar Promotion Plan

The Familiar Promotion Plan seems to be an important instrument to assure the commitment of the families and the government in the familiar units' exit process of poverty situation.

The Plan consists of a diagnosis of the needs of the different family members, the available offers and opportunities, the responsibility of the family and the government and the necessary time to reach the autonomy. It is fundamental to define with the family a time of permanency that does not eternize the protection need. This plan should be used as a base for a contract of Social Promotion, containing the commitments of both parts. The Program would direct the members of the family towards the demanded services, assuring them priority of attention and supporting them on the process of promotion during the agreed time. There would be necessary periodic contacts for the accompaniment of the process, beyond the domiciliary visits to the families in extreme risk situation.

The basic aim of the Familiar Promotion Plan is to make the families beneficiaries feel themselves as leading subjects in the process of overcoming the poverty, identifying their development potential, being aware of the opportunities to those they are having access and supporting the motivation during the whole process.

Mediation of the offer and the demand of social services

The intermediation between the demand and the offer of services is an important instrument to assist the needs of the families. The register of the more demanded services and of the not attended demands constitutes a fundamental base of information not only to adapt the poverty reduction policies to the local needs, but to adapt them to the possible changes of context.

Since the supporting families programs work with the Unique Register of Existing Services at the different towns, it would be possible to improve the local efficiency of the policies, identifying superposition and complementarities.

Starting from a base of possible families beneficiaries (the Unique Register of Families), often elaborated on the responsibility of the own program, as well as on the work of the Promotion Plan and the intermediation of services, it is possible to identify to the poorest families and to give priority to the neediest. It would be a possibility of targeting on the micro level and of guaranteeing the equality of access to groups with the same level of needs.

All this information might be put at disposal for the Local Development Plans, to make the adequacy more effective between the policies and the local needs.

Development of an educative action program

The giving up from the poverty situation requires not only the guarantee of an integrated offer of programs for each member, but an action of human and social development directed to the familiar unit.

In this way, the programs of socio-educative action, in the majority of the cases achieve with groups of families, develop knowledge, skills and values that seek to support the families on their promotion process. The work in groups strengthens the creation of neighbors nets that work in the frame of the offer of informal social protection and the creation of cooperative societies, generating employment and income.

The programs are responsible for organizing monthly meetings with groups of families to accompany the promotion process and to develop a socio-educative program, based on the discussion of interesting topics of the group as: healthy nourishment, reproductive health, infantile development, managing of conflicts, domestic violence, drug addiction, sexually transmissible diseases, etc.

In short, the Supporting Families Programs are responsible for: (a) identifying and registering the poor local families; (b) identifying all the services and existing programs of

social protection and of social, human and economic promotion to local level; (c) elaborating with the family the diagnosis and the Promotion Familiar Plan; (d) accompanying and evaluating the results of the Plan; (e) seeking to assist, in an absolute priority regime, the demands of the families, considering the existing services of local level register; (f) consolidating information about not assisted demands, directing them towards the Local Development Plan; and (g) developing a socio-educative program with groups of families.

2. Which are the necessary institutional arrangements?

The public policies of poverty reduction, conceived and organized in an integral form, are not a guarantee of the increase of the impact. Its process of implementation demands the existence of an institutional favorable panorama, from the point of view of the organizational structure, as the existence of mechanisms of financing, of a training system of human resources, of a computerized system information and of a monitoring and evaluation system that conform the integrality of the possible efforts.

2.1. Organizational Structure

The organizational structure of the great majority of the countries of the region was created by the logic of the sectorization. Together with this trend, the international financing organisms were also organized in a sectorial form, making that the operations of borrowing or of technical cooperation reinforce this trend to the fragmentation. Questions of political issues collaborate for the existence of ministries' policies, programs of different levels of governments executed of parallel and competitive form, actions of government being opposed to actions of the civil society.

Thus, the search of integration among different sectors, levels and social actors has to fight against the established logic and required changes of organizational order that make its sustainability possible. Only by this way, there would be given the necessary conditions for the consolidation of a new logic, the logic of the integration and the dialogue.

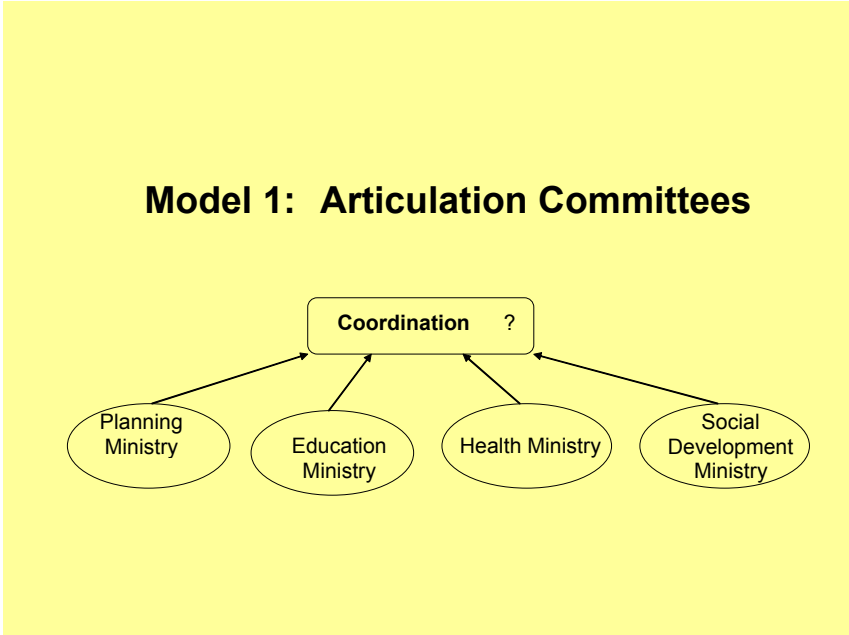
2.1.1. Intersectoriality

Besides making the clash of the poverty possible in its multidimensionality, the intersectoriality makes possible the articulation of different points of view and the creation of synergic effects in the process of joint between protection policies and programs of human, economic and social development, as well as through the integral attention of the demands of the same family unit.

There exist evidences of the decrease of the operational costs as product of the intersectoriality, like the case of the Unique Register and the Civil Card in Brazil. Intersectorial processes of flow of information, processing of information, return of services, monitoring and evaluation, decreased the costs of actions previously realized of sectorial form.

Still with these verified advantages, to establish intersectorial processes is one of the most complex tasks. Besides the clear definition of the roles and responsibilities of every sector, the intersectoriality demands the creation of Institutional Spaces of Articulation among sectors and, the institution of a responsibly Social Authority for the joint.

Analyzing the experience of the countries of the Region, it is possible to identify four basic models of organizational structures for the intersectoriality: articulation of policies committees and programs, administration for groups, strategies with integral approach of programs, working as integration instances, and the creation of a super-ministry for the social area.

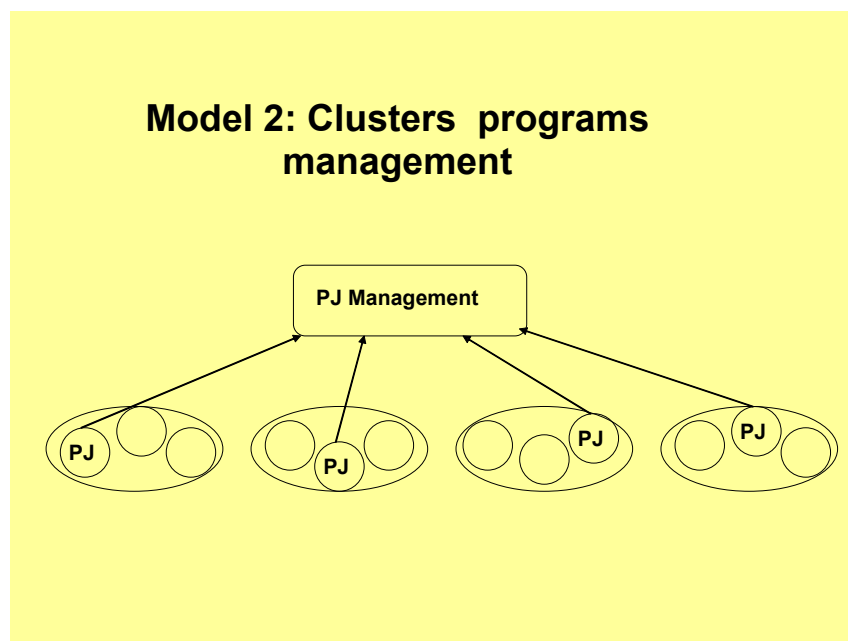


It is very common to find in different countries of the Region, at governmental level, the constitution of institutional spaces of intersectorial joint, known as committees, advices or commissions. As examples there exists in Trinidad and Tobago the Ministerial Council of Social Development, in Bolivia the National Council of Social Politics and in Peru the Inter-ministerial Commission of Social Matters. In the majority of the cases, the committees include organisms responsible for the different social sectors like education, health, work, assistance and forecast, housing, culture, sports and entertainment. In rarer cases, participates the Department of Planning, organism directly linked to the presidency. Less frequently observes the incorporation of financial authorities, which would make the integration possible between social and economic policies.

A serious problem is the definition of the responsible authority for the coordination of the committee, which would have the function to coordinate the action of other authorities. They do not exist comparative studies about the type of the most effective authority, some postulate someone directly linked to the president; others postulate this paper for the organism of planning or for the economic authority; and there are still those who defend this role for the organism responsible for the policies of poverty reduction. In some countries, this coordination is delegated to the first lady, as way of breaking up political conflicts.

It does not matter which was the definition on the coordinating authority, it is essential that it has direct delegation of the chief of State, in order to establish the conditions for the constitution of a policy of government. A policy of State would depend on the success of the integration between different levels and social actors.

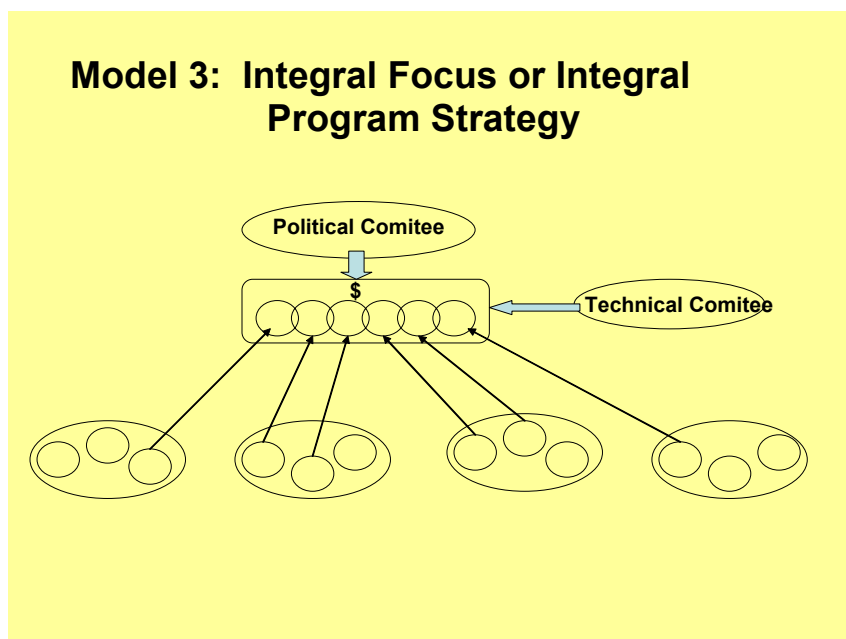
The experience of the committees has not been demonstrated very effectively in the countries of the Region. The idea of articulating policies and programs, without possessing specific strategies of integration, based on aims and common agreed goals or in a given territory, it seems to be very generic, losing in many cases its catalyst power.



The second model of intersectoriality is that of the organization of managements for related programs (clusters of programs), existing in the different governmental levels. A typical example is the experience of Brazil Advances, which organized the programs of different departments in clusters, it defined common goals and named, as manager, the person in charge of some of the programs that were composing the cluster. Hereby there were identified 23 programs directed to the youth in 8 departments. These programs were

assembled under a management, being defined strategies and common goals for the whole set.

An advantage of this model is the existence of a common aim population, in this case the youth, and of goals and aims also common. The problem is that the management of the cluster is exercised between persons of equal level, lacking the manager of formal authority for the fulfillment of its attributions. It happens also a double insertion of the persons in charge also for the different programs that they receive orientations, both of his specific unit and of the manager of the cluster.



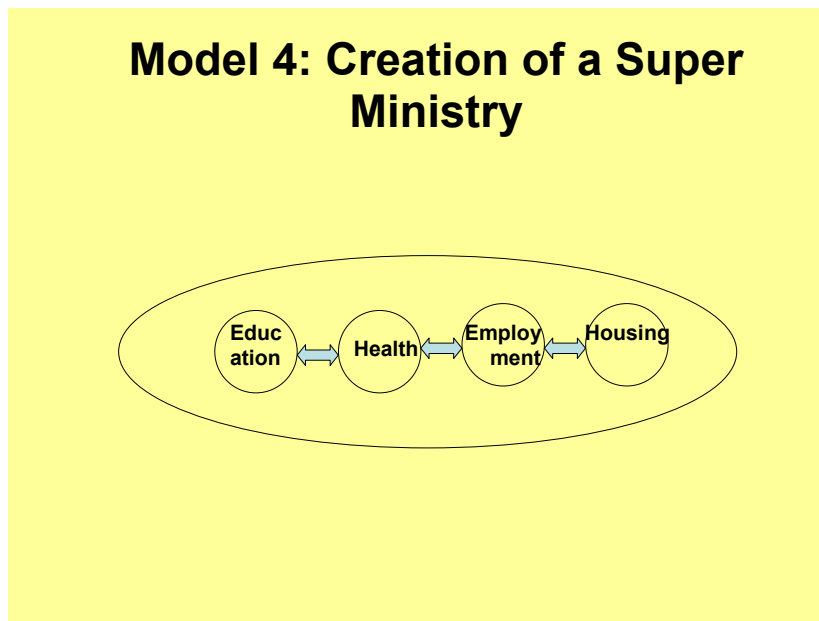
The third model for the intersectoriality is the one that uses some type of Integral Approach Strategy or a certain program as catalyst element.

Strategies with base in aims and agreed goals, as the Millennium Development Goals, the National Strategies of Poverty Reduction and the Social Agendas, as well as those of territorial base, as the Plans of Integrated and Sustainable Local Development and the Community Development Plan, can be important ways to concrete the intersectoriality. The same thing can happen with important programs as Opportunities in Mexico and Alvorada in Brazil.

These strategies or integrated programs are constituted by actions developed by different sectors, joined on the aegis of common aims. In many cases, specific resources are defined for the actions that compose the program strategy, leaving its orientation and the accompaniment of the goals at the expense of a Political Committee integrated by the responsible authorities for the involved organisms. In general, the Political Committee is advised by a technical committee, also intersectorial, responsible for making operable the

decisions. In the case of Alvorada, in Brazil, the initial orientation of the resources for the different components could be altered depending on the power of execution of every organism, which was creating a competition for the efficiency of the use of the resources.

The question of the responsible authority for the coordination of the intersectorial action also appears there.



The search of organizational structures favorable to the intersectoriality driving countries as Bolivia and Colombia to create super-departments of the social area.

In the case of Bolivia, the Social Development Ministry, created in 1993 and eliminated in 1997, which has congregated actions of education, health, employment, social assistance, housing, and environment, had important impacts, principally in terms of increasing the resources destined for the social area.

In Colombia, the Social Protection Ministry, created in 2002, assembled health, employment and social assistance sectors in a unique superstructure. In spite of being a recent experience, there seem to be big difficulties in the integration of the different sectors that compose the department, as well as with actions belonging to these areas, but managed by other organisms.

The creation of a unique structure composed by different sectors of the social area do not include all the directly involved in the poverty reduction and it does not propitiate the joint with the responsible organisms of the economic policy either.

2.1.2. Integration of different levels

The integration between different government levels is a fundamental task in the rationalization of the available resources, still when it is highly complex because there are, in many cases, managements of different political-party affiliation. It is a process that needs a clear definition of roles and responsibilities of every level, besides the creation of institutional spaces to make the articulation possible.

In Nicaragua, for example, the relation between different levels is at the expense of the Technical Secretariat of Presidency. In Uruguay, there exist important advances related to the different levels of government. In Argentina, the National Council of Social Policy has been created to work as space of cooperation between the different levels. In Mexico, the efforts of signing the Social Development Agreement have grown with the intention of establishing clear and precise rules of relationship between the national and the subnational plans. Thus, the Plan Committee for the Municipal Development is responsible of incorporating the local level.

In Brazil, from the Constitution of 1988 and of its complementary laws of health, education, social assistance and employment, it is being performed a decentralization process. The integration between the different levels is reached through the creation of inter managing commissions, which join the councils of different levels and create resources, with the participation of three levels responsible for the distribution of resources in a transparent and equitable way.

The health and assistance areas created the tripartite Inter management Commissions (at national level), and bipartite (at every state), with the function of defining the distribution criteria of the resources and of relating the different levels. The Tripartite Commission has a national agent, state representatives and municipal agents. In every state, there exist Bipartite Commissions composed by the state agent and representatives of the municipal agents.

Councils of Public Policies were also created in different levels in the health, social assistance and government areas, as well as levels of the employers and of employees in the employment area, integrated by government representatives and the civil society. These councils responsible for the management of resources exist in the three levels.

The system is being complex and with a constitution by sectors, which provokes an enormous proliferation of councils and commissions, not favoring the intersectorial integration.

Likewise, the participation level of the three levels in the institutional spaces of articulation is unequal, principally because of the lack of training of the local agents, which demonstrates the need of including a training offer, mainly for this level.

It is important to emphasize that an effective integration between the different levels of government might represent a possibility of: (a) rationalizing and allowing the

complimentarily of specific roles in every level of the planning, financing, execution, monitoring and evaluation process; (b) creating the only information systems of beneficiaries and of services and programs, on the three levels; (c) organizing, integrating and rationalizing the services and programs offer; (d) increasing the efficiency of the policies of poverty reduction.

2.1.3. Citizen Participation

The participation of different social actors is fundamental to provide the sustainability conditions of the policies of poverty reduction and of its transformation in state policies, protected from the governments changes.

In order to make the participation process effective, it is necessary the institutionalization of an alliance policy between the governments and the different kinds of civil society organizations. It is necessary to create institutional spaces of participation and integration, too.

Many countries of the Region institutionalized their alliances with the civil society. In Bolivia, through the National Dialogue and the Popular Participation Law; in Nicaragua, through the social participation in commissions of the National Council of Economic and Social Planning. In Uruguay, the Technical Council of Social Policies established articulations with the NGOs' labor and in Argentina, the CENOC (National Center of Community) made it possible the construction of a relevant database about civil society organizations that act in alliance with the public sector.

In Brazil, the Constitution of 1988 and the organic laws of health, social assistance and employment, as well as the Infancy and Adolescence State, institutionalized the civil society participation by the creation of equal councils in three levels, with decision-making power on the public policies in these areas and with social control functions.

Besides the institutional participative spaces to the formulation and social control of the policies, the institutionalization of the alliance between government and civil society in the execution of programs and services becomes required. Firstly, it is necessary to formalize the alliances through specific agreements, as a differentiated process from the traditional agreements of services offer. In this respect, it exist the Brazilian experience of OCIP's Law (Civil Organizations of Public Interest), which creates new bureaucratic procedure for the formalization of these alliances.

The process of giving up the administrative bureaucratization cannot harm the transparency of the selection process of the services lending entities, whose performance must be evaluated depending on predefined quality indexes.

As a way of gaining a real prominence of the poorest, it would be necessary to determine priorities to the base organizations and the implementation of a strengthening and training process for these organizations.

Besides the different kinds of civil society organizations, the volunteers and companies participation is improving in the last decade. This participation needs to be also institutionalized, through norms to incentive the voluntary work and the corporate social responsibility. An example is the Voluntarism Law sanctioned in Brazil, which regulates the voluntary work, avoiding the emergence of labor recoveries that were growing in the sector.

The big challenge is how to integrate the contributions of all these different social actors. Experiences in countries of the Region show that Integral Approach Strategies, based on aims and agreed goals, or on specific territories, can be very effective in generating consensuses and catalyst of actions.

2.2. Others challenges

2.2.1. Financing

In the majority of the countries of the Region, the resources of the social area come from the National Treasury, without specified minimums. This turns the investment in this area into a constant negotiation and, which is worse, subjected to cuts in the economic crises.

The success of the struggle for the poverty decrease depends on mechanisms that not only make an increase of the investment possible, but mainly an augment of its stability, besides the equity and the transparency on its utilization.

The Brazilian experience in the creation of funds, with resources destiny defined by proper laws, seems to be very illustrative. In this respect, it was created the Worker Protection Fund (FAT), in order to finance employment and income policies and programs, and the Fundamental Education and Appraisal of the Schooling and Development Fund, with the aim of financing the basic education. This fund was conformed with resources from the Traffic of Commodity Tax (ICMS), and from the Fund of Municipalities and States Participation in the National Fund of Education Development, which works with redistributive criteria through a repayment for each registered pupil.

Specifically, to finance the poverty reduction policies, in the year 2000 there was created the Poverty Combat and Eradication Fund, destined to programs targeted on territories of low Human Development Index and with families below the poverty line. Resources originated on the Transitory Contribution on Financial Movements (CPMF), on two taxes of Industrialized Products (IPI), and on superfluous expenses and big fortunes, these two last ones still not regulated, integrate this fund.

As way of protecting the financing of poverty reduction policies, the international organisms of financing (IADB, WB and IMF) included a hedge for the resources of the social programs considered priority for each country, as a condition for the liberation of emergency loans in moments of economic crisis.

The rationality of the financial resources destined to the poverty and inequality reduction policies depends also on a process of intersectorial integration, inside the international organisms of financing and among them. In this sector, the actions are also pulverized, parallel and even competitive, harming the efforts for increasing the efficiency of these policies.

2.2.2. Training

The institutionalization of a new paradigm for the poverty and inequality reduction policies, based on the integration, demands an intense effort of training of human resources.

New beliefs arise on the imperative need of overcoming the poverty, new concepts of poverty, inequality and vulnerability, new offers and conception of implementation strategies, based on the search of efficiency, efficacy and effectiveness. All this demands new skills of dialogue, cooperation, diversity respect and of analysis and evaluation.

These new needs, in terms of responsible human resources for the design, the implementation, monitoring and evaluation of the poverty reduction policies, should be reflected in the process of professional training in the universities, as well as in the introduction of training and development systems for the government employees from different levels and for agents with performance in the civil society.

Brazil is training Social Agents at national level through the National School of Public Administration. Furthermore, the social assistance policies used a television program broadcasted in the whole national territory to train human resources and form the public opinion. It was complemented by a training system in presence for local agents, civil society organizations and community leaders, developed by the Community

2.2.3. Computing

The integration between sectors, levels and actors depends on a computerized data system that allows the flow and the access to the information. Integrating information originated by a diversity of actors depends on the implementation of a shared and compatible system of information.

In Mexico, for example, they have been advancing in the creation of computerized and geo-referenced information about: (a) studies and diagnoses on poverty and inequality; (b) families in poverty and vulnerability situation; (c) initiative services and programs of different government levels and of civil society; (d) physical and financial accompaniment of the programs; and (e) evaluations of result and impact.

2.2.4. Diagnosis, Monitoring y Evaluation

Integral Policies that work as elements of efficiency, efficacy and effectiveness increase of the poverty and inequality reduction efforts, depend on the existence of unique and reliable systems on diagnosis, monitoring and evaluation.

A successful experience in this respect is the MECOVI, developed jointly by the IADB, the World Bank, the UNDP and the ECLAC. The MECOVI seeks to advise the countries in the accomplishment of domiciliary surveys, providing them of definite periodicity and reliability in the information collected. It also expects to create a common conceptual base, as a way of increasing the possibility of comparison between countries.

A particular problem in this field is the organism responsible for the statistical task in the countries. Organisms without a proper political autonomy, with frequent changes of management and linked to political processes of selection of its human resources, tend to lack of neutrality and technical competition to produce the requested information.

The great challenge of the integral policies is to search indicators capable of informing about the multidimensionality of the poverty phenomenon. These indicators could serve to evaluate the impact of an integrated set of programs, as in level macro (nation, national subunits or metropolitan region), as in relation to a smaller geographical area (locality or community), and to the micro level of a familiar unit.

An experience of synthetic indicator referred to family units is the Familiar Development Index, conceived in Brazil by IPEA, from the information of the Unique Register of Poor Families.

CHAPTER III : Learning from practice

1. Alvorada Project, Brazil

Since the last decade, Brazil has made efforts to achieve the economic stability, to introduce reforms in the education, health and social assistance policies, and to make a considerable increase of the social investment. As a result of this effort, at the end of 1999, the infant mortality index had gone down from 44 thousand to 34 thousand; the illiteracy index, from 17.2 % to 13 %; the years of education average grew from 5.7 to 6.6; the poverty index decreased from 44 % to 34 % and, the indigence index from 21.4 % to 14.5 %.

Meanwhile, behind this success, it was hidden the persistence of the inequality index. When the information was discriminated by region, race and age, it was perceived that in the Northeast there were concentrated the 48 % of the poor and the 53 % of the paupers. The illiteracy, whose national average was 13 %, was reaching scarcely the 6.2 % of the inhabitants in San Pablo, the richest state of the country, and the 32.6 % of the population of Piauí, the poorest one. In relation to the race, on a total population of 45 % non-white people, these were representing the 63 % of the poor and the 68 % of the paupers.

Then, the Brazilian government took the decision of introducing an integrated strategy of poverty and inequality decrease named Alvorada Project. The Alvorada's first principle was the geographical targeting, identifying 14 states and 2318 municipalities with low Human Development Indexes. It also targeted on the poorest families of these regions, choosing the familiar group as the basic unit of action and to women as the principal beneficiaries of the transference of income services and of the documentation of the lands. It chose 15 programs between the main already existing, with high degree of efficiency in achieving improvements on the education, health and income indexes, guaranteeing a minimal percentage of attention for the non-white population. It created the Alvorada's Portals as operational strategy, which were working as centers of reference of the programs, as Families Support Nuclei and as a way of accessing to Internet, in order to face the question of the digital exclusion.

Recognizing the existence of a population linked to high social risk, Alvorada created and expanded a Social Protection Net, with conditioned transference of resources programs, organized by the stages of the life cycle: Food Scholarship (0 to 6 years); Schooling Scholarship and Infantile Work Eradication Program (7 to 14 years); Young Agent of Social Development (15 to 18 years); Income Scholarship and Employment Assurance (adults). The benefits of welfare character as the Continued Lending Benefit (third age and immunodeficiency carriers) were added to these programs. All of the families started to have right to a special subsidy called Aid Gas.

In order to have access to the Social Protection Net, it was implemented the Unique Register of Poor Families that is extending to a universe of 10 million poor Brazilian families.

The project integrates the Social Protection Net with human development programs (Solidarity Literacy, Education for Young People and Adults, Improvement of the Media Education, Familiar Health and Mother and Infantile Mortality Decrease Program), with actions of social development and initiatives of economic development (Familiar Agriculture Support, Microcredit and PRODETUR).

In the area of social development, Alvorada created the National Center of Community Formation (CENAFOCO), which is responsible for the training of local agents, leaders and youth agents, fomenting the enterprising spirit and the social prominence of the poorest.

The program was of integral execution in the three levels of government, with differentiated and well definite roles and responsibilities. The execution of services corresponded mainly to the local level.

Organizations of the civil society, entrepreneurship and volunteers participated of this public policy. The majority of the programs that compose Alvorada, as well as the introduction of the Portals and of CENAFOCO, considered alliances with NGOs. The entrepreneurship took part mainly in the financing of the Young Agents of Social Development program, which had a leading role in Alvorada's Portals. The volunteers performed great importance in the Solidarity Time program, which mobilized professionals of high level for the attention of technical assistance needs, before identified by Alvorada's municipalities.

Alvorada is a typical example of integral policies and of agreement promotion of the social protection, human, social and economic development programs, targeted towards the territories and the poor families, developed in an intersectorial, decentralized and participative way. It uses principles of the Territorial Base Strategies, of the Strategies based on the Family. Its impact can be verified in the decrease of the existing inequality among the Brazilian municipalities. In fact, the higher indexes of inequality are nowadays inside the municipalities, which demands other forms of boarding.

2. Opportunities Program, Mexico

The Opportunities Program is an initiative of conditioned transference of resources of the Federal Government of Mexico to poor families. Initiated in 1997, with the aim to increase the human capital through coordinated actions of the areas of education, health and nutrition, the program includes a component of increase of the opportunities of access to the labor market.

Initially targeted on the rural areas, it later spread to the urban areas, benefiting nowadays to more than four million families, 2.5 millions in the rural area, and 1.5 millions in the

urban area, concentrating 46.5 % of the federal resources destined for programs to combat the poverty.

In the field of the education, the program offers financial support for the families with children up to 22 years enrolled in primary and secondary schools. The values of the help increase according to the degree of education and are higher for the girls, although they present major rates of school desertion. In the area of health, the resources are associated with medical assistance and, in the field of the nutrition, one expects to increase the children's food consumption from 4 months to 2 years, pregnant and nursing women, undernourished children from 2 to 4 years of age, including the distribution of a food supplement. The resources of the program go directly to the mothers.

From its beginning, the Program included a rigorous process of external evaluation that allows to show the highly positive impact reached in three areas, which is perceived as one of the main factors to assure its duration in time.

The Program is based on the concept of poverty as a multidimensional phenomenon, and seeks, through an integral view, to implant intersectorial actions that mean a human, social and economic capital turnover of the poorest. It uses strategies of integration of territorial base and strategies based on the family. In this respect, it implemented a social-educative program through a supporting action to the families.

The introduction of the intersectorial approach demanded the creation of institutional spaces of joint between different organisms of government. For that reason, it was created a technical instance and another politic, named Council of Government, integrated by agents of different areas, under the coordination of a representative of the government head.

The utilization of technical criterion for the targeting on geographical areas and in poor families made possible the transparency, the reduction of the political parties influence and the decreasing of the dissatisfaction of non-selected groups in a certain stage.

‘Opportunities’ remains, apart from the managements, keeping an effective political support of the presidents and of the groups of agents of high technical level. This factor shows the importance of the professionalization of the government teams, responsible for the poverty reduction policies.

The high degree of participation of the beneficiaries is a basic factor in this project. The participation is achieved through the fulfillment of co-responsibilities in relation children schooling and from the regular assistance to the sanitary positions.

In spite of having a centralized management, ‘Opportunities’ integrates different levels of government through the establishment of agreements of joint action. It shows a great efficiency in the use of the resources, and highly positive impacts. It was responsible for the increase of the education of more of 20 % among the girls and of 10 % of the males. The effect of diseases was 12 % lower among the benefited children, in relation to not beneficiaries. The indexes of mother mortality lowered 11 % and the infant mortality 2 %,

compared with 1997 indexes. Beherman and Hoddinott (2000) also identified impacts in the infantile growth, with an increase of 16 % in the annual index of growth of the children between 12 and 36 months of age.

Among the identified success factors, it is included: (a) an integral approach, as a way of assuring the convergence of programs of social protection, education, health and generation of income; (b) the creation of institutional arrangements that made possible the creation of an management infrastructure of the program; (c) the targeting on the regions and on the families in extreme poverty, using technical criterion; (d) the direct transferences of the resources, through financial institutions; (e) the construction of a database of beneficiaries and their context, periodically updated; (f) financial resources guaranteed in the long term and with definite sources; and (g) public opinion and legislative support.

3. Solidarity Chile Program

The Solidarity Chile Program arose when the verification of the efforts realized to reduce the poverty in Chile in the last decade had not been capable of altering the situation, although they had been effective enough in the decrease of the index of poverty, which had gone down from 38.6 % to 20.6 %, and in the level of poverty, which decreased from 12.9 % in 1990 to 5.8 % in 1996.

By 2000, there existed a group of 225 thousand families in poverty situation that seemed not to have been reached by the efforts of targeting of the policies.

It was conceived, then, a strategy of integral and intersectorial character, targeted on the families of extreme poverty, adopting the family as unit of action. The aim was to propitiate conditions in order that the families overcame their poverty situation, through conditioned transference of resources programs, associated with the offer of human, social and economic promotion services. The system Solidarity Chile includes a component, with definite time of permanency, which serves as door of entry, and includes a psico-social personalized and intensive support for the families, and two permanent components: the monetary benefit and the priority access to the social programs.

Seven basic points of Solidarity Chile are: documentation, health, education, family support, housing, work and income. In the field of the social development, the program stimulates the practices of mutual help and the community integration.

The strategies with an integral approach are of territorial base, like the promotion of the Local and Community Development and, those based on the family.

The program's management is intersectorial, decentralized and participative, searching the targeting and the efficiency in the public expenditure and generating a new offer of services through alliances with the civil society.

Related to the institutional arrangements, it was created the Integrated System of Social Information, which updated instruments of diagnosis, monitoring and evaluation, like Card CAS and the investigation CASEN.

Solidarity Chile constitutes an absolute priority of the head of government and it has the commitment of all the departments and the agreements signed by 322 municipalities. It generated a series of legislative agreements for the creation of a favorable legal environment to its sustainability.

The Program is implementing an evaluation and monitoring instrument and is incorporating the civil participation as a strategy for its design, implementation and follow-up.

Conclusions

The aim of this work was to analyze the contribution of the Integral Policies to the effectiveness increase of poverty reduction policies, starting from the problem faced by the countries of the Region that are investing every time higher volumes of resources, obtaining low impacts.

Basing in the experience of countries as Mexico, Brazil, Chile and Nicaragua, among others, it is possible to conclude that the integral strategies tend to generate synergic effects that decrease the operational costs and increase the efficacy and the efficiency of the poverty reduction policies. The basic characteristics of these policies includes: (i) convergent offer of programs of employment and income generation, human and social development and social protection; the (ii) articulated involvement of different levels of government; and the (iii) participative modality of implementation.

Apart from it, the utilization of mechanisms of geographical targeting or on familiar units contributes widely to approach this articulated set of programs to the poorest people, providing opportunities to them to improve their life conditions.

The strategies that are being used to propitiate the integration, as those based on aims and common agreed goals, so as those of territorial or familiar base, as the Perspective of Life Cycles, tend to work as catalyst elements, promoting its synergic effects. These strategies also praise a leading role for the poor communities and families, which turn into active subjects of its own process of overcoming the poverty and which tend to increase the efficacy of these policies.

Meanwhile, the experience of the countries shows that its introduction depends on institutional arrangements that favor the integration, which are often complex and of high political cost. Likewise, the intersectoriality, the decentralization and the civil participation depend on the creation of institutional spaces of integration, on the institution of a social authority, on the creation of a favorable legal environment, on own sources of financing, on transparent and equitable distributive mechanisms, on training systems of human resources, on computerized systems of the unique and reliable information and on monitoring and evaluation mechanisms.

In spite of the complexity and of the political costs and initial operations, the experiences of Integral Policies of Poverty Reduction, developed by Brazil (Project Alvorada), Mexico (Opportunities), and Chile (Solidarity Chile), appear as successful examples of the effectiveness increase, provided that:

- (a) It increases the policy efficiency, by assisting a higher number of possible beneficiaries with the best quality, using the available resources;
- (b) it increases the efficacy, that is, it is achieved that the services were capable to transform the life conditions of the beneficiaries, offering them the opportunities and the necessary resources in order to overcome their poverty situation;

(c) it targets its programs and services on the poorest, prioritizing the most excluded groups.

In the moment in which the major millennium challenge is to decrease the poverty and inequality indexes, the Integral Policies can contribute to reach this goal, increasing the effectiveness of the programs conceived for this purpose.

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